

CONTENTS

EXECUTIVE SUMMARY	1
1.0 INTRODUCTION	3
2.0 REVIEW APPROACH	5
3.0 SERVICE DELIVERY	6
3.1 Options Available	6
3.1.1 Option 1: Hybrid Service And/Or Combination	6
3.1.2 Option 2: Municipal Police Force	6
3.1.3 Option 3: Amalgamate/Contract With Another Service	7
3.1.4 Option 4: Ontario Provincial Police Under Section 5.1 (non-contract) Of The <i>Police Services Act</i>	7
3.1.5 Option 5: Ontario Provincial Police Contract Under Section 10 Of The <i>Police Services Act</i>	8
3.2 Current Service Delivery	9
3.2.1 Service Delivery & Stats: CKL Police Service 2010	11
3.2.2 Service Delivery & Stats: OPP CKL Detachment 2010	13
3.2.3 Comparative Organizational Structure	15
4.0 FINANCIAL INFORMATION	16
4.1 Area Rating/General Rating	18
4.2 Provincial Funding	18
4.3 Reserves	19
4.4 New Funding (Opportunities)	20
4.5 Future City Budget Impacts	20
4.5.1 Future Growth	20
4.5.2 Court Security Upload 2012	21
4.5.3 Provincial Wage Decisions	21
5.0 POLICE SERVICE EFFECTIVENESS AND EFFICIENCY	24
5.1 Agreement Services	24
5.2 One-Off Programs	25
5.3 Potential Savings	25
5.4 Shared Services	25
5.5 Current Agreements	25
6.0 RECOMMENDATIONS	26
6.1 Service Options & Impacts	27
7.0 ADDITIONAL INFORMATION	29
7.1 OAPSB Recommendations for Provincial Government Changes to Legislation	29
7.1.1 Funding Assistance For Police Services Boards	29
7.1.2 Court Security	29
7.1.3 Outstanding Provincial Offences Fines	30
7.2 CAPB Recommendations for Federal Government Changes to Legislation	30
7.3 Federation of Canadian Municipalities	30
8.0 SUPPLEMENTARY REFERENCE DOCUMENTS	32

APPENDICES

Appendix No.	Title	Page No.
I	CKL Report M-2011-004 "Policing - City of Kawartha Lakes" (March 22, 2011)	34
II	OCPC Protocol: Section 39 Budget Hearing	46
III	<i>Police Services Act</i> , Section 31: Responsibilities of Police Service Board	48
IV	Terms of Reference: OPP Community Policing Advisory Committee (CPAC)	49
V	OMPF Funding 2005-2011	51
VI	OPP 2010 Costing Summary	52
VII	Policing Budget Performance	54
VIII	Framework Agreement Between KLPS and OPP	55
IX	OCPC Protocol: Section 40 Abolition Requests	61
XI	OPP Contract Services - Costing Process	63

TABLES

Table No.	Title	Page No.
3-1	OPP Section 10 (Contract)/Section 5.1 (Non-Contract) Services	9
3-2	2010 Staff Complement: CKL Police Service	11
3-3	2010 Staff Complement: CKL OPP Detachment	13
3-4	2010 Comparative Staff Complement	15
4-1	Policing Cost per Household 2005-2011	16
4-2	Policing Cost per Household 2005-2011 (graphs)	17
4-3	Actual Policing Costs 2005-2010	18
4-4	OMPF Partnership Fund 2005-2011 - Policing Component	19
4-5	Permanent and Seasonal Population Forecast 2006-2031	20
4-6	Court Security Costs 2005, 2010 and 2011	21
4-7	Potential Wage Increases	22
4-8	Potential Wage Increases (graph)	23
5-1	Framework Agreement "Schedule D"	24

List of Abbreviations and/or Acronyms used in Report

AMO	Association of Municipalities of Ontario
CAPB	Canadian Association of Police Services Boards
CKL	City of Kawartha Lakes
FCM	Federation of Canadian Municipalities
KLPS	Kawartha Lakes Police Service
MPAC	Municipal Property Assessment Corporation
OAPSB	Ontario Association of Police Services Boards
OCPC	Ontario Civilian Police Commission (formerly known as OCOPS)
OMPF	Ontario Municipal Partnership Fund
OPP	Ontario Provincial Police

EXECUTIVE SUMMARY

The City of Kawartha Lakes Council appointed a Task Force to review the “State of Policing” in the City of Kawartha Lakes. The mandate was to make recommendations to Council relating to the state of policing in the City and the future affordability of this service. The Task Force was further authorized to bring forward any and all recommendations in an effort to strengthen the provision of police services and provide for an action plan to achieve affordability.

It is important to note that while OPP Detachment Commander/Inspector Rob Shaw and Kawartha Lakes Police Chief John Hagarty were identified by Council as members of the Task Force, neither voted on any decisions made by the Task Force as to content of this report. Both the Detachment Commander and the Chief served as technical advisory liaisons and resource persons to the Task Force.

Throughout this document, the year 2005 was chosen as the statistical base year as it is the first year that the City received Ontario Municipal Partnership Fund support. The year 2010 was used as the comparator year as it is the latest complete year for which there are Municipal Property Assessment Corporation (MPAC) reported statistics.

The Task Force recognizes that with declining crime rates consideration may be given to reducing the number of police officers serving the municipality, however, studies have found that police officers spend only 20 percent of their time dealing with actual crimes or violations and devote the majority of their remaining time to service-oriented policing.

The adopted budget for the provision of police services to the municipality for 2011 is \$11.8 million based on a total household count of 38,270; this represents approximately 7% of the municipality’s budget. Overall, policing costs to the municipality have increased by 32.8% since 2005, an average of 5.5% annually.

The Province through the Ontario Municipal Partnership Fund recognized the high cost per household of policing in sparsely populated municipalities. The City of Kawartha Lakes receives OMPF funds equal to approximately 49 cents for every dollar spent on policing above the threshold of \$150 per household. In 2011, the City was awarded \$3,204,300 as a police services grant. Total allocation since 2005 under this formula is \$18,552,490.

The rising cost of policing and its future affordability is not unique to the City. In fact it is a Canadian problem; “sustainability” has become a common topic when talking about policing. We need to be active participants and advocates at the provincial and federal levels to develop action plans for controlling police costs and to increase the efficient and effective delivery of police services. The Task Force supports the positions of the Ontario Association of Police Services Boards (OAPSB), the Canadian Association of Police Boards (CAPB) and the Federation of Canadian Municipalities (FCM) regarding sustainability.

It was not the mandate of the Task Force to make a recommendation on a particular structure for police service delivery to the municipality, therefore the Task Force did not undertake a thorough review of all of the options presented in Section 6.0 as alternatives to the current service delivery model. Should Council determine that the current service delivery model is not the desired model for policing services, the Task Force recommends that Council clearly define the level of service desired for the municipality before commencing a more indepth investigation of the options presented.

The Task Force was mandated, however, to bring forward any and all recommendations that would serve to strengthen the provision of police services in the municipality. The Task Force was also authorized to provide an action plan to sustain affordability. To that end, the Task Force recommends that Council:

- submit a letter of support for the Ontario Association of Police Services Boards' (OAPSB) three resolutions to effect change to Provincial legislation with respect to funding assistance for police services boards, court security and outstanding provincial offences fines. (Refer to Section 7.1.);
- submit a letter of support for the Canadian Association of Police Services Boards' (CAPB) recommendations that the Federal Government consult with the police community and partners on cost-neutral measures to assist the police in either reducing costs or increasing efficiency. CAPB also requests the Federal Government to introduce a 'viability' or 'means' test on introduction of legislation that has the potential to impact municipal budgets or municipal police services, i.e., *Truth in Sentencing Act*. (Refer to Section 7.2.);
- undertake a full financial review and investigate full cost accounting for the Kawartha Lakes Police Service, understanding that currently there are soft services expenses (Human Resources, Finance, building, et cetera) absorbed in the municipality's budget that can be attributed to the KLPS;
- request the Kawartha Lakes Police Service and the Kawartha Lakes Detachment of the OPP to immediately review and update the current Framework Agreement;
- request the Police Services Board of the KLPS immediately review the current agreement with the Province with respect to the Correctional Facility for improvements and potential financial impacts and recoveries;
- undertake an enhanced investigation of the use of auxiliary and/or peace officers to supplement policing services within jurisdictional boundaries;
- consider restricting the use of the Kawartha Lakes Police Service's rate stabilization reserve to ensure improved identification for Council information with respect to operating and capital surpluses through a committed 10-year project plan. A ten-year plan would facilitate sustainable budgeting through levelling out budget fluctuations and rate increases.

1.0 INTRODUCTION

Following a review of CKL Report M-2011-004, “Policing – City of Kawartha Lakes” dated March 22, 2011, Council adopted the following resolution:

Moved by Councillor Dunn, seconded by Councillor James,

RESOLVED THAT Report M2011-004, *Policing– City of Kawartha Lakes*”, be received;

THAT Council approve the creation of a Task Force comprised of the Chief of Police of the Kawartha Lakes Police Service, the Board Chair of the Kawartha Lakes Police Service, a member of Council from the KLPS area not on the KLPS Board, the Detachment Commander for the City of Kawartha Lakes OPP, the Chair of the Community Policing Advisory Committee for the City of Kawartha Lakes OPP and a member of Council from the OPP Service Area not sitting on the CPAC;

THAT the Mandate for this Task Force be to make recommendations to Council for the City of Kawartha Lakes relating to the state of policing in the City of Kawartha Lakes and the future affordability of this service; and

THAT this Task Force report back to Council no later than the first Regular Meeting of Council in July of 2011.

CARRIED CR2011-364

A copy of the Report is provided in Appendix I.

TASK FORCE MEMBERS Appointed: as of April 12, 2011

Donna Villemaire, Member of Council, OPP Community Police Advisory Committee (CPAC) Chair

Gord James, Member of Council, KLPS Police Services Board Chair

Pat Dunn, Member of Council

John Macklem, Member of Council

Rob Shaw, Inspector/ Detachment Commander, City of Kawartha Lakes OPP

John Hagarty, Chief, City of Kawartha Lakes Police Service

MANDATE

To make recommendations to Council for the City of Kawartha Lakes relating to the state of policing in the City of Kawartha Lakes and the future affordability of this service.

AUTHORIZATION

To bring forward any and all recommendations in an effort to strengthen the provision of police services and provide for an action plan to sustain affordability.

CONSIDERATIONS

The recommendations proposed in this report may have a financial impact upon the current or future Operating and/or Capital Budgets for the City of Kawartha Lakes. This is dependent upon decisions made by Council.

RELATIONSHIP OF RECOMMENDATION TO 2002-2012 VISION

Good Government would dictate that a Task Force provides for a forum to have the state of policing in the City of Kawartha Lakes analyzed by those persons providing the service and report to Council with any recommendations.

TIME LINE

The Task Force is required to report back to Council no later than the first Regular Meeting of Council in July of 2011 (July 12).

OTHER ALTERNATIVES CONSIDERED

Council may choose to receive this report, in which case no further action will be required or Council may choose to amend the recommendations contained within this report.

2.0 REVIEW APPROACH

The Task Force met regularly throughout May, June and July 2011 to review existing information to provide Council with this report and to formulate recommendations relating to the delivery of police services in the City of Kawartha Lakes.

The Task Force initially held a brainstorming exercise to attain an understanding of each member's expectation(s). A list of resources to assist with the review was compiled and researched by the members. Finance staff was invited to meetings to assist with a variety of financial reviews, including explanations of the current funding arrangements, reserve balances and other levels of (government) funding provided for regular policing and special projects.

When considering the options available, the Task Force reviewed information and established a baseline with respect to the municipality's demographics, which has a considerable influence on the requirements for police services from one locale to another. The needs of a community having a highly mobile or seasonal population, for example, may be very different from those of a city whose population is relatively stable.¹

For the purposes of this report, the Task Force acknowledged that in the City of Kawartha Lakes there are three large towns and a number of smaller villages as well as numerous hamlets and community-like areas.

In its research undertakings, the Task Force reviewed materials with a basic understanding of trends related to crime prevention and suppression as a core function of a police service. Throughout this document, 2005 has been chosen as the statistical base year as it is the first year that the City received Ontario Municipal Partnership Fund (OMPF) support that impacts resources and ultimately the cost of providing services. The year 2010 is used as the comparator year as it is the latest complete year for which there are Municipal Provincial Assessment Corporation (MPAC) reported statistics.

For financial information (Section 4), the Task Force resourced the MPAC reporting data supplied by the City's Revenue and Taxation department for the years 2005, 2010 and 2011.

¹ FBI 1999. Crime in the United States, 1999. "Uniform Crime Reports". Washington D.C. U.S. Department of Justice, Section VI, page 291.

3.0 SERVICE DELIVERY

Municipal policing consists of enforcement of the *Criminal Code*, provincial statutes and, in some instances, bylaw enforcement within the boundaries of a municipality.

Section 5 of the *Police Services Act* recognises six responsibilities and options for service delivery:

1. Establish a municipal police service;
2. Enter into an agreement with one or more councils and establish a municipal police service;
3. Amalgamate existing municipal service with another to create a joint service;
4. Contract policing from an existing municipal service;
5. Contract with the Ontario Provincial Police; and
6. Other Ontario Civilian Police Commission OCPC-approved method.

Statistics Canada identifies three options for the provision of municipal policing services as a municipal police force, joining an existing police force or entering into an agreement with a provincial police force.

3.1 Options Available

The Task Force identified five options for the provision of policing services to the municipality, namely:

1. Hybrid service and/or combination of:
2. Municipal police force;
3. Amalgamate or Contract existing municipal service with another to create a joint service;
4. Ontario Provincial Police under Section 5.1 (non-contract) of the *Police Services Act*;
5. Ontario Provincial Police Contract under Section 10 of the *Police Services Act*.

3.1.1 Option 1: Hybrid Service And/Or Combination

Hybrid servicing and/or a combination of Options 2 through 5 presented in Section 3.1 are opportunities for consideration by the municipality.

3.1.2 Option 2: Municipal Police Force

The legislation comprising policing is found within the *Police Services Act*. With a police force established under this Act, a Police Services Board must be created with representatives from the municipality appointed by Council as well as a provincially appointed person. The Board oversees the municipal police force and sets policy and the budget for the force. The Police Chief oversees the administration of the policy and budget once set by the Board. Council's only authority with respect to policing under the Act is to approve the total budget for the police force. While costs and service levels for policing would be known at budget time, municipal Councils do not have the authority to remove specific items from the budget, however, they do have the right to request the Board to review and

reduce annual budget requests. If the Municipality and the Board cannot agree, Section 39 of the *Police Services Act* outlines the hearing process to resolve such matters (refer to Appendix II) .

3.1.3 Option 3: Amalgamate/Contract With Another Service

Councils of two or more municipalities that have police forces may enter into an agreement to amalgamate or contract services.

3.1.3.1 Contents of Amalgamation Agreement

An amalgamation shall deal with the:

- a) establishment and, subject to Section 33, composition of a joint board for the amalgamated police force;
- b) amalgamation of the police forces and the appointment or transfer of their members;
- c) joint board's use of the assets and its responsibility for the liabilities associated with the police forces;
- d) budgeting of the cost for the operation of the amalgamated police force;
- e) other matters necessary or advisable to effect the amalgamation. [R.S.O. 1990, c. P.15, s. 6 (2); 1997, c. 8, s. 6 (2, 3)]

The agreement does not take effect until the Commission has approved the organization of the amalgamated police force. [R.S.O. 1990, c. P.15, s. 6 (3)]

3.1.3.2 Contents of a Contract Agreement

Section 6.1 (1) *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 is contiguous to the municipality that is to provide the police services or is contiguous to any other municipality that receives police services from the same municipality.

Section 6.1 (2) *Police Services Act*:

The council of a municipality that receives police services pursuant to an agreement made under subsection (1) may select a person to advise the other municipality's board with respect to objectives and priorities for police services in the municipality that receives the police services.

3.1.4 Option 4: Ontario Provincial Police Under Section 5.1 (non-contract) Of The *Police Services Act*

Section 5.1 of the *Police Services Act* regarding policing arrangement allows the province to determine and provide the level of provincial policing service for an area. The municipality has no control over staffing levels and is required to pay a provincially determined percentage of all detachment costs based on the amount of municipal service delivery. Section 5.1 does, however, allow for the municipality to make arrangements and pay separately for enhanced services such as increased marine and/or trail police presence.

Under the provisions of Section 5.1, a Community Policing Advisory Committee (CPAC) is established as an advisory committee and a representative from the OPP attends the meetings to discuss policing issues. The discussions and/or recommendations of the CPAC committee are taken under advisement.

Costs for policing under Section 5.1 of the *Police Services Act*, are managed by the Ontario Provincial Police. With this provision, the OPP provides the municipality with an estimate for budgeting purposes. The actual costs are reconciled twice a year. At the end of the year, any unspent balance is credited back to the municipality or any additional cost is invoiced.

3.1.5 Option 5: Ontario Provincial Police Contract Under Section 10 Of The *Police Services Act*

A contract for policing services with the OPP would enable the municipality to determine the level of service to be provided by the Ontario Provincial Police. Costs and service level for policing under contract would be known at budget time and payments would be made accordingly. Components of the costing formula as per Ontario Regulation 420/97 would include:

- Direct costs (salaries, wages and benefits of uniform members and civilian support staff)
- Equipment costs (vehicles, uniforms, supplies, radio equipment and computer/database costs)
- Additional support staff (communication operators and prisoner guards)
- Indirect costs (municipal policing and detachment support services administered by Regional or General Headquarters), and
- Salaries at current levels in compliance with OPPA contract.²

Table 3-1 identifies some of the differences between Section 10 (Contract) OPP policing services and Section 5.1 (Non-Contract).³

² OPP Contract Policing Presentation.

³ Ibid.

Table 3-1 OPP Section 10 (Contract) and Section 5.1 (Non-Contract) Services

Section 10 - Contract Services	Section 5.1 - Non-Contract Services
Funded FTE are fixed for the term of the contract	FTEs adjusted at year end to actual staffing
Any formula changes are applied to the next estimate after Ministry approval	Same as Contract
Negotiated changes to salaries applied	Same as Contract
Overtime reconciled to actual	Same as Contract
Enforce by-laws	Does not enforce by-laws
Eligible for grants, i.e., RIDE	Not eligible for additional RIDE

3.2 Current Service Delivery

The City of Kawartha Lakes, a total of 3,059 sq. kilometres, currently operates a hybrid policing service. Two areas of the municipality – 253.68 sq. kilometres comprising the former geographic boundaries of Lindsay and Ops - are policed by a municipal force while the balance of the municipality – 2,805.32 sq. kilometers - is policed by the OPP under Section 5.1 of the *Police Services Act*.

The Task Force acknowledges that while the municipality’s current form of police service delivery may have some inherent costs, as this report will identify, the hybrid structure is the preferred option in the City of Kawartha Lakes at the present time.

It is also acknowledged by the Task Force that Core Police Service Delivery includes:

- Crime Prevention
- Law Enforcement
- Assistance to Victims of Crime
- Public Order Maintenance, and
- Emergency Response.

Understanding that municipal policing is primarily responsible for enforcement of the Criminal Code, it is worth noting that in the City of Kawartha Lakes, occurrences have been reduced by 16.5% since 2005. Criminal Code occurrences totalled 5,813 in 2005 compared to 4,853 in 2010. (Refer to the 2010 Annual Reports noted in Section 8 of this report for Criminal Code occurrence rate details.)

The Task Force recognizes that with declining crime rates, consideration may be given to reducing the number of police officers serving the municipality. Statistics Canada reports that the volume and severity of police-reported crime has been on the decline, citing that both the 2009 police-reported crime rate and the Crime Severity Index (CSI) decreased from the previous year in keeping with the

general trend observed over the past decade. The 2009 national weighted (offences according to their seriousness) clearance rate – proportion of crimes solved by police – rose 38.4%, the fifth consecutive annual increase.⁴

Yet research indicates that there is increasing workload and increasingly complex work.⁵

- Crime is more sophisticated - technology enabled
- There are no jurisdictional boundaries for criminals
- Investigations - increasingly complex and labour-intensive
- Selective response - clearance rates declining
- Legislation/court decisions - increased processing time
 - Break and enter investigations requires 58% more time
 - Processing Impaired Driving offences requires 250% more time
 - Investigation Domestic violence requires 964% more time

Of interest is a 1999 FBI Law Enforcement Bulletin⁶, wherein research into the on-duty activities of police conducted by the Bureau of Justice Statistics indicates that officers spend only 10 percent of patrol activity on criminal-related matters and the remaining 90 percent on a variety of service-related calls, i.e., traffic management/enforcement, neighbourhood disturbances, conflict resolution, et cetera.

Other studies have found that police officers spend only 20 percent of their time dealing with actual crimes or violations and devote the majority of their remaining time to service-oriented aspects including crime prevention programs. Many police scholars have drawn similar conclusions that law enforcement tasks occupy a small portion of officers' on-duty time.

⁴ Source: Statistics Canada, Canadian Centre for Justice Statistics, December 2010. "Police Resources in Canada 2010." Catalogue no. 85-225-X, page 6.

⁵ Source: Police Sector Council's "The Future of Policing" presentation, page 20, February 2008 Ottawa <http://www.policecouncil.ca/reports/PSCPresFeb26.pdf>

⁶ FBI 1999. Crime in United States, 1999. "Uniform Crime Reports", Washington, D.C. U.S. Department of Justice.

3.2.1 Service Delivery & Stats: CKL Police Service 2010



The City of Kawartha Lakes Police Service (KLPS) covers an area of 253.68 square kilometers and is administered out of an office located on Victoria Avenue North in Lindsay. The CKL Police Service also manages the 9-1-1 services – police, fire and ambulance – for the entire city.

Table 3-2 depicts the 2010 staff complement for the CKL Police Service.

Table 3-2 2010 Staff Complement: CKL Police

Position	No.
Chief of Police	1
Executive Assistant/Financial Manager	1
Inspector (Operations/Support Services)	2
Director, Information Services	1
Admin Sergeant	1
4 Platoon Sergeants	4
5 officers per platoon	20
Court Security (Generally Rated)	6
Canine Officer	1
Community Services/Crime Stoppers	1
CIB Sergeant	1
Criminal Investigations Branch	5
CECC Institution Unit (Provincially Funded)	3
Identification	1
Communications	8
Records	3
Court Clerks/Victim Assistance	2
Part-Time Communicators	5
TOTAL	66

Statistics Canada reported 69,299 active police officers in Canada in 2010, an increase of almost 2,000 officers from 2009, primarily driven by growth in Ontario and Alberta. Nationally, in 2010, there were 203 police officers per 100,000 populations (1:492.6 ratio), the highest rate since 1981. Police officer strength rose by 2%, resulting in the sixth consecutive year of growth.⁷

There were 39 active police officers in the City of Kawartha Lakes Police Service in 2010 compared to 38 officers, including three provincially funded officers assigned to the Central East Corrections Facility, in

⁷ Source: Statistics Canada, Canadian Centre for Justice Statistics, December 2010. "Police Resources in Canada 2010." Catalogue no. 85-225-X, page 5.

2005. The 2010 ratio of active police to population is 1:662. NOTE: the calculation excludes three provincially funded officers assigned to the Central East Corrections Facility.

Civilian personnel work with the police service in a variety of occupations, including clerks, dispatch personnel for Police and Fire including the 9-1-1 Call Center, Court Security Special Constables and management professionals.

A link to the 2010 annual report of the City of Kawartha Lakes Police Service may be found in the Reference Documents Section of this report.

Section 27 (1) of the *Police Services Act*, identifies the role and construct of a municipal police services board.

d) Police Services Board – Role

“There shall be a police services board, for every municipality that maintains a police force.”

The Police Services Board shall consist of five members including the Head of Council (or his/her designate), a member of Council appointed by Council, a member of the public (not Council member or employee) appointed by Council, and two persons appointed by the Lieutenant Governor in Council.

The 2011 members of the Board are Councillor Gord James (chair), Provincial Appointee Salvatore Polito, Council Member Patrick O’Reilly (in place of the Head of Council for 2011), Council Appointee Don Thomas and Provincial Appointee, Max Radiff.

Section 31 of the *Police Services Act* outlines the responsibilities of the board (refer to Appendix III).

The minutes and meeting dates of the Police Services Board are available to members of Council and the public on the Kawartha Lakes Police Services web site.

3.2.2 Service Delivery & Stats: OPP CKL Detachment 2010



The CKL Detachment of the Ontario Provincial Police serves 2,805.32 square kilometres of the municipality and is administered out of an office located on Angeline Street North in Lindsay, with a satellite office in Coboconk. The detachment is responsible for both municipal and provincially mandated policing services, including provincial parks, waterways and municipal trails. Calls for service are managed by the Provincial Communications Centre located in Smith Falls, Ontario.

Table 3-3 depicts the 2010 staff complement for the CKL OPP Detachment.

Table 3-3 2010 Staff Complement: CKL OPP Detachment

Position	No.
Inspector/Detachment Commander	1
Staff Sergeant – Operations Manager	1
Sergeants	4
Detective Sergeant (shared with Haliburton)	1
Provincial Constables - Patrol	40
Full-Time Civilian Staff (5 clerical,2 custodial)	7
Part-Time Civilian Staff (10 guards,6 data entry)	16
Detective Constables - Criminal Investigations Unit	8
Constable - Abuse Issues Co-ordinator	1
Constable - Media Relations/DARE	1
Constable - Crime Stoppers/Youth/Firearms	1
Constable - Drug Enforcement (seconded to JFO)	1
Constable - Court Case Manager	1
Constable – Emergency Response Team	4
TOTAL	87
Auxiliary Unit (shared with Haliburton)	20

As noted in the 2010 Statistics Canada report, police services use the term “authorized strength” to refer to the number of positions available based on their budget. As not all available positions are occupied throughout the year, authorized strength numbers are generally higher than actual police strength point-in-time numbers. In 2010 there were 70,600 authorized policing positions in Canada, about 1,300 more than the actual number of active police officers.⁸

There were 63 sworn police officers in the OPP Kawartha Lakes Detachment in 2010; there has been no increase or decrease since 2005. The current ratio of sworn police to population is estimated at 1:850, with a seasonal ratio of 1:1300.

⁸ Ibid. page 6.

In 2010 just over 1,000 hours of community foot patrols, 350 hours of Marine Patrol, and 132 hours of ATV Patrol and 180 hours of Snowmobile Patrol were achieved at a cost of \$50,000.00. Comparatively, the City's share of approximately \$120,000.00 for the cost of one additional police constable would have been \$76,800.00. A link to the 2010 annual report of the Kawartha Lakes Detachment of the OPP has been provided within the Reference Documents Section 8 of this report.

Civilian personnel work with the CKL Detachment in a variety of occupations, including clerks, Court Security Special Constables and management professionals. In addition, the Detachment has access to assistance from a wide array of specialized uniform and civilian experts located throughout the Province within the OPP.

Within the provisions of Section 5.1 of the *Police Services Act*, a municipality has the authority to establish a Community Policing Advisory Committee (CPAC). Council established an OPP Community Policing Advisory Committee (CPAC) in 2004. A complete Terms of Reference is provided in Appendix IV.

The 2010-2014 CPAC members include Councillors Donna Villemare, (Chair), Pat Warren, Stephen Strangway, Gerald McGregor and David Hodgson.

The role of the municipality's CPAC is defined below:

The Community Policing Advisory Committee will in accordance with the *Police Services Act* of Ontario advise the Detachment Commander of the City of Kawartha Lakes Detachment of the Ontario Provincial Police in relation to the establishment of goals, objectives and priorities in the delivery of police services to those designated areas of the City of Kawartha Lakes. The Committee will abide by any terms and conditions which may be set out by the City's Council.

The minutes of the municipality's CPAC are distributed to all members of Council for information.

3.2.3 Comparative Organizational Structure

Using the information provided in Tables 3-2 and 3-3, Table 3-4 illustrates a comparative staff complement for policing services in the City of Kawartha Lakes.

Table 3-4 2010 Comparative Staff Complement

CL Police Service	No.	CKL OPP Detachment	No.
Chief of Police	1	Inspector/Detachment Commander	1
Executive Assistant/Financial Manager	1	Detective Sergeant (shared with Haliburton)	1
Inspector (Operations/Support Services)	2	Staff Sergeant – Operations Manager	1
Director, Information Services	1	Sergeants	4
Admin Sergeant	1	Constable - Media Relations/DARE	1
4 Platoon Sergeants	4	Provincial Constables - Patrol	40
5 officers per platoon	20		
Court Security (Generally Rated)	6	Full-Time Civilian Staff (5 clerical, 2 custodial)	7
Canine Officer	1	Part-Time Civilian Staff (10 guards, 6 data entry)	16
Community Services/Crime Stoppers	1	Detective Constables - Criminal Investigations Unit	8
CIB Sergeant	1	Constable - Abuse Issues Co-ordinator	1
Criminal Investigations Branch	5	Constable - Crime Stoppers/Youth Issues/Firearms	1
CECC Institution Unit (Provincially Funded)	3	Constable - Court Case Manager	1
Identification	1	Constable – Emergency Response Team	4
Communications	8	Constable - Drug Enforcement (seconded to JFO)	1
Records	3		
Court Clerks/Victim Assistance	2		
Part-Time Communicators	5		
TOTAL	66	TOTAL	87
		Auxiliary Unit (shared with Haliburton)	20

4.0 FINANCIAL INFORMATION

The adopted budget for the provision of police services to the municipality for 2011 is \$11.8 million based on a total household count of 38,270, approximately 7% of the municipality’s budget. Overall, policing costs to the municipality have increased by 32.8% since 2005, an average of 5.5% annually.

Table 4-1 illustrates the cost per household for policing services in 2005, 2010 and 2011.

Table 4-1 Policing Cost Per Household 2005 - 2011

Note: The Household Count used for MPAC purposes is based upon Farm Residential Unit, Residential Unit, Residential Dwelling Unit codes used by the City’s Revenue and Taxation department.

	Household Count	Tax Levy	Cost Per Household	\$ Difference 2005-2010	% Difference 2005-2010	\$ Difference 2005-2011	% Difference 2005-2011
Lindsay							
2005	8,208	\$3,382,106.00	\$412.05				
2010	8,853	\$5,137,756.00	\$580.34	\$1,755,650.00	51.90%	\$2,188,553.00	39.30%
2011	8,974	\$5,570,659.00	\$620.76				
Ops							
2005	1,784	\$539,734.00	\$302.54				
2010	1,925	\$819,910.00	\$425.93	\$280,176.00	51.90%	\$349,261.00	39.30%
2011	1,941	\$888,995.00	\$458.01				
OPP							
2005	26,141	\$4,011,395.00	\$153.45				
2010	27,281	\$4,795,147.00	\$175.77	\$783,752.00	19.50%	\$1,341,977.00	25.10%
2011	27,355	\$5,353,372.00	\$195.70				

Summarizing the MPAC reporting data supplied by the City’s Revenue and Taxation department for the years 2005 to 2010, Table 4-1 identifies:

For the City of Kawartha Lakes Police Service:

- the tax levy in 2005 as \$3.9 million for a reported total household count of 9,992;
- the cost per household (8,208) in Lindsay as \$412.05 in 2005 and \$580.34 in 2010 with a household count of 8,853;
- the cost per household (1,784) for Ops as \$302.54 in 2005 and \$425.93 in 2010 with a household count of 1,925.

For the CKL Detachment of the OPP:

- the tax levy in 2005 as \$4 million for a reported household count of 26,141;
- the cost per household as \$153.45 in 2005 and \$175.77 in 2010 with a household count of 27,281;

Table 4-2 illustrates the police cost per household in graphic format.

Table 4-2 Policing Cost per Household 2005, 2010 and 2011

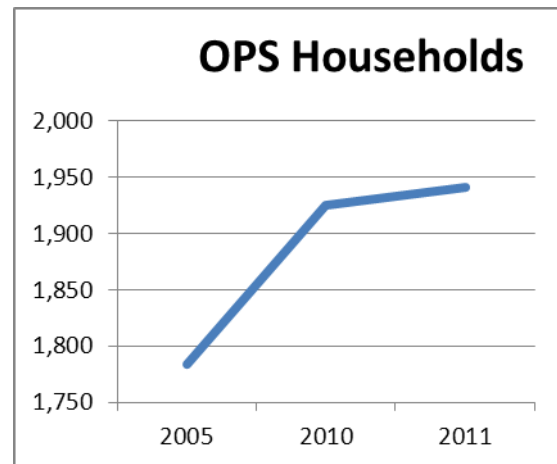
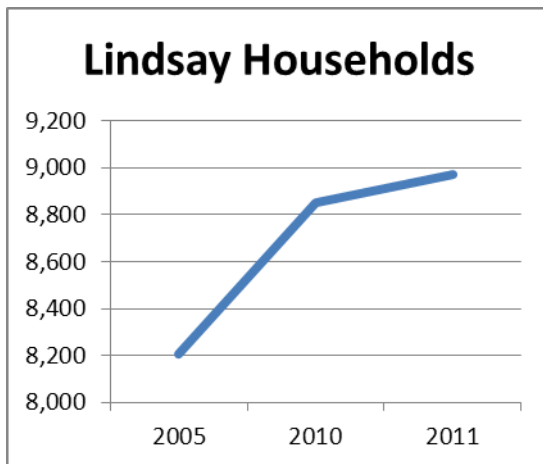
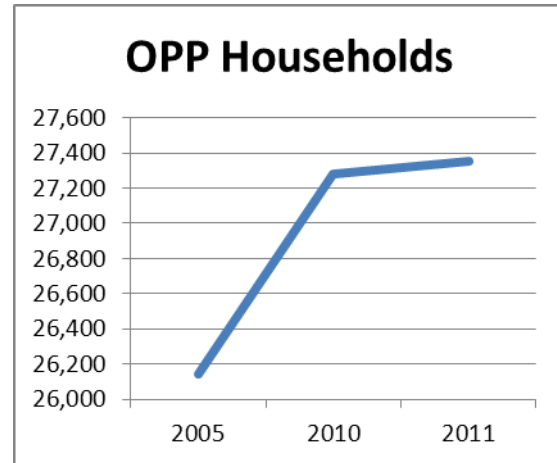
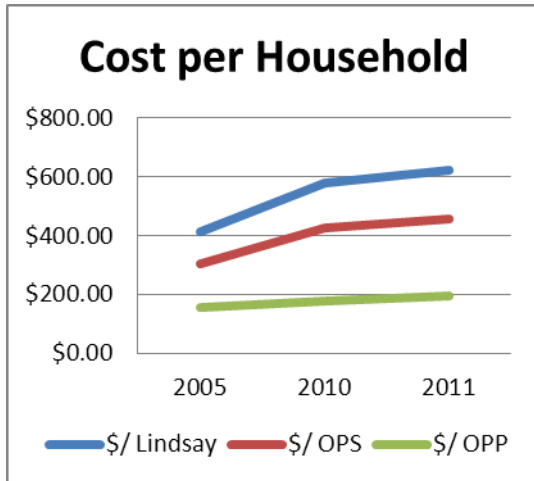
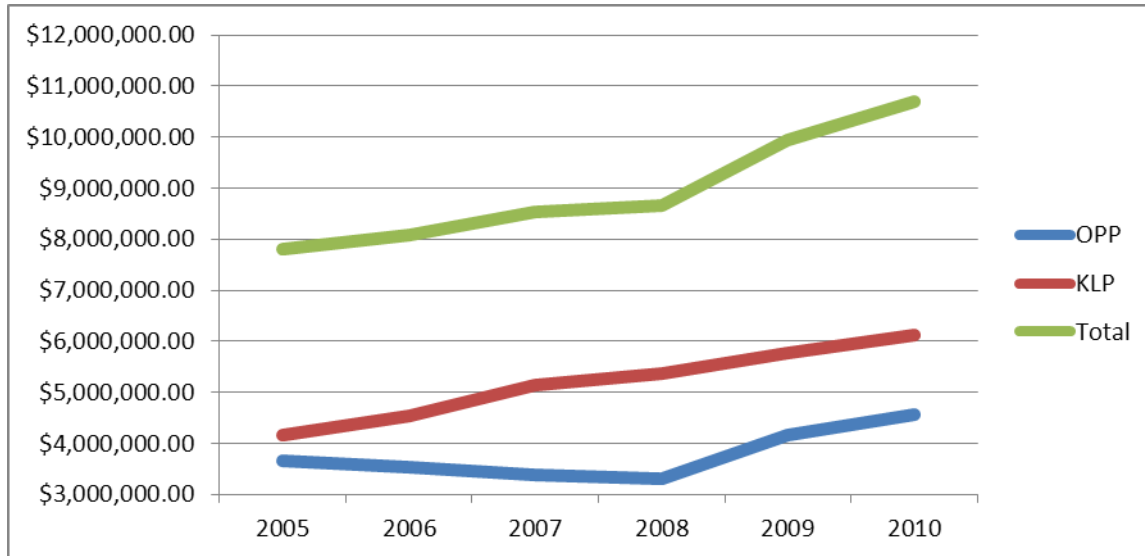


Table 4-3 outlines the actual costs of policing for the years 2005 through 2010.

Table 4-3 Actual Policing Costs 2005-2010



In reviewing the costs of police service to the municipality, the Task Force considered the following impacts.

4.1 Area Rating/General Rating

In some circumstances, areas within the municipality receive different levels of service. General Rating is a tax levy that is distributed to all properties within the City of Kawartha Lakes. Area Rating allows the City to distribute costs through property taxes based upon the level of service or type of service received in a designated area.

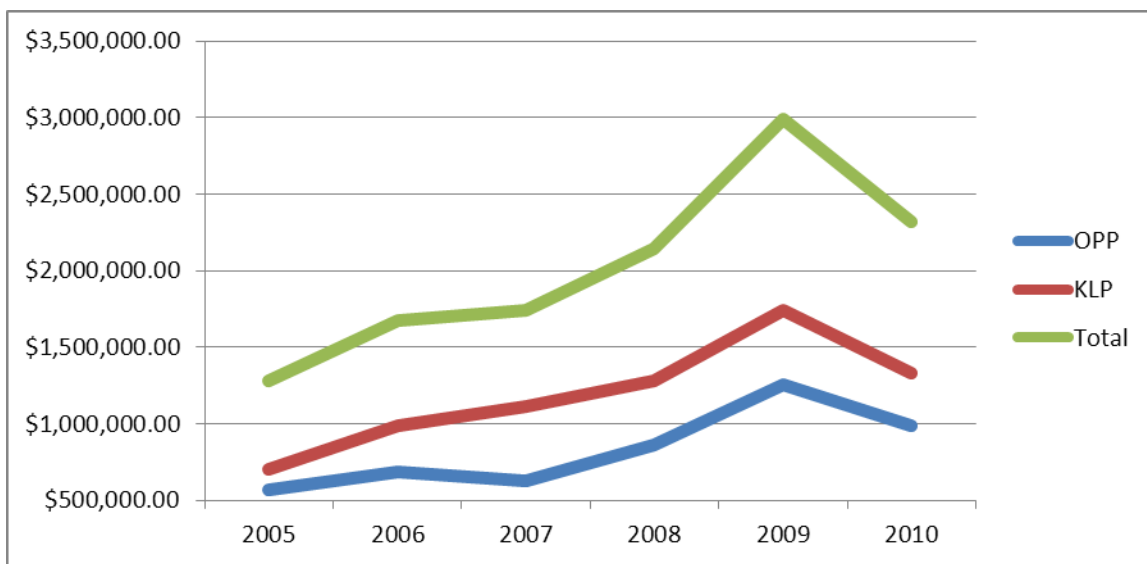
For example, all property owners in the City of Kawartha Lakes, regardless of police service jurisdiction, pay a General Rate to cover the cost of the KLPS dispatch services and court security. Property owners within the CKL Police Service jurisdiction pay an Area Rate specific to capital and operating costs related to the provision of policing services within the former geographic boundaries of the Town of Lindsay and the Township of Ops. Property owners within the CKL Detachment of the OPP jurisdiction pay an Area Rate specific to operating and capital costs related to the provision of policing services within the detachment’s geographic boundary.

4.2 Provincial Funding

Since 2005, the Ontario Municipal Partnership Fund (OMPF) has recognised the high cost per household of policing in sparsely populated municipalities. The maximum grant of \$0.50 for every dollar spent in

excess of the threshold of \$150.00 per household is awarded to municipalities with a rural and small community measure of 75% or more. The City of Kawartha Lakes has a rural and small community measure of 74% and is therefore eligible to receive OMPF funds equal to approximately \$0.49 for every dollar spent on policing above the threshold of \$150.00 per household. In 2011, the City was awarded \$3,204,300.00 as a police services grant. Total funding received since 2005 under this formula is \$18,552, 490.00. Table 4-4 illustrates the policing component of the OMPF Funding Trends since 2005. Refer to Appendix V for information on OMPF funding since 2005.

Table 4-4 OMPF Partnership Fund 2005-2010 – Policing Component



NOTE: The spike in 2009 resulted from a significant increase in expenses over 2008. OPP expenses increased from \$4,037,353 in 2008 to \$4,905,887 in 2009. Kawartha Lakes Police expenses increased from \$6,372,490 in 2008 to \$7,267,431 in 2009.

4.3 Reserves

Reserve accounts, established in 2003 by the City for each police service, are used to provide Council with a mechanism to control surplus amounts identified upon reconciliation of annual budgeted amounts versus actuals.

Since 2005, the municipality has used funds from the OPP rate stabilization reserve to pay for augmented policing services due, primarily, to a lack of resources within the detachment for this type of enhanced service. The total dollar value of the reserve funds accessed from 2005 through 2010 is \$2,902,219.99.

4.4 New Funding (Opportunities)

The Task Force was unable to identify new funding opportunities at the present time.

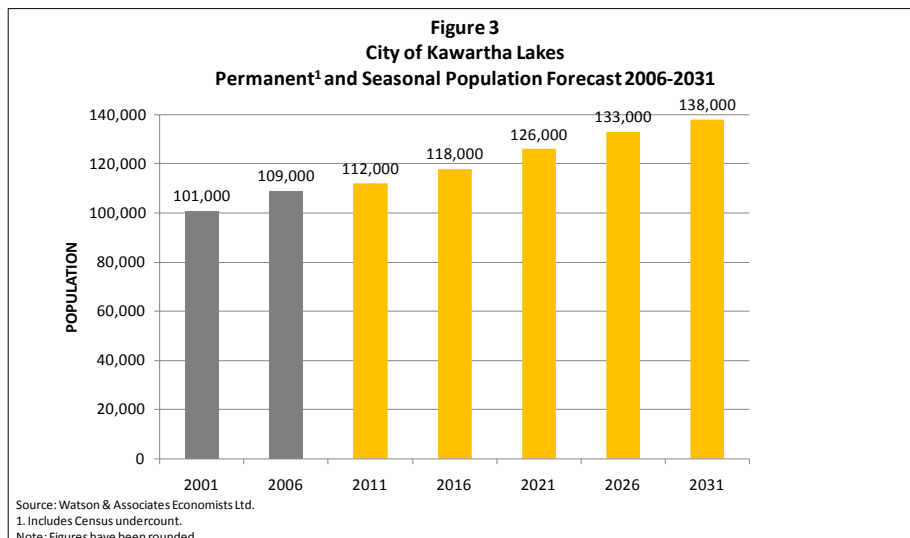
4.5 Future City Budget Impacts

The Task Force reviewed a variety of elements expected to impact future City budgets.

4.5.1 FUTURE GROWTH

In relation to future growth projections for the municipality, the Task Force resourced the data used in the City’s Provincial Growth Plan conformity exercise as part of the *Places to Grow Act*. The data, provided by Watson & Associates Economists Ltd., forecasts a moderate population increase of 1.2% to 2031, wherein the permanent population is anticipated to increase from 78,000 in 2006 to 100,000 by 2031 and the seasonal population from 31,000 to 37,000.⁹ Table 4.5 illustrates the permanent and seasonal population growth forecast for the period 2006-2031.

Table 4-5 Permanent and Seasonal Population Forecast 2006-2031



Understanding that over the 25-year period highlighted in the Watson report, the municipality anticipates a population increase of approximately 28,000, the City’s police service budget will no doubt reflect increases in line with estimated growth factors.

⁹ Watson & Associates Economists Ltd., “Appendix A: City of Kawartha Lakes Summary of Population, Housing & Employment Growth 2006-2031”, December 2009.

4.5.2 COURT SECURITY UPLOAD 2012

The Task Force recognizes that the Province will remove court security and prisoner transportation costs from municipal budgets by 2018, phasing in the upload of these costs starting in 2012. While it is acknowledged that these costs are generally rated to the municipality and not specifically a benefit to either police service, it is currently a \$466,470 cost to the municipality. Table 4-6 identifies court security costs to the municipality for the years 2005, 2010 and 2011.

Table 4-6 KLPS Court Security Costs: 2005, 2010 and 2011

2005	2010	2011
\$356,504	\$442,581	\$466,470

4.5.3 PROVINCIAL WAGE DECISIONS

Recently, Toronto Police Services negotiated a wage settlement in the range of 11.5% over four years. There is also a scheduled increase in 2014 of a potential 8.5% for the Ontario Provincial Police, which would position the Ontario Provincial Police as the highest paid police officers in the Province.

While the Task Force has not been able to confirm the reported figures, a recent (April 2011) OPP presentation to the Cavan Monaghan council regarding OPP contracting confirmed there would be salary and wage impacts over the next four years. The following information is excerpted from the presentation.¹⁰

Cost Escalation Factors –Salaries & Wages Impact

Excluding staffing enhancements, increases in policing costs are primarily driven by negotiated wage settlements, which the OPP has no control over.

Higher salaries directly impact the cost of providing policing services to municipalities and they also impact the formula

The formula contains specific support staff: Comm Operators, prisoner guards, contract policing staff, etc.

Approximate per constable cost increase from 2002 to 2011 is 48.7% (5.01% annualized increase). Approximately 73.1% of the increase in total costs is the result of salary increases to detachment/contract officers.

If the impact of the higher salaries on the Formula is taken into account the percentage of total costs attributable to salaries increase to over 80%.

Salaries and Cost Recovery Formula Impact on Policing Costs

The Formula is a relatively small percentage of total policing costs.

Over the past 9 years salaries and benefits have risen by approximately \$34,000, while the Cost Recovery Formula has increased by \$12,657.

¹⁰ OPP Presentation, 2011

Revised 2011 Salary Rates

The 2009-11 Uniform and Civilian Collective Agreements contained a clause permitting the O.P.P.A. to re-negotiate the 2011 salary rates.

The salaries were successfully re-negotiated and the revised 2011 salaries for members included a 3.075% increase in addition to the previously negotiated increase of 2%.

Overall the revised salaries rates are anticipated to increase the issued 2011 municipal estimates by a further 2.4%, bringing the average year over year municipal cost estimate increase to 3.6%.

2012 to 2014 Salary Rate Increases

The new Collective Agreements include wage freezes for 2012 and 2013, 0% increases.

The 2014 OPP salary rate increase will be dictated by the increases to the first class constable rates in all Ontario municipal police services. The 2014 OPP first class constable rate will be set on par with the highest negotiate rate in existence at that time.

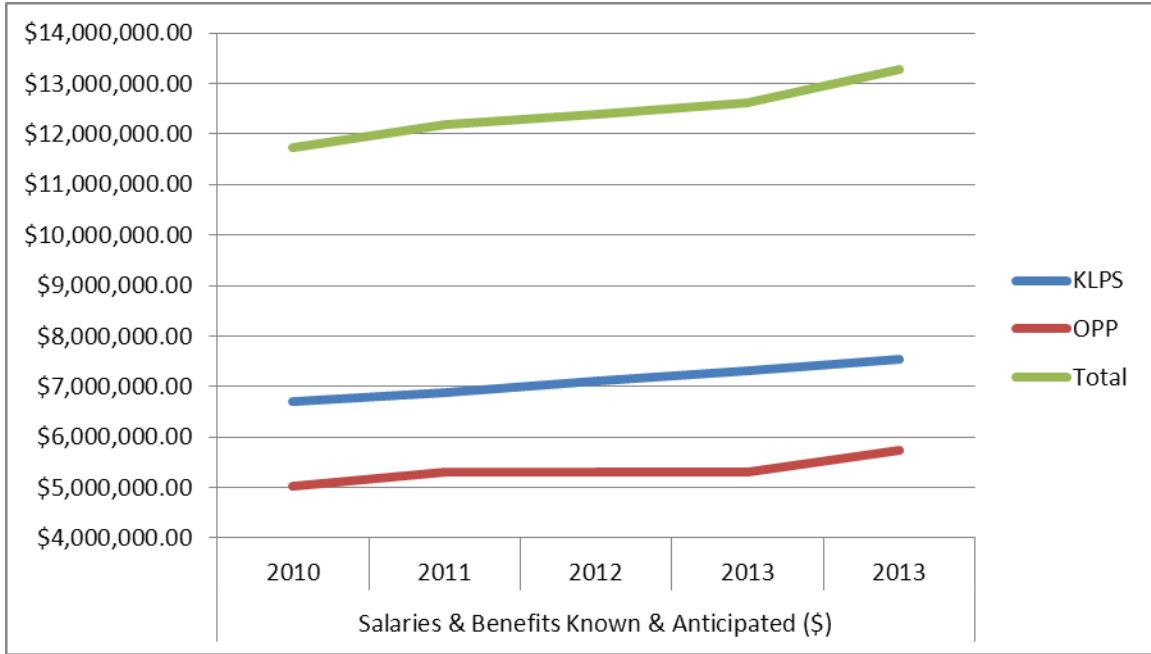
These changes to negotiated settlements, if realized, will impact the future wage earnings of the OPP and the KLPS. Since a large percentage of policing budgets is salary and benefits, the cost of policing will reflect any increase and provide a further challenge for sustainability for this service across the municipality. Refer to Appendix VI for the Province’s statement relating to the “Cost of Policing Services - 2010 Actuals.”

Tables 4-7 and 4-8 illustrate the potential impact on the municipality of the projected increases and is based on the 2010 budget actuals; it does not include post-2010 contracted increases. Refer to Appendix VII for current budget information for both police services.

Table 4-7 Potential Wage Increases

SALARIES & BENEFITS KNOWN AND ANTICIPATED (\$)					
	2010	2011	2012	2013	2014
KLPS	\$6,691,197.57	\$6,891,933.50	\$7,098,691.50	\$7,311,652.25	\$7,531,001.81
OPP	\$5,039,488.00	\$5,295,242.02	\$5,295,242.02	\$5,295,242.02	\$5,745,337.59
TOTAL	\$11,730,685.57	\$12,187,175.51	\$12,393,933.52	\$12,606,894.27	\$13,276,339.41

Table 4-8 Potential Wage Increases



Notes:

2010 are known numbers

2011 OPP negotiated 5.075% / KLPS still in negotiations (3% estimated)

2012 OPP negotiated 0% / KLPS still in negotiations (3% estimated)

2013 OPP negotiated 0% / KLPS still in negotiations (3% estimated)

2014 OPP negotiated a catch up to highest paid estimated 8.5% / KLPS unknown (3% estimated)

5.0 POLICE SERVICE EFFECTIVENESS AND EFFICIENCY

In a time when budget constraints and the question of value for money are predominant, members of the Task Force reviewed efficiencies and the effectiveness of the existing service delivery program.

5.1 Agreement Services

In February of 2002, a “Framework Agreement for Services” was signed by the City of Kawartha Lakes Police Service and the CKL Detachment of the OPP. Table 5-1 identifies mutual aid services that are managed subject to availability and call priority. A full copy of the Agreement, which came into effect on January 1, 2001, is provided in Appendix VIII. The Task Force recognizes that the agreement does not necessarily reflect current shared services.

Table 5-1 Framework Agreement “Schedule D”

SERVICE	DESCRIPTION
Canine	Both police services maintain canine services for tracking lost or missing persons and detection of illegal drugs and will provide assistance to each other (“on leash only”).
Surveillance	Both services will share physical surveillance resources.
Training	Lindsay Police Service has a qualified CPR/First Aid instructor available for use by the OPP. Discussion will take place as soon as practicable to explore other areas of potential joint training.
Breath Analysis	Jurisprudence dictates that breath tests be administered as soon as practicable. The closest available breath analysis facility, regardless of police service affiliation, will be utilized.
Marine	Both services agree to take part in joint marine initiatives where feasible.
Scenes of Crime Analysis	SOCO will be available as a shared resource, upon request.
Community Based Crime Prevention Initiatives	Services will participate in joint initiatives, such as RIDE, Crime Stoppers, community displays, etc.
Criminal Investigation	Services agree to share criminal investigation expertise where possible, either by way of direct investigation or consultation.
Command Vehicle	The Lindsay Police Service command vehicle will be available for use by the OPP.
Video Interview	Video interview facilities located at the Lindsay Police Service will be available for use by the OPP.
Prisoner Van	When available, the Lindsay Police Service prisoner van will be accessible to the OPP.

In addition, the City of Kawartha Lakes Police Service and the OPP CKL Detachment currently partner services related to Waterways and Trail patrols, RIDE programs, Safe Communities and the Crime Stoppers program. The services have also combined efforts to improve efficiencies related to Court Services.

5.2 One-Off Programs

The Task Force undertook a preliminary investigation to identify available one-off programs that would prove advantageous for the municipality to take part in as a means to mitigate costs and/or provide opportunities for funding sustainability. No programs were identified at this time.

5.3 Potential Savings

The Task Force conducted a preliminary investigation to identify available potential savings that would be advantageous for the municipality to participate in as a means to mitigate costs and/or provide opportunities for funding sustainability. Nothing was identified at this time.

5.4 Shared Services

Other than the Criminal Intelligence Service Ontario (CISO) program that both services participate in and/or receive funding for projects when applicable, nothing was identified at this time.

5.5 Current Agreements

The City of Kawartha Lakes Police Service maintains the following agreements:

Central East Correctional Center (CECC) A cost recovery agreement with the Province - fully funds three (3) officers.

Provincial Government - Community Police Partnership Fund

Receive a maximum of \$60,000/year in annualized funding - \$30,000/Officer - two (2) officers partially funded.

Provincial Government - Safer Communities 1,000 Officer Partnership Program

Receive a maximum of \$70,000/year in annualized funding - \$35,000/Officer - two (2) officers partially funded.

Federal Government - Police Officers Recruitment Fund

Receive a maximum of \$70,000/year in annualized funding for one (1) officer.

As specific program funding becomes available, opportunities will be investigated. It should be noted, however, that under Section 5.1 (non-contract policing) of the *Police Services Act*, the OPP has no access to government policing grant funding. This would not be the case if OPP policing were contracted under Section 10 of the *Police Services Act*.

6.0 RECOMMENDATIONS

This section of the report provides Council with recommendations and options to consider with regard to the delivery of policing services in the City of Kawartha Lakes. The information is intended to facilitate Council's moving forward with its efforts to maintain the sustainability of the delivery of police service in the municipality.

It is important to note that while OPP Detachment Commander/Inspector Rob Shaw and Kawartha Lakes Police Chief John Hagarty served as technical advisors and resource persons to the Task Force, neither endorsed the material presented in Section 6.0 and Section 7.0 nor voted on its inclusion as part of the report.

The Task Force recognizes the current hybrid structure for the delivery of police services in the municipality as the preferred option in the City of Kawartha Lakes at the present time. Should the current service delivery model not be the desired model for the delivery of policing services, Council needs to undertake an exercise that will result in a clearly defined level of service for the municipality. It is recommended that a public consultation segment be included as part of this process.

While it was not the mandate of the Task Force to make a recommendation on a particular structure for police service delivery, the Task Force was authorized to bring forward any and all recommendations that would serve to strengthen the provision of police services in the municipality and to provide an action plan to sustain affordability.

To that end, the Task Force recommends that Council:

- submit a letter of support for the Ontario Association of Police Services Boards' (OAPSB) three resolutions to effect change to Provincial legislation with respect to funding assistance for police services boards, court security and outstanding provincial offences fines. (Refer to Section 7.1.);
- submit a letter of support for the Canadian Association of Police Services Boards' (CAPB) recommendations that the Federal Government consult with the police community and partners on cost-neutral measures to assist the police in either reducing costs or increasing efficiency. CAPB also requests the Federal Government to introduce a 'viability' or 'means' test on introduction of legislation that has the potential to impact municipal budgets or municipal police services, i.e., *Truth in Sentencing Act*. (Refer to Section 7.2.);
- undertake a full financial review and investigate full cost accounting for the Kawartha Lakes Police Service, understanding that currently there are soft services expenses (Human Resources, Finance, building, et cetera) absorbed in the municipality's budget that can be attributed to the KLPS;

- request the Kawartha Lakes Police Service and the Kawartha Lakes Detachment of the OPP to immediately review and update the current Framework Agreement;
- request the Police Services Board of the KLPS immediately review the current agreement with the Province with respect to the Correctional Facility for improvements and potential financial impacts and recoveries;
- undertake an enhanced investigation of the use of auxiliary and/or peace officers to supplement policing services within jurisdictional boundaries;
- consider restricting the use of the Kawartha Lakes Police Service’s contingency reserve to ensure improved identification for Council information with respect to operating and capital surpluses through a committed 10-year project plan. A ten-year plan would facilitate sustainable budgeting through levelling out budget fluctuations and rate increases; and
- request the Province review the current funding formula with a view to sustainability.

6.1 Service Options & Impacts

- **Continue with current form of police service delivery** with the full understanding that costs for this hybrid type of service essentially means the municipality will continue to pay for duplicate services in some areas, i.e., administrative. The primary impact on the current form of hybrid service delivery will be that of collective agreements and salary increases. The City may choose to further investigate cost-saving opportunities of joint service delivery and/or, with respect to restructuring the jurisdictional boundaries.
- **Consider restructuring the current form of service delivery** by incrementally expanding or reducing the geographic policing jurisdiction of the CKL Police Service and maintaining Ontario Provincial Police services under Section 5.1 of the *Police Services Act* for those areas outside the jurisdictional boundaries.
- **Consider developing a municipal police force that would service the entire municipality** by creating a municipal police force that would deliver policing services to the entire municipality. A complete cost estimate would be required and would need to consider, among other factors, satellite offices, increased number of officers, equipment, et cetera.
- **Consider amalgamating existing municipal service with another** to create a joint service that would service the entire municipality. Creating an amalgamated municipal police force would deliver policing services to the entire municipality. A complete cost estimate would be required and would need to consider, among other factors, satellite offices, increased number of officers, equipment, et cetera.

- **Consider policing services by the Ontario Provincial Police under Section 5.1** of the *Police Services Act* for the entire municipality. It is the understanding of the Task Force that the Province/OPP is not currently entertaining Section 5.1 policing for a municipality that may want to disband its municipal police service. In the event it were possible, consideration of disbandment costs of the municipal police service, replacing the 911 Call Centre and Fire Dispatch, as well as long-term financial and service delivery impacts must be factored into the cost evaluation summary, and the process would best be managed by a professional, experienced evaluator. Appendix IX identifies the OCPC protocol under Section 40: Abolition Requests. The OPP currently provides policing to 174 municipalities under a non-contract policing arrangement.¹¹

- **Consider contract policing with the Ontario Provincial Police under Section 10** of the *Police Services Act* for the entire municipality or Lindsay/OPS. The OPP currently provides policing to 148 municipalities through 117 contracts.¹² Appendix X provides information on the process for OPP Contract Services.

¹¹ OPP Presentation, 2011.

¹² Ibid.

7.0 ADDITIONAL INFORMATION

Information for this report was collected from a variety of sources and is presented in this section of the report for Council's consideration.

7.1 OAPSB Recommendations for Provincial Government Changes to Legislation

The Ontario Association of Police Services Boards (OAPSB) prepared three resolutions to effect change to Provincial legislation with respect to funding assistance for police services boards, court security and outstanding provincial offences fines. A brief synopsis of the OAPSB recommendations follows.

7.1.1 Funding Assistance For Police Services Boards

The OAPSB believe that the Ontario government can and should undertake budgetary decisions as well as legislative reform that involve no additional funding from the Ontario government but would assist local police services in limiting police costs and increase the effective and efficient delivery of local police services.

The OAPSB also calls upon the Ontario government to undertake the following actions to assist police services boards, and their funding municipalities to control police budget costs and to increase the efficient and effective delivery of police services by:

- 1) Maintaining existing financial commitments to facilitate long-term planning and avoid a sudden impact on local police service budgets;
- 2) Partnering with the OAPSB and other groups to identify and 'fast track' legislation that would assist local police services boards to control costs and/or increase efficiency;
- 3) Introducing a 'viability' or 'means' test for any new provincial legislation or regulation to avoid unforeseen additional 'download' cost to local police services boards, the 'viability' test to be based on the principle of 'if there are additional costs – who pays and how'; and
- 4) Avoiding any provincial actions or budget decisions that will have the impact of increasing local police service costs.

7.1.2 Court Security

The OAPSB acknowledges that while In Ontario, court security and prisoner transport is a former provincial responsibility downloaded to municipalities in the 1990s, court security and prisoner

transport remains a provincial responsibility in other jurisdictions in Canada and calls upon the provincial government to assume full responsibility for court security and prisoner transport, or failing that, to at least provide for full cost recovery of these services where provided by local municipal police services.

7.1.3 Outstanding Provincial Offences Fines

The OAPSB acknowledges that the administration of the *Provincial Offences Act*, including fine collection, is the responsibility of upper and/or single tier municipalities in Ontario and notes that delays in payment of those fines is influenced by such factors as the offender's ability to pay, the level of the fine and whether or not the offender is a resident of Ontario.

As of 30 June, 2009, the outstanding uncollected fines for all municipalities in Ontario totalled more than one billion dollars (\$1,048,607,020.80). The OAPSB identified significant gaps in the POA fine collection approach and specified the consequences of these gaps to include:

- Undermining of the traffic-enforcement approach to highway safety;
- A breakdown in the premise of driver accountability;
- Ineffectiveness of the existing fine collection tools; and
- Significant loss of fine revenue for municipalities.

The OAPSB has called upon the Attorney General of Ontario to take such measures as may be necessary to improve the enforcement of the *Provincial Offences Act* and to preserve the credibility of the decisions taken pursuant to the administration of the Act.

7.2 CAPB Recommendations for Federal Government Changes to Legislation

The Canadian Association of Police Services Boards (CAPB) has recommended the Federal Government consult with the police community and partners on a priority basis on cost-neutral measures to assist the police in either reducing costs or increasing efficiency. The CAPB also requests the Federal government to introduce a 'viability' or 'means' test on introduction of legislation that has the potential to impact municipal budgets or municipal police services, i.e., *Truth in Sentencing Act*.

CAPB is also recommending that the Federal government convene a meeting of concerned parties to explore options to provide a comprehensive framework for the delivery of police services that properly align resources with responsibilities.

7.3 Federation of Canadian Municipalities

Prior to the Federal Election in April 2011, the Federation of Canadian Municipalities (FCM) prepared a document entitled “Federal Election Platform 2011.” A review of the April 6, 2011 document highlighted the following for consideration in regard to Policing and Community Safety.

- During the past 30 years, a growing share of Canada’s policing duties have been shifted onto municipalities, either through direct downloading or the inability of the RCMP to fulfill all its responsibilities.
- Municipalities pay more than 60% of total policing costs. Every year, they perform between \$500 and \$600 million worth of downloaded federal policing duties in areas such as border security, international drug trafficking, and cyber-crime.

FCM noted that without a new approach, these costs will push property taxpayers to the breaking point and crowd out other core services.

FCM recommended that in partnership with provinces, territories and municipalities, all federal parties

- commit to an action plan that makes the most of every dollar governments invest fighting crime;
- replace the soon-to-expire Police Officer Recruitment Fund and set dedicated funding levels for front-line policing in the long-term fiscal framework;
- support front-line programs that attack the causes of crime and stop troubled youths from becoming career criminals;
- guarantee that new RCMP contracts will not download additional costs on to municipal property taxpayers; and
- sit down with provinces, territories and municipalities to reform the national policing system, reverse downloading on municipal forces, and establish a more rational distribution of responsibilities and resources.

8.0 SUPPLEMENTARY REFERENCE DOCUMENTS

2010 Annual Report – City of Kawartha Lakes Police Service

<http://www.kawarthalakespolice.com/anrep10.pdf>

2010 Annual Report – Ontario Provincial Police

<http://www.opp.ca/ecms/files/250258838.6.pdf>

Police Services Act

http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_90p15_e.htm

Federal Bureau of Investigation. 1999. Crime in the United States, 1999. “Uniform Crime Reports.” Washington, D.C. U.S. Department of Justice

http://findarticles.com/p/articles/mi_m2194/is_7_68/ai_55343320/?tag=content;col1

Federation of Canadian Municipalities, “Strong Cities, Strong Communities, Strong Canada”, 2011 Federal Election Platform, April 6, 2011

http://www.fcm.ca/cmfiles/FCM_Elec_Plat_2011_en_p8.pdf

Statistics Canada, “Police Resources in Canada”, December, 2010, Catalogue No. 85-225-X

http://publications.gc.ca/collection_2010/statcan/85-225-X/85-225-x2010000-eng.pdf

Watson & Associates Economists Ltd., “City of Kawartha Lakes Summary of Population, Housing & Employment Growth 2006-2031”, December 2009.