

MINUTES

OTTAWA-CARLETON POLICE SERVICES BOARD

TOWNSHIP OF WEST CARLETON
COUNCIL CHAMBERS

14 SEPTEMBER 1998

7:00 P.M.

PRESENT

Chair: Mr. P. Vice
Vice Chair: Councillor H. Kreling
Members: Mr. G. Baskerville, Ms. A. Boudreau, Ms. E. Buckingham,
Councillor J. Legendre

REGRETS

Regional Chair B. Chiarelli

1. STAFF PRESENTATION ON
TRANSITION INTO TOWNSHIP OF WEST CARLETON

Mayor D. Eastman welcomed members of the Police Services Board to West Carleton. He noted the large group of residents gathered and stated it is indicative of the amount of concern about policing.

At the request of Chair Vice, members of the Ottawa-Carleton Regional Police Service and the OPP introduced themselves.

Superintendent Moyle began the presentation, as the person in charge of the West Division. He has 33 years experience in policing and has been in charge of the division for the past three years. He enjoys working with people and his goal is to provide citizens with the service they want.

He explained the purpose of the evening was to outline the transition, review community concerns, describe the services and operations that will be available, and answer questions. He reviewed the unification dates for OPP areas and stated the Service has learned from the previous transitions, including the recent transition into Rideau and Osgoode.

He outlined the Board's commitments: to assign 19 officers to the Township of West Carleton, to maintain the detachment location in Kinburn, to keep the Constance Bay community policing office (CPO) open, and to evaluate the detachment at the end of its lease. He indicated that to date 6 OPP officers and the sole civilian staff member have expressed a desire to transfer to the Ottawa-Carleton Regional Police Service (OCRPS) in July, the remainder of the complement will be made up of Ottawa-Carleton officers who live in the area or who express an interest in working in the township. In terms of facilities, Superintendent Moyle re-iterated the Kinburn detachment will remain as the base of operations with a possible expansion, and the Constance and Buckham's Bay CPO will remain in operation with volunteer support.

He then provided an overview of on-going activities. A District Inspector will be identified in the fall, and equipment and facilities planning is on-going. Media liaison and communications activities, a link with volunteers and the school resources and community liaison officers, orientation and training, and joint OPP-OCF operations will be initiated in the spring in advance of the official changeover in July. Superintendent Moyle recalled the completed transitions in Cumberland, Osgoode and Rideau have gone smoothly and feedback has been positive.

R. Mar provided an overview of the public survey results based on feedback from 109 of 350 randomly selected households in West Carleton, and compared the results to a similar survey conducted in 1995 using a similar benchmark. He indicated 38% of respondents perceived an increase in crime, compared to 3/4's of respondents in 1995. The top policing concerns included break and enters, vandalism, theft from vehicles, and speeding cars. Based on survey results the police are viewed as doing a good job of being approachable and enforcing the law and as doing an average job of preventing crime, keeping order, solving problems and providing information. He noted 50% of respondents want increased police visibility and presence and over 2/3's of respondents don't know their officers.

Supt. Moyle provided an overview of the operational setup. He indicated a District Inspector would be available on a 24 hour per day basis in addition to patrol and emergency response officers. He also listed the various specialized supports that would be available as required. He noted the OCRPS has access to the RCMP forensic labs and has experience dealing with youth issues. He expressed pride in this opportunity to serve West Carleton and indicated the Service will try to provide as good a service as the OPP.

Chair Vice noted Regional Councillor Betty Hill's presence and thanked her for attending the meeting.

Before proceeding to the community delegations, Councillor Legendre asked Mayor Eastman to introduce the other members of West Carleton Council who were present. Mayor Eastman explained several of the councillors were attending other township meetings but noted the presence of Councillor Bert Reitsma and Councillor Orville Kemp.

2. COMMUNITY DELEGATIONS

Mrs. Edith Durrett recalled reports of the cost of replacing OPP as being in excess of \$1M. She asked the Board to justify this expense in light of the uncertainty surrounding governance. She also wondered why the Board ignored the wishes of residents and moved ahead with its transition plan. Thirdly, she wondered how the Ottawa-Carleton service would be better than the OPP service in light of recently reported management problems.

