

## **ONTARIO CIVILIAN COMMISSION ON POLICE SERVICES**

**IN THE MATTER OF** applications under section 40 of the Police Services Act

### **Presiding Members:**

Murray Chitra, Chair  
Hyacinthe Miller, Member

### **Appearances:**

Carl Butler, Sergeant, Contract Policing Section, Ontario Provincial Police  
Glenn Christie, Counsel, Oxford Community Police Services Board and City of Woodstock  
Ron Fraser, Chief, Oxford Community Police Service  
Jack Goodlett, Inspector, Oxford Detachment Commander, Ontario Provincial Police  
Woodward McKaig, Counsel, Townships of Norwich, Blandford-Blenheim and East Zorra-Tavistock  
Dave Preston, Police Services Advisor, Ministry of Community Safety and Correctional Services  
Ian Roland, Counsel, Oxford Community Police Association

**Meeting Date:** Thursday, May 14, 2008

This decision concerns four applications under section 40 of the Police Services Act R.S.O. 1990, c. P. 15 as amended (the "Act") for consent from the Ontario Civilian Commission on Police Services (the "Commission") to:

- Allow contract policing arrangements to be entered into between the Ontario Provincial Police (“OPP”) and the Townships of Norwich, Blandford-Blenheim and East Zorra-Tavistock; and
- To reduce the size of the Oxford Community Police Service (“OCPS”) so that it may be restructured as a municipal police force for the City of Woodstock.

### **Background:**

Oxford County is located in south-western Ontario. Municipal government in the County is provided at two levels. An upper tier is governed by Oxford County Council. A lower tier consists of eight area municipalities.

On December 18, 1998, the Commission consented to a proposal from four of the lower tier municipalities (City of Woodstock and Townships of Norwich, Blandford-Blenheim and East Zorra-Tavistock) to establish a joint municipal police service to be known as the Oxford Community Police Service.

The four municipalities signed a joint policing agreement on November 3, 1998 which set out the terms of this arrangement. OCPS was formally established on February 1, 1999.

The municipalities now wish to dissolve their partnership. Norwich, Blandford-Blenheim and East Zorra-Tavistock desire to enter into contracts with the OPP for policing services. The City of Woodstock wishes to reduce the current size of the OCPS and restructure it, so that it can serve as a municipal police service for that community.

If approved, all of Oxford County, with the exception of the City of Woodstock, will be policed by the OPP.

## **The Applicants:**

### **1. Norwich**

Norwich includes the communities of Beaconsfield, Bond's Corners, Brown's Corners, Burgessville, Cornell, Creditville, Curries, Eastwood, Hawtrey, Hink's Corners, Holbrook, Lambeth, Milldale, Muir, Newark, New Durham, Norwich, Oriel, Otterville, Oxford Centre, Rock's Mills, Rosanna, Springford, Summerville and Vendecar.

The local economy is largely agricultural, based on dairy farming in the north part of the Township and tobacco and ginseng farming in the south. The Township is home to a significant Amish community.

Norwich comprises a varied residential environment. The majority of housing is single family dwellings. There are, however, a number of duplexes and some lower income housing. The housing mix includes several new subdivisions. There are 4 elementary schools in Norwich as well as one high school which is scheduled to close in 2010. There are a number of parks, an outdoor pool, arena and several community halls.

On March 27, 2007 Norwich Council passed Resolution No. 16. That Resolution requested that the OPP provide a costing for the provision of policing services for that municipality.

An OPP contract policing proposal was presented to Norwich Council on September 25, 2007. At that time, a meeting was scheduled for October 4<sup>th</sup> to allow for public consultation.

Notice was provided in local print media on September 27 and October 3, 2007 indicating that Council wished to receive public input. Background material was circulated. The public meeting of October 4<sup>th</sup> was well attended. Presentations were made by both the OCPS and the OPP.

Norwich Council also encouraged the public to submit written comments. These comments, along with input collected during the public meeting, were considered by Council at its regular meeting on October 9<sup>th</sup>. On that day, Norwich Council passed Resolution No. 26, accepting in principle the contract policing proposal presented by the OPP.

On August 12, 2008, Norwich Council adopted a revised costing proposal from the OPP. That revised costing was provided after the decision by East Zorra-Tavistock to accept their own OPP costing proposal.

## **2. Blandford-Blenheim**

Blandford-Blenheim consists of the communities of Bright, Drumbo, Plattsville, and Princeton.

