



**TOWNSHIP OF CHATSWORTH**  
**CAO CLERK'S REPORT 2019-22**

TO: Mayor Mackey and Members of Council  
FROM: Patty Sinnamon, CAO Clerk  
RE: Policing Proposal – Municipality of West Grey  
DATE: June 5, 2019

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**RECOMMENDATION:**

That CAO Clerk's Report 2019-22 regarding the policing proposal from the Municipality of West Grey be hereby received;

AND FURTHER THAT Committee of the Whole recommends to Council that a public meeting be held prior to a decision made by the Township of Chatsworth Council;

AND FURTHER THAT the public meeting be arranged for early September;

AND FURTHER THAT the Ontario Provincial Police be invited to provide comment and participate in the proposal process.

**BACKGROUND**

The Township of Chatsworth is currently serviced by the Ontario Provincial Police through a Police Services Act Section 10 Agreement. The current Section 10 Contract with the Ontario Provincial Police expires on December 31, 2020. The agreement indicates that the Township must give one year's notice of termination which would therefore be December 31, 2019.

In 2016 Chatsworth Council had requested a policing proposal from the Municipality of Grey to compare costs. West Grey was not in a position to submit a proposal at that time as they had embarked on discussions with a neighbouring municipality to consider joining two police forces into one. Those discussions had come to an end in 2018 and Chatsworth once again directed staff to obtain a proposal from West Grey. A copy of that proposal is attached hereto as Schedule "A".

The proposal was presented by West Grey Police Chief Robert Martin and former Mayor Kevin Eccles in July, 2018. In April, 2019 Mayor Mackey and CAO Patty Sinnamon met with representatives of West Grey to seek clarification on some of the points in the proposal. Township staff have now had an opportunity to review the proposal and provide the following preliminary comments for Council's consideration.

As part of the review and Council's consideration some of the points to consider are the following:

- A comparison of the West Grey Police Service (WGPS) AND Ontario Provincial Police in relation to deployment, staffing levels, service standards, service levels, accountability and budget impact including transition costs, annual operating costs and post contract costs should the Township enter into a contract with WGPS and then opt out at the end of the proposed five year term.
- Complete a comprehensive review of current and future costs and analysis of overall costs of providing police services;
- Outline all advantages and disadvantages of each contract position;
- Facilitate public and stakeholder consultation sessions for the purposes of gathering public input into the matter of the WGPS costing proposal.

**EVALUATION AND APPROACH**

The purpose of the analysis is to complete a comprehensive comparison of the two police service models that will assist in determining which option would be the best service model going forward. The evaluation workplan includes the following steps:

- i) Data collection and organizational comparisons
- ii) Review of other jurisdictions that have changed from OPP to another municipal force and vice versa;
- iii) Public and stakeholder consultation sessions;
- iv) Recommendation development and reporting including a detailed service, governance and financial comparison between the two models
- v) Review and consideration of draft contract between the service provider and Chatsworth;
- vi) Final report and recommendations to Council

**SUMMARY OF PRELIMINARY FINDINGS**

WEST GREY POLICE SERVICE POLICING MODEL	ONTARIO PROVINCIAL POLICE POLICING MODEL
<p><b>SERVICE</b>  <b>For the purposes of evaluation, service delivery includes the types and level of service provided by the respective policing models. Areas of comparison between the OPP and WGPS includes deployment, staffing levels, service provision, officer skills and abilities.</b></p>	
<ul style="list-style-type: none"> <li>• The WGPS proposes a complement of 5 constables, exclusive to Chatsworth. Patrol Sergeants are responsible for Officer In Charge duties and front line supervision; Operational/administrative support will be provided through the West Grey Police Service by the Chief of Police and three sergeants.</li> <li>• One officer is assigned from the four platoons to service Chatsworth as General Patrol 24 hours inclusive.</li> <li>• WGPS always has two officers on patrol (24/7). Any services not provided by WGPS are currently provided by the OPP at no additional cost (other than incident command).</li> <li>• WGPS currently attends all ambulance calls, conducting mental health and prisoner transports.</li> </ul>	<ul style="list-style-type: none"> <li>• The current staff model from the OPP (Grey County Detachment) includes uniform officers and civilian employees. The OPP work under an integrated policing model where police resources are shared regionally based on need.</li> <li>• OPP Provincial responsibilities are provided and will continue to be provided at no extra cost to Chatsworth</li> <li>• Grey County OPP has one dedicated Community Services Officer that is shared throughout the County</li> <li>• OPP provides prisoner transport, court security and attends ambulance calls on a priority basis.</li> </ul>