Chair Vice believed that whether the service is contracted to the OPP or provided directly by the Regional Police, the cost is approximately the same. He added that over time, the board hopes to reduce that cost by providing the service locally.

Member Baskerville noted all residents are now paying for policing services through their taxes in accordance with provincial legislation passed in 1994 (Bill 143). However, because of recent legislation, all municipalities now have to pay their share of OPP overhead costs, both for local detachments and for the headquarters in Orillia. Since regional taxpayers are already paying overhead costs for the Regional Police, the Board and Regional Council felt it would not be beneficial for taxpayers to pay twice. He also noted the Regional Police can provide quicker response for specialized services. With regard to the governance issue, Member Baskerville noted possibilities have been discussed but no decision has been made. Under Bill 143, the Ottawa-Carleton Regional Police Services Board became responsible for all policing in the Region of Ottawa-Carleton.

Councillor Legendre interpreted the question as referring to the cost of transition rather than operating costs. Mr. Kanellakos explained that operating costs would be reduced region wide thereby offsetting the capital costs for the transition and resulting in no net increase.

With regard to levels of service, Chair Vice re-iterated the Regional Police and the Board hope to serve residents as well as the OPP has. He recognized the quality service provided by the OPP, adding the OCRPS hopes to surpass that through local access to specialized services.

Mr. Bob Stebbing noted the OPP currently operate marine, ATV and snowmobile patrols and wondered if the OCRPS would guarantee the continuation of those services and where a boat would be stationed. Superintendent Moyle confirmed those services will be maintained. Superintendent Hill added the Service will be purchasing a boat and will use the same facility as the OPP, if appropriate.

Mr. Peter Konduruss believed the Township of West Carleton has been somewhat under-policed. He felt response time left a bit to be desired. He thought the OCRPS needs to do more than match the OPP service. He wondered what would prevent the service in West Carleton from becoming a lower priority than other districts in the Region; he believed this happens a lot with Regional services. Mr. Konduruss indicated he has had problems with thefts and vandalism and maintained the OCRPS would have to provide an increased level of service in order for him to support the plan.

Chief Ford stressed the OCRPS will try to do as good a job as the OPP. He noted that what the Region is doing, with regard to Bill 143, is no different from what's happening in other jurisdictions across the province. He assured residents that West Carleton will not be forgotten or left-out. He recalled the previous transitions, noting the high level of public satisfaction, and asked that residents of West Carleton give the OCRPS a chance.

Vice Chair Kreling noted that before the transition into the Township of Cumberland, the OPP complement was 33 though actual staffing levels were somewhat less. The OCRPS has been able to maintain the 33 officer complement since the transition. He added comments from residents have been very positive. People feel the police now have a higher visibility and increased presence in the township. He also noted there have been declines in youth crimes and vandalism. In closing, he stated this too was a community that was very fond of the OPP service.

With respect to concerns about decreased levels of service in the future, Councillor Legendre stated the Board is the public's mechanism to ensure that doesn't happen. He asked the speaker to hold his skepticism and to charge the Board if he sees service decreasing.

In response to a question regarding the Board's composition, Chair Vice explained the Board is composed of three provincially appointed public representatives, three members of Regional Council and one public representative appointed by Regional Council.

Ms. Rita Racicot recalled some mention of an expansion of community policing offices to include one in Carp and wondered if funds are available to accommodate that plan. Mr. Kanellakos cautioned the Service always has to consider leasing costs. Chair Vice indicated the Board's policy is to look at new community policing offices at budget time. Member Baskerville added consideration also has to be given to the availability and willingness of volunteers.

With regard to levels of service, Member Boudreau noted that because of a shift schedule that provides an overlap during peak hours, the OCRPS actually provides a little excess service when it is most needed. Superintendent Moyle confirmed the shift structure creates an overlap from 9:00 p.m. to 2:00 a.m. when calls for service tend to be at their highest.

Mr. Frank Gramman wondered what the cost savings have been since the implementation of the Regional Police Service. Mr. Kanellakos explained that because of all the factors that come into play, it is very difficult to assess costs and savings. The Regional Police Service's budget has been impacted by such things as the budgets inherited by the three former police services, transfer funding provided by the province, collective agreements and losses in provincial grants. He stressed staff are working very hard to eliminate increases.

In response to a further question from Mr. Gramman, Mr. Kanellakos indicated the total for OPP costs has been approximately \$10.2M annually and the Region has billed in the area of \$11M. He explained that at the time that Bill 143 was implemented, Regional Council made the decision to phase-in the policing mill-rate to equalize costs among all regional tax payers.

West Carleton is being billed \$1.4M but the Region has only collected \$1.3M, the balance is still being subsidized by the other municipalities. He maintained that with time, the costs will even out.

Ms. Colleen Hepburn wondered what the ratio would be of experienced versus inexperienced officers assigned to the township. Superintendent Moyle explained the exact staffing complement has not yet been determined but the Service tries to have a broad range of age and experience in any district. In rural areas, the tendency is usually to look for more experienced officers because they generally require less supervision. He recalled that with each of the previous transitions, the staffing complements had an average of 11 years experience.

Member Baskerville recalled he too had raised this concern at the beginning of the transition process. He assured residents that he would be taking an interest in this issue in preparation for the transition into West Carleton, as he had for previous transition phases.

In light of the size of West Carleton, Ms. Hepburn requested assurances that on any given shift, 25% of on-duty officers would have experience with the geography of the township. Superintendent Moyle shared Ms. Hepburn's concerns and explained this is the reason for joint ride-alongs beginning in the spring.

Three Ottawa-Carleton Police officers who live in West Carleton were in attendance. Staff Sergeant M. Robertson stated he and Staff Sergeants Ackland and Love are looking forward to coming back to work in their own community and indicated the three of them have 20 to 26 years of experience each.

Mr. Tony D'Angelo wondered if the Marine and the Rescue units would be maintained. Chair Vice re-iterated all existing services will be maintained. The OCRPS has been quite successful in accomplishing this with the previous transitions.

Mr. Eli El-Chantiry indicated that as a local business man he has been hit by tax increases. He believed the future of the Region is unsettled and saw the timing of the transition as premature. He did not see the savings that would be accomplished. Chair Vice recalled Member Baskerville's explanation of the reasons for the decision to move ahead and stated Mr. Kanellakos tried to explain there is no benchmark by which to assess the savings.

Staff Sergeant M. Ackland indicated she has been a resident of West Carleton for 9 years and, as well, is a mother and a tax payer. She shared the other residents' concerns about policing but noted all officers, whether they work for the OCRPS or the OPP, have received the same training. She promised that she and her colleagues at the OCRPS will do everything they can for the residents of West Carleton.

Mr. Ed Coburn recalled recent announcements about a plan for the OPP to start charging a fee for investigations and wondered if the same would happen with the Regional Police. Member Baskerville thought confusion may have arisen because of the province's new Draft Adequacy Standards. He explained that under the new standards, some smaller municipal police services

will be looking at how they could contract out some investigative services to the OPP instead of having investigators on staff. He stated this does not apply to Ottawa-Carleton because the Regional Police have all the facilities required.

Ms. Christine Wood wondered how long the West Carleton detachment would remain with a detachment commander. Chief Ford stated there will be a Staff Sergeant in charge of the detachment. He recognized the geographical expanse of the township and believed the local detachment would provide quicker responses.

In response to further questions from Ms. Wood, Chief Ford indicated the operation of the detachment will be similar to what exists now and the lease will be renewed when it expires. In light of public opinion and political uncertainty, Ms. Wood asked for an extension to the July transition date until the fate of the rural alliance is known and the governance issue has been resolved.

Mr. Ed Coburn noted the majority of people present are saying the residents of West Carleton want to keep OPP. He questioned where they were getting their information as no one had ever taken a poll or asked him for his preference.

Mr. Philip Durrett asked for clarification on the composition of the Board. Board members re-introduced themselves stating how they came to be members and the area in which they live.

Mr. Bob Dudunski thought the OPP provided an adequate service despite being understaffed. He wondered what standards are used to determine staffing complements. Chief Ford explained that consideration is given to calls for service, population and geographical area and the Service will be re-assessing these variables over the next couple of years and adjusting the complement accordingly.

Inspector L. Beechey explained the OPP uses a workload staffing formula and factors in special services to come up with the complement. He noted the problem with rural areas is, the number of calls are not high enough to justify an increased presence. He maintained the OPP contract costs to the Region have been consistently under \$12M. In response to earlier comments from Vice Chair Kreling, he stated the OPP had reduced break and enter rates and other crime rates prior to the transition. He noted the OPP also has shift overlaps and clarified there is no charge for investigative services in jurisdictions where the OPP have a policing contract.

Ms. Cathy Campbell recalled that Regional Councillor B. Hill has indicated taxpayers will pay more for Ottawa-Carleton policing than they have been paying for OPP services. She requested clarification on the comment that taxpayers would be paying the same across the Region. Vice Chair Kreling explained that at the time of the 1995 budget, it became very clear the OPP were going to discontinue providing policing at no costs. When Regional Council dealt with its budgets that year, the goal was equalize the policing mill-rate across region.

Ms. Campbell believed the township would be paying the same as other jurisdictions but not receiving the same. She felt township residents would be subsidizing policing in other areas. Vice Chair Kreling re-iterated the township will have the same complement of officers within the community as they currently do plus access to specialized central services.

Ms. Campbell wondered if cost comparisons were available. Chair Vice explained that in order to obtain figures from the OPP as to the potential costs of a new contract, the Board would have had to enter into negotiation with them.

In response to a further question from Ms. Campbell, Chair Vice re-iterated that should the township opt out of the Region, they will be faced with three options with respect to policing: to enter into a contract with the Regional Police, to enter into a contract with the OPP, or to establish their own force.

Ms. Campbell expressed concerns with the level of policing in relation to the size of the township. Chief Ford explained that for this reason, there will be a higher ratio of police per population in West Carleton than other townships.

Mr. Bob Hartman, Country Towing believed the new towing tender had gone out and he was upset that his firm was not contacted or considered. He felt the mapping had been done in such a way as to eliminate small firms. He maintained that 75% of his annual income is from police business. Superintendent L. Hill confirmed the contract is being re-tendered and assured Mr. Hartman that if his firm had not yet been contacted, it would be in short order.

Mr. Hartman explained that of the nine vehicles towed in the Township of West Carleton in the past month, 4 had gone to local body shops for repairs. He maintained that if those vehicles are towed outside the township, his will not be the only small business affected. He believed the Police Service should keep local firms for local towing as they know the area best and can provide an adequate response time. Chair Vice shared Mr. Hartman's concerns and assured him the Board has not made any decision with respect to a new towing contract.

Councillor Legendre encouraged Mr. Hartman to scan the papers for Board agendas and come forward when the contract is up for discussion. He explained that a committee has been struck to review the issue. Mr. Hartman suggested including a tower on that committee.

Mr. Eli El-Chantiry wondered if any consideration had been given to the costs of the OCRPS leaving and the OPP coming back should the township separate from the Region. He also wondered if the existing facility for the Kinburn detachment is sufficient for the OPP operation, why the OCRPS would need to expand. Mr. Kanellakos explained the OCRPS has simply been looking at future needs and discussing the possibility of where additional space might be available when the time comes.

In response to comments with respect to none of the Board members representing the west, Councillor Legendre stated that with only 7 members, it is impossible to represent all the interests of such a diverse Region.

He recalled that residents of Rockcliffe Park, who were the first to experience the transition to Regional policing, were also very concerned with moving away from the OPP. Under the OPP contract they had been able to define exactly what level of service they wanted and they paid for that service under a contract. Residents made their concerns very clear to Chief Ford and today, they have a very high level of satisfaction with the service they receive from the Ottawa-Carleton Police Service. The councillor reiterated the Board is responsible for ensuring citizens are satisfied with the services of the Police.

Regional Councillor B. Hill stated the Board has been asked before to delay the transition until the governance issue is resolved. She maintained it will cost tax dollars to proceed. She quoted a consultation report prepared by the former Vice Chair of the Board which states the transition will cost \$1.5M to \$2M. She noted rural taxpayers will also have to contribute to a deficit inherited from the former boards. She expressed concerns about small business. She believed the Region does not look after rural people but acts like “Big Brother” and dictates to the rural townships. She did not understand why the transition must proceed nor did she accept the reasons given.

Councillor Hill referenced a new by-law being proposed by the OCRPS to license vendors of second-hand goods. She maintained this is an example of dictatorship and rural townships don't need such by-laws.

Chief Ford explained the by-law is intended to deal with an operations issue as there are a number of second-hand outlets all across the Region. Senior Constable Tom Dvoglev explained staff have been working with an inter-municipal by-law committee. Each municipality is being requested to pass its own by-law but the by-laws will be similar with respect to police response. Chief Ford added the Service is not setting prices for licensing but simply asking for a by-law that will assist them in identifying where the goods came from.

Councillor Hill maintained what is upsetting is not the fees but the Police Service's ability to search and seize records and goods. She re-iterated such a by-law is simply not necessary in rural townships.

Chair Vice stated residents will have the opportunity to make their views known when the item is up for discussion at their local council. The police are only doing what they feel is their job.

In closing, Mayor Eastman stated the second-hand goods policy would be on the next evening's council agenda. He did not expect a deterioration of service if and when the township moves to Regional Police. However, he expressed some concerns with the discussion pertaining to the lease for the Kinburn detachment. He feared the mention of two new buildings, one in the east and one in the west, would see the detachment moved to Kanata. He did not believe that would work.

He noted the Region took quite a hit with provincial downloading and suspected Regional Council would be in a bind at budget time next year. For this reason, he did not understand why the Board would be moving ahead with the transition. He maintained it is possible the rural alliance will separate from the Region. He asked the Board to wait and see what happens before moving ahead. In closing he thanked Board members for coming out and welcomed them back any time.

3. DEVELOPMENT OF BOARD POLICY FRAMEWORK

- resolution submitted by E. Buckingham

Member Buckingham explained she had drafted the resolution as a result of a previous Board discussion regarding the development of a Board policy framework. She indicated the motion suggests a committee be formed to develop a framework, with support from staff, and that a report come back to the Board in November.

In response to a question from Councillor Legendre, Member Buckingham confirmed the committee's report would allow the Board an opportunity to make changes.

WHEREAS the Government of Ontario has provided clear direction through the recently promulgated changes to the *Police Services Act* and the draft Adequacy Standards of the necessity of a Board policy framework for the provision of police services within a community; and

WHEREAS a detailed policy framework provides an excellent basis upon which to evaluate the performance of the organization; and

WHEREAS the Ontario Association of Police Services Boards has been advocating the development of policy governance frameworks by individual police service boards for several years;

THEREFORE BE IT RESOLVED THAT:

1. **A sub-committee of the Board comprised of Members Baskerville, Boudreau and Buckingham be authorized to work with the support of one or more staff members identified by the Chief to develop such a framework for the Ottawa-Carleton Regional Police Service using the model advocated by OAPSB;**
2. **The initial policy framework for Board discussion be based on existing legislation, regulation and government policy documents, Ottawa-Carleton Regional Police Service planning documents, by-laws, policies, practices and guidelines, and the experiences of other organizations using a similar framework; and**

3. **The sub-committee provide a report at the November 1998 meeting of the Board on activities to date, existing policy gaps, additional work required and recommended timelines, for the approval of the Board.**

CARRIED

4. PROPOSAL FOR NON-POLICE
PERSONNEL TO ENFORCE RED-LIGHT RUNNING
- Board Secretary's report dated 10 September 1998

That the Ottawa-Carleton Regional Police Services Board receive this for discussion.

DEFERRED

5. RECOMMENDATIONS OF JUSTICE ADAMS' REPORT ON
POLICE COOPERATION WITH THE SPECIAL INVESTIGATIONS UNIT
- Board Secretary's report dated 10 September 1998
(Board members should bring their copy of the Adams Report to the meeting)

That the Ottawa-Carleton Regional Police Services Board receive this for discussion.

DEFERRED

ADJOURNMENT

The meeting adjourned at 10:15 p.m.

W. Fedec
Secretary

P. Vice
Chair