While primarily an agricultural community, Blandford-Blenheim is home to several major businesses. It has a varied residential environment, with predominantly single family homes and four multi-residential buildings. There are three public schools, one separate school and one private school. The Township has five parks, three community centres and one arena.

On April 18, 2007 Blandford-Blenheim Council passed Resolution No. 12 requesting that the OPP provide a costing.

The OPP policing proposal was presented to Blandford-Blenheim Council on September 19, 2007. Council scheduled a public meeting at the Drumbo Agricultural Hall on Thursday, October 11, 2007. The public meeting was advertised in local newspapers on September 25 and 26, 2007.

Approximately 80 people attended the October 11, 2007 public meeting. Presentations were made by the Township Clerk, the OCPS and the OPP. Members of the public were invited to submit comments via fax, email or delivery to Township offices. Council received 11 written comments.

On October 17, 2007, Council passed Resolution No. 5, accepting the OPP contract policing proposal in principle.

On August 6, 2008, Blandford-Blenheim Council adopted a revised costing proposal from the OPP. The revised costing was provided after the decision by East Zorra-Tavistock to accept their own OPP proposal.

### **3. East Zorra-Tavistock**

East Zorra-Tavistock consists of the communities of Hickson, Innerkip and Tavistock. There are several other very small built up areas throughout the rural township area and several mobile home parks.

About half of this municipality's population lives in the Villages of Tavistock, Innerkip and Hickson, with the other half living in the rural areas. The Township's predominant industry is agriculture. However, there are many businesses located in the Township, including Saputo Cheese in Tavistock.

Housing is a mix of new and old, but is dominated by single-family homes. The urban areas do have some multi-residential and small apartment buildings. Most of the apartments are inhabited by seniors.

Tavistock also has three nursing homes occupied by approximately 250 residents. There are three public elementary schools, one private elementary school and one French immersion school. The urban areas in East Zorra-Tavistock all have parks and recreational facilities. Innerkip has a community centre and Tavistock has a community centre and arena.

On October 3, 2007, East Zorra-Tavistock Council requested an OPP costing.

On December 19, 2007, a representative of the OPP Contract Policing Unit attended a regular meeting of East Zorra-Tavistock Council and provided an overview of the costing proposal process. The OPP proposal was received by Council at a regularly scheduled meeting on June 1, 2008. At that time, Council approved a series of public information sessions on July 7, 8 and 9, 2008. These sessions were advertised in local newspapers on four different days. Notices were also placed in post offices and the municipal building.

Approximately 61 people attended the three public consultations. Although written submissions were encouraged, none were received.

On July 16, 2008, East Zorra-Tavistock Council passed Resolution No. 6, agreeing in principle to accept an OPP proposal for contract policing.

#### **4. Woodstock**

The City of Woodstock is an urban community with 152 industrial facilities. These include motor vehicle and automotive parts manufacturing, machinery and metal fabrication, specialty and transportation equipment, food processing, warehousing and textile products.

Woodstock is the seat of County government and has court facilities, the district school board, hospital and Fanshawe College.

The decisions of Norwich and Blandford-Blenheim to withdraw from the joint policing arrangement presented the City of Woodstock with a dilemma. As a result, the OCPS Police Services Board (the "Board") decided to examine options. The process was coordinated by the Oxford Community Police Services Board Disbandment Committee, assisted by Chief Ron Fraser and Deputy Chief Rod Freeman.

When East Zorra-Tavistock Council subsequently decided to accept a policing proposal from the OPP, Woodstock Council requested a submission from the OCPS for continuation of a municipal police service.

By Resolution dated August 14, 2008, Council decided to continue with a local municipal police service. The proposed entity was to be called the Woodstock Police Service. It was to operate under the direction of a new governing authority which was to be called the Woodstock Police Services Board.

On September 4, 2008, Council passed a further resolution providing that the new service would be comprised of 62 police officers and 25 civilian staff.

### **The Law:**

Policing in Ontario is governed by the Act.

Section 4(1) of the Act imposes upon all municipalities an obligation to provide "adequate and effective police services in accordance with its needs". This may be accomplished in a number of different ways. A municipality may establish and maintain its own police force, enter into a joint policing arrangement with another municipality, or contract for policing services from the OPP.