## GOVERNANCE

Important aspects of governance include level of oversight, flexibility, autonomy and control that the PSB has within the respective models, consultation methodology between management and the BOARD, the degree to which key decisions are made, the internal review process and the assumption of risk/liability

- WGPS is governed by a Police Service Board, allowing for flexibility, autonomy and input into the strategic direction of the police service. The Board is actively involved and informed about internal reviews with regards to complaints and/or misdemeanors
- Monthly reporting to PSB by Police Chief
- The Municipality of West Grey assumes all risk and liability for municipal police service operations.
- Council may wish to give consideration as to the governance structure should an agreement be reached with WGPS. The former Polices Act (referred to in the WGPS proposal) permitted the creation of joint police services boards in two or more municipalities. An agreement for this purpose required the consent of the Solicitor General. Under the proposed new legislation the Comprehensive Ontario Police Services Act (S. 22), Chatsworth and West Grey could a) jointly constitute a municipal board to have policing responsibility for the two municipalities; or b) enter into a written agreement under S. 26 to have WG's municipal board assuming policing responsibility for the municipality. Section 24 sets out the required contents in an agreement under option a) and S. 26 provides that two municipalities may enter into a written agreement to have one of the municipalities' municipal boards assume responsibility for the municipality.
- Chatsworth has an appointed Police Services Board for the OPP Contract – provides for less key decision-making capabilities and flexibility – however, the PSB can consult with the Detachment Commander and input is considered in decision making
- Internal reviews are conducted within the OPP;
- PSB provides input in to the selection and annual review of the Detachment Commander
- PSB can review the detachment commander's administration of the complaint system and receive regular reports regarding same.

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**FINANCIAL A cost comparison for both policing models during the initial policing transition, five year**

**contract and post contract should a further change in service be anticipated. Comparison should include increases in the number of employees, base service cost, calls for service cost, contract cost, costs for extra services and any other additional costs that Chatsworth might incur.**

<ul style="list-style-type: none"> <li>• The value of the proposed contract over five years is \$4,328,375. (\$865,675.00 per annum)</li> <li>• Chatsworth would be responsible for any severance costs (including severance, accrued vacation, sick leave and pension adjustments) at the end of the term, should the contract not be renewed</li> <li>• The PSB receives grants for programs such as RIDE</li> <li>• The WGPS proposal is silent on court costs, including transportation of prisoners to and from court, as well as court security. In a recent meeting with Chatsworth and WG, Chatsworth was advised that all costs are included in the proposal. A draft agreement should set out these provisions in detail.</li> <li>• Overtime – a provision of \$7,000.00 is budgeted for overtime hours attributed to Chatsworth. Chatsworth has been advised that there is no additional cost if the overtime hours exceed what is anticipated; likewise, there is no offset if the overtime hours are not expended.</li> <li>• Cost of Criminal Record Checks to the public - \$15.00</li> <li>• Cost of Vulnerable Sector Checks to the public - \$40.00 – both can be done on same day</li> <li>• With regard to post contract costs (Transition Costs), should Chatsworth opt out of the WGPS at the end of the five year period, the severance costs are currently unknown. Chatsworth would be responsible for severance pay, accrued vacation and sick time, pension, etc. More information is required from West Grey on how the costs are determined, and the estimated financial impact to the Township of Chatsworth</li> </ul>	<ul style="list-style-type: none"> <li>• The present 2019 annual cost of the OPP Contract is \$1,072,499., an increase from \$1,022,059. in 2018 (increase of \$50,740.). Using a rounded increase of 1%, the projected cost for a further five years is approximately \$5,525.529. Chatsworth does not contract additional or enhanced services. There is no cost difference therefore in a Section 10 Contract and Section 5.1 Non-contract</li> <li>• Under the current Section 10 Contract, the Township receives an annual RIDE grant. If the Township opted for a Section 5.1 non-contract, the municipality becomes ineligible for this grant. Further, the cost of a RIDE program would be borne by the municipality.</li> <li>• Chatsworth is billed on a base service fee plus Calls for Service. Overtime is billed to the municipality based on specific usage and excludes overtime incurred for provincial obligations.</li> <li>• Cost of Criminal Record Checks to the public – \$25.00 (waived for volunteers)</li> <li>• Cost of Vulnerable Sector Checks \$25.00 – with a time line of 3 – 6 weeks depending on workload)</li> </ul>
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**PROVINCIAL MANDATED RESPONSIBILITIES VS. MUNICIPAL RESPONSIBILITIES**

Currently the OPP does not invoice the municipality for provincial policing responsibilities. Provincial some of the responsibilities include (from OPP website):

- Patrolling all provincial highways
- Patrolling numerous provincial waterways;
- Investigating province-wide and cross-jurisdictional major crimes (ie. organized crime, trafficking, smuggling);
- Air support for search and rescue
- Providing specialized response service across the province;
- Providing protection to visiting politician and government representatives (including the Lieutenant Governor of Ontario)
- Providing Provincial Offender Transport services; and

- Working closely with other provincial agencies, including the Ministry of Transportation and Ministry of Natural Resources to enforce highway safety and conservation regulations

Although the OPP regularly provide these services to municipalities, under Section 19 of the Police Services Act, the OPP may charge for any services that it provides a municipality under the Act with approval of the Solicitor General. To date I have found no evidence that the OPP has charged back to any municipality, the cost of fulfilling provincial responsibilities. The new legislation has now received Royal Assent, but has not come into force. Staff are currently reviewing the new legislation to determine responsibilities and cost/sharing in the event that additional services are required by West Grey of the OPP during an event or emergency.

### **COMMUNITY POLICING FOCUS**

The Province of Ontario has established a “Mobilization and Engagement Model for Community Policing which was created as a guide for all police services in Ontario in collaboration with the Ministry of Community Safety and Correctional Services and the Ontario Association of Chiefs of Police. It is designed to enable and prioritize the formation of relationships between community members and police to enhance the community’s overall safety and wellbeing.

Both police services provide numerous community policing activities including Community Liaison/School Resource Officers.

### **OTHER POLICE SERVICES**

Council has also discussed whether proposals should be invited from other police services such as Owen Sound and Hanover. Under the current *Police Services Act*, “the councils of two municipalities may enter into an agreement for the provision of police services for one municipality by the board of the other municipality, on the conditions set out in the agreement, **if the municipality that is to receive the police services in contiguous to the municipality that is to provide the police service, or is contiguous to any other municipality that receives police services from the same municipality**”. Under the new *Comprehensive Safety and Policing Act, 2019* which received Royal Assent but is not yet in force, the requirement to be contiguous has been removed unless the providing police service is providing services to two or more non-contiguous municipalities which would then require approval.

Staff are currently undertaking a detailed review of WGPS annual budget vs. actual costs for the past four years, and have copies of their annual reports showing calls for service over the same time frame. Staff are also reviewing the impacts of the new Comprehensive Ontario Police Service Act with regard to billing models, billing for additional services, etc. This information will be available in a further report to Council by the end of July, 2019. Should Council wish to proceed further, including requesting a draft contract for review, staff recommend that a public engagement process be undertaken including at the very least, a public meeting. Staff could also prepare and present a draft public survey to be posted on the Township’s website (advertised on various media outlets), to receive feedback on the proposal.

Staff would also recommend that an invitation to present comments and/or proposal be extended to the Ontario Provincial Police as soon as possible.

Staff anticipate that further discussions with West Grey Police Service will also be necessary in the coming months regarding more specific details in the proposal and/or draft agreement.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "Patty Sinnamon".

Patty Sinnamon, Dipl.M.M.  
CAO Clerk