For a police service to be "adequate and effective" it must have the necessary staff, administration, equipment, infrastructure and facilities to perform certain functions. According to section 4(2) of the Act these functions include crime prevention, law enforcement, assistance to victims of crime, public order maintenance, and emergency response.

Once a joint municipal policing arrangement is established, it can only be discontinued or modified after following the procedures set out in the Act. Specifically, section 40 provides that:

- 40(1) A board may terminate the employment of a member of the police force for the purpose of abolishing the police force or reducing its size if the Commission consents and if the abolition or reduction does not contravene this Act.
- (2) The Commission shall consent to the termination of the employment of a member of a police force under subsection (1) only if,
- a) the member and the board have made an agreement dealing with severance pay or agreed to submit the matter to arbitration; or
  - b) the Commission has made an order under subsection (3).
- (3) If the member and the board do not make an agreement dealing with severance pay and do not agree to submit the matter to arbitration, the Commission, if it is of the opinion that it would be appropriate to permit the abolition of the police force or the reductions of its size, may order the member and the board to submit the matter to arbitration and give any necessary direction in that connection.

The nature of this scheme is self evident. It is to ensure that no municipality withdraws from a joint policing arrangement unless a scheme is in place to ensure that the policing needs of that community will continue to be met. Any new arrangement must provide for the appropriate staff, equipment and facilities to ensure adequate and effective policing throughout the community.

Further, it ensures that the policing needs of other communities that are part of the joint policing arrangement are not adversely affected by the withdrawal of any partner.

## **The Issues:**

Over the course of several months in 2008 the Commission received correspondence from the three Townships and the City requesting approval for their respective proposals.

Once the final details of all proposals were provided, the Commission agreed to convene a public meeting on Thursday, May 14 at 10:00 a.m. in the Vansittart Conference Rooms of the Quality Hotel and Suites in Woodstock. Notice of the Public Meeting was published in English and French in four different local newspapers during the last week of April and the first week of May.

The purpose of this meeting was to formally receive the four policing proposals and any public submissions on them to assist the Commission in addressing three specific questions:

1. Would the proposed contracts for integrated OPP policing for the Townships of Norwich, Blandford-Blenheim and East Zorra-Tavistock allow those communities to continue to receive adequate and effective policing?
2. Would the proposed reduction and restructuring of OCPS into a municipal police service for the City of Woodstock allow that community to continue to receive adequate and effective policing?
3. Are members of OCPS liable to termination as a consequence of the proposals? If so, have the parties (i.e. the Board, their employees or their associations) reached agreement with respect to severance or consented to refer all outstanding matters to arbitration?

Further, on question three, where there is no agreement either with respect to settlement or arbitration, the Commission may direct the parties to arbitration. However, this is only where, in all of the circumstances, the Commission is of the opinion that it would be appropriate to consent to the proposals to proceed.

## Current Policing Arrangements:

In order to assess the proposed policing arrangements it is necessary to have a clear understanding what is currently in place for the communities in question.

### 1. OPP

The OPP currently polices four municipalities in Oxford County. This includes Tillsonburg, Ingersoll, South-West Oxford and Zorra.

The relevant statics for these four municipalities are as follows:

<b>Township</b>	<b>Land Area (km<sup>2</sup>)</b>	<b>Road Systems (km)</b>	<b>Population</b>	<b>Households</b>	<b>Population Density (km<sup>2</sup>)</b>
Tillsonburg	22.34	108.00	14,822	6,519	663.6
Ingersoll	12.90	81.25	11,760	4,670	911.9
Zorra	528.78	530.00	8,125	2,994	15.4
South-West Oxford	370.63	352.20	7,589	2,667	20.5
<b>Totals</b>	<b>934.65</b>	<b>1,071.45</b>	<b>42,296</b>	<b>16,850</b>	

The Oxford County OPP Detachment incorporates municipal policing responsibilities with OPP highway patrol services and other provincial policing responsibilities. In particular, the Detachment is responsible for Highways 401 and 403 and small portions of Highways 3, 7 and 8.

The Detachment has five patrol zones: Tillsonburg, South-West Oxford, Zorra, Ingersoll and Highways 401 and 403.

The Detachment complement consists of one inspector, one staff sergeant, one detective sergeant, seven sergeants and 66 constables. The supervisor to constable ratio is 1:6.6. The sergeant to constable ratio for front line patrol officers is 1:8.25.

The police to population ratio for the current Detachment are 1:556 (76 Full-Time Equivalent ("FTE") officers to 42,296 residents).

The civilian complement of the current Detachment consists of five clerical support staff, one municipal employee in Tillsonburg, ten civilian guards and two civilian court officers. In addition, both the Western Region office of the OPP in London and the Provincial Headquarters in Orillia provide ongoing civilian support services for the Detachment. These include human resource, finance, administrative and communication staff.

The Detachment has a Domestic Violence/Abuse Coordinator, a Street Level Drug Officer who works in conjunction with the Drug Enforcement Section, seven detectives, two Property Crime Investigators and a detective sergeant in the Crime Unit.

## **2. OCPS**

The OCPS polices a mix of the urban area of Woodstock and the largely rural areas of the Townships. The population is approximately 60,460 with 24,980 residents in Norwich, Blandford-Blenheim and East Zorra-Tavistock.

The essential statistics for the four OCPS municipalities are as follows:

Township	Land Area (km <sup>2</sup> )	Road Systems (km)	Population	Households	Population Density (km <sup>2</sup> )
Norwich	431.28	722	10,481	3,555	24.3
Blandford-Blenheim	382.34	611	7,149	2,603	18.7
East Zorra-Tavistock	247.42	301	7,350	2,657	29.7
Woodstock	43.79	150	35,480	14,960	10.3
<b>Totals</b>	<b>1,104.83</b>	<b>1,784</b>	<b>60,460</b>	<b>23,775</b>	

At the current time, uniform staffing for the OCPS includes a chief of police, one deputy chief, one inspector, two staff sergeants, nine sergeants and 68 constables, for a total of 82. Authorized strength is 85 officers.

OCPS has 27 full time and 12 part-time clerical support staff. These include ten radio operators, one special constable/court officer, four special constables, one crime analyst, one maintenance person, ten clerical support, six part-time radio operators, five part-time special constables/court officers and one part-time clerical support. The police to population ratio for OCPS is 1:711 (85 officers to 60,460 residents).

The OCPS Headquarters is a 21,000 square foot building at 615 Dundas Street in Woodstock. The facility, constructed in 1985, is equipped with a close circuit video monitoring (CCV) system installed in 2008. The CCV is also used for video recording in two secure interview rooms.

A second facility, renovated in 2007, is leased at 45 Metcalfe Street, Woodstock. Community Services, Crime Stoppers of Oxford County, Drugs/Intelligence Unit, Criminal Investigations Branch, a victim-friendly interview room and meeting room are housed in these premises. A CCV system linked to headquarters also provides recording of victim interviews.

Also located in the Metcalfe Street facility are offices for administration, uniform section, domestic violence unit, forensic identification, canine, traffic enforcement, courts unit, call-taking and dispatch, training unit and central monitored lockup.

OCPS uniform officers operate on a 10-10-8, 35-day shift rotation. Day shifts are 10 hours in duration, afternoon shifts are 10 hours and night shifts are 8 hours. Civilian Dispatchers operate on a 12-hour shift schedule. Remaining civilian staff work a 35-40 hour work week, with 8-hour shifts.

OCPS currently operates three Divisions: Woodstock, Norwich and Tavistock. The area is then further subdivided into five rural and three urban patrol zones determined by geographic area and population size. Each zone is patrolled by one front line officer on a 24 hour basis.

The sergeants assigned to Norwich and Tavistock Divisions work a 10 hour day shift rotation Monday to Friday with one being off on a Monday and the other on a Friday. The shift rotates so the days off alternate. One sergeant covers for the other when they are on a day off. The Criminal Investigations Branch operates on a 10 hour shift plan.

All of the staff sergeants have been trained in front line supervision, mid-management supervision, criminal investigations, major case management, discipline and the public complaint process, incident command as well as modules on leading and developing a police organization. The sergeants and acting sergeants (including those assigned to specialized units)

have been trained in front line supervision, criminal investigations, and interviewing and interrogation.

OCPS has an authorized auxiliary strength of 19 members. As of July 2006, the actual strength was 17 members.

### **Proposed Policing Arrangements:**

#### **1. OPP**

The proposed OPP policing arrangement was described to us by Mr. Woodward McKaig on behalf of the three Townships.

That proposal essentially is for the creation of an integrated Detachment to provide policing for seven of the eight County municipalities, including the Townships of Norwich, Blandford-Blenheim and East Zorra-Tavistock.

The chart below is an overview of the demographic and geographic details for the seven municipalities in question.

<b>Township</b>	<b>Land Area (km<sup>2</sup>)</b>	<b>Road Systems (km)</b>	<b>Population</b>	<b>Households</b>	<b>Population Density (km<sup>2</sup>)</b>
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Blenheim					
East Zorra-Tavistock	247.42	301.00	7,350	2,657	29.7
<b>Totals</b>	<b>1,995.69</b>	<b>2,705.45</b>	<b>67,276</b>	<b>25,665</b>	

### **Staffing**

The resources to be allocated to the three Townships that are the subject of these applications are described below.

<b>Township</b>	<b>Norwich</b>	<b>Blandford-Blenheim</b>	<b>East Zorra-Tavistock</b>
<b>Position</b>	<b>FTE Contract Resources</b>		
Inspector	0.09	0.05	0.06
Staff Sergeant	0.09	0.05	0.06
Sergeant	1.00	1.00	1.00
Constables	8.00	6.00	7.00
<b>Total Uniform</b>	<b>9.18</b>	<b>7.10</b>	<b>8.12</b>
Clerical Support (OAG 8)	0.80	0.50	0.70
Clerical Support (OAG 10)	0.40	0.25	0.35
<b>Total Civilian</b>	<b>1.20</b>	<b>1.20</b>	<b>1.05</b>

These resources would be integrated into the existing Detachment structure. A commissioned officer at the rank of inspector will continue to function as Detachment Commander. That inspector will be responsible for managing policing operations and will report directly to the Chief Superintendent, Western Region.

The Detachment Commander will also have a direct reporting relationship with a civilian governance authority or police services board for each of the Townships. The boards will receive regular reports, as required by the policing contract.

The total policing complement for the proposed integrated structure will be as follows:

<b>POSITION</b>	<b>NUMBER OF STAFF</b>
Inspector	1
Staff Sergeant	1
Sergeants	11
Constables	88
<b>Total Uniform</b>	<b>101</b>
Clerical Support	8
Civilian Guards	10

The new amalgamated Detachment will be staffed by three additional sergeants and a total of 88 constables. There will be two sergeants on duty each shift, with one responsible for the Detachment area north of the 401 and one for the south. There will be a police presence in each Township at all times.

The proposed civilian complement of the Detachment will consist of seven clerical support workers, one Tillsonburg municipal employee, ten civilian guards and three civilian court officers.

The OPP proposal calls for 24-hour proactive and reactive policing for the Townships with officers scheduled to work rotating 12-hour shifts on a four-platoon roster. Each platoon will be supervised by one of the two sergeants assigned to the shift. The Detachment administration support staff will work an eight-hour shift from Monday to Friday.

In the amalgamated Detachment each Township will form one patrol zone, with officers dedicated to policing duties in that zone. The patrol zones will be: Tillsonburg, South-West Oxford, Zorra, Ingersoll, Highways 401 and 403, Norwich, Blandford-Blenheim and East Zorra-Tavistock. Each zone will be patrolled 24 hours a day, 7 days a week by uniformed officers working 12 hour shifts.

Under the new structure, there will be two detectives added, bringing the total staffing in the Crime Unit to 12.

Support to the Crime Unit is provided by Western Region Crime Support Unit in Tillsonburg or officers deployed from London, Wellington, Brant/Norfolk and Perth Counties or from Orillia. OPP Forensic Identification Services are available from a new state of the art building in Tillsonburg.

The Detachment will have a Community Directed Patrol Unit ("CDPU") consisting of six constables in the Detachment area at large, plus one constable in each of Norwich and East Zorra-Tavistock. These officers are available for specific duties such as targeted traffic control, theft and other crime initiatives, and foot patrols. They are also available to assist front line officers as needed.

Both front line and specialized support can be provided to each of the Townships as needed, not only from the CDPU, but also from the Detachment as a whole, Western Region and General Headquarters.

The authorized strength of the Auxiliary Unit of the existing Detachment is 25 members.

The proposed Detachment Auxiliary Unit will have 36 volunteer officers to assist regular members on general patrol, and at public events such as fall fairs, parades and other local community events. When recruited, they will attend a seven day training session in Orillia supplemented by two monthly training sessions.

The Auxiliary Unit structure will include one staff sergeant, three sergeants and 32 constables.

## **Equipment**

The proposed equipment for the Detachment (compared with its current equipment) is as follows:

<b>TYPE</b>	<b>EXISTING</b>	<b>PROPOSED</b>
Marked Police Vehicles	18	25
Unmarked Police Vehicles	7	7
Motorcycles	0	0
Vans	1	1
Vessels	0	0
Motorized Snow Vehicles	0	0
Bicycles	0	0
All-Terrain Vehicles	0	0
Breathalyzer/Intoxilyzer	2	2
Roadside Screening Devices	17	20
Spike Belts	20	23
Radars	18	21
Radar Detector	1	1
Tasers	5	5
Long Guns	37	40
Sidearms	75	99

Where necessary, bicycles and all-terrain vehicles will be borrowed from other detachments.

### **Facilities**

Detachment Headquarters is currently located at 90 Concession St. E. in Tillsonburg in the former headquarters of the Tillsonburg Police Service, which was a fully functional police service before it was disbanded in 2000 and a contract established with the OPP for policing. The facility is handicap accessible. It will be staffed and opened to the public Monday, Wednesday and Friday from

8:30 a.m. to 4:30 p.m., and on Tuesdays and Thursdays from 8:30 a.m. to 8:00 p.m.

A satellite office is located in Ingersoll in the former municipal police building at 110 Mutual Street. Fully accessible, it has storage, offices, computer work stations and amenities for supervisors and patrol officers, interview rooms with audio/video tape capabilities, breathalyzer, fingerprint and photograph rooms and three cells for prisoner lodging. It will continue to be used as the satellite office for the expanded Detachment.

Reporting centres will be established in three Townships.

The reporting centre for Norwich will be located in the new Fire Hall at 83 Main Street W. It is a secure facility with entry from both the Fire Hall and the outside. There are change rooms for males and females, personal lockers and gun lockers. There is a single washroom. There will be two computers at the location, a constables' area, interview room, sergeant's office and a kitchen/eating area. There is also a temporary secure property storage area.

The reporting centre for Blandford-Blenheim will be at 47 Wilmot Street, Drumbo in the new municipal building. It will be secured via a punch lock system. A smaller version of the same office is now utilized by the OCPS. The location will be expanded to include two rooms, male and female washrooms, secure temporary storage area, personal lockers and personal gun lockers, a desk and at least one computer.

The reporting centre for East Zorra-Tavistock will be located in the Fire Hall at 260 Woodstock St. S. in Tavistock. It has been used for a similar purpose by the OCPS. It has a secure temporary property storage area, an office and an area for use by police constables. One or two computers will be located on site. There are male and female washrooms in the facility, personal lockers and gun lockers.

All of the reporting centres are accessible to individuals with mobility impairments. To facilitate on site emergency access, telephone call boxes linked directly to the Communications Centre will be located outside each reporting centre.

### **Detention and Court Services**

Secure holding facilities are located in Ingersoll which has three cells and in Tillsonburg which has six. They will continue to be used for detention purposes. All holding facilities comply with Ministry Adequacy Regulations and Policing Standards.

Persons taken into custody in Blandford-Blenheim and East Zorra-Tavistock will be brought to the Ingersoll facility, a distance of about 36 kilometers. Norwich prisoners will be brought to Tillsonburg, about 15 kilometers away. Where prisoner transport is required, that will be done by a "float car". In the alternative, the float car will attend to ensure police coverage in the area.

The courthouse for the County of Oxford is located in Woodstock.

The OCPS has primary responsibility for the security of that courthouse and persons in custody therein. This will continue under the proposed arrangement. The Detachment currently assists OCPS in providing court security but this relates mainly to the movement of prisoners within the courthouse from holding cells to and from the courtrooms.

The current Detachment has two full-time civilian court officers supported by a full-time clerical support person. Under the new proposal, a third civilian court officer would be added, meaning there will be three full-time civilian court officers supported by a full-time clerical staff.

### **Communications**

The OPP/Bell Mobility Radio ('BMR") communication system is a hybrid microwave system, utilizing several communications towers strategically placed throughout the County to provide overlapping coverage. It is a fail-safe system with battery and diesel generator power backup and allows for the following communications modes: Communication Centre to vehicle/portable; phone patch to vehicle/portable; and, tower to vehicle portable.

All officers are to be equipped with portable radios while on patrol. This will allow communications with the Provincial Communication Centre via an in-car repeater. The portable will also allow for portable-to-portable communications.

The Provincial Communication Centre in London uses the Intergraph/Computer Aided Dispatch ("I/CAD") system functions for dispatching. The I/CAD system is an "intelligent" interactive mapping and data entry system to dispatch, monitor, and manage emergency services. The Provincial Communication Centre also monitors OPP Simplex, and the Provincial Common Channel. All incoming and outgoing telephone and radio communications to and from the Provincial Communication Centre are recorded. The Provincial Communication Centre is a downstream agency for the Enhanced 911 system. Residents will not experience any changes with respect to the 911 system.

The OPP Communication Centre in London provides services to several counties. It is staffed with an inspector, a staff sergeant, 10 sergeants, 100 full-time and 31 part-time communication operators, two technologists and two administrative support positions.

The Centre is also responsible for the maintenance of Canadian Police Information Centre ("CPIC") files for the Detachment. It will continue to do this. There are 11 people working out of the CPIC Unit.

## 2. Woodstock Police Service

The proposed arrangement for the restructured OCPS (to be known as the Woodstock Police Service) was described to us by Mr. Christie.

### **Staffing**

A chief of police, deputy chief and inspector will work out of the renamed Woodstock Police Service Headquarters. The inspector will provide operational oversight and management of police officers and civilian members. He/she will also be responsible for managing discipline and public complaints.

The total proposed complement will be as follows:

<b>POSITION</b>	<b>NUMBER OF STAFF</b>
Chief	1
Deputy Chief	1
Inspector	1
Staff Sergeant	4
Sergeant	6
<b>Total supervisors</b>	<b>13</b>
Community Services/ Crime Stoppers	2
Criminal Investigations	5
Drugs/Intelligence	3
Domestic Violence	3
Traffic	1
Core Beat	1
Forensic Ident.	1
Canine	1

<b>POSITION</b>	<b>NUMBER OF STAFF</b>
Uniform Constables	33
<b>Total sworn officers</b>	<b>63</b>
Civilian Staff Communications & Courts	15 (10 CRO, 5 court security)
Support Staff Clerical	10
<b>Total civilian support staff</b>	<b>25</b>
P/T Civilian	6 CRO, 5 special constables 1 clerk
<b>Total part time civilian support staff</b>	<b>12</b>

The restructured Woodstock Police Service ("Service") will operate on a four platoon system. A 12-hour shift schedule has been proposed. There will be five full patrol zones plus a walking beat in the core area.

Each platoon will have a staff sergeant, a sergeant and eight constables. One front line officer will be assigned to each patrol zone, 7 days a week, 24 hours per day. This platoon structure allows for two officers to be on vacation at any given time accommodating all annual vacation entitlements and leave in lieu of statutory holidays. When the platoons have no one on vacation, sick leave, parental leave or training there will be a total of 10 sworn officers on duty at any given time of day.

This includes a patrol supervisor at the sergeant level. The patrol supervisor will also provide back-up assistance on calls for service, on-scene supervision and support to the staff sergeant. The staff sergeant will provide supervision to the sergeant and constables, as well as general management.

The Service will have a fully functional Criminal Investigations Section. The Crime Bureau or General Criminal Investigations Branch will consist of a sergeant and five detective constables, as

well as a Forensic Identification Officer at the detective constable classification. The Domestic Violence Unit will consist of a sergeant and three constables. The Drugs & Intelligence Unit will consist of a sergeant and three constables.

The General Criminal Investigations Branch and the Drugs and Intelligence Unit will work out of the satellite office located at 45 Metcalf Street. The Forensic Identification Officer and the Domestic Violence Unit, which provides continual support to the Uniform Section, will be located in Headquarters.

The OCPS Community Services/Crime Stoppers Section currently consists of two constables.

The Service's Community Services/Crime Stoppers Section will have three constables, one assigned to Crime Stoppers as well as a portion of time to general community services, one assigned as a Secondary School Liaison Officer and responsible for the Community Service Programs delivered to 15 elementary schools, one dedicated Core Beat Officer providing in school support to the secondary schools.

Community Services Officers will deliver proactive crime prevention and safety programs beyond the secondary and elementary schools to residents within Woodstock to include Crime Stoppers, school safety and crime prevention programs, Neighbourhood Watch, Citizens' Police Academy, Crime Prevention Through Environmental Design, R.I.D.E spot checks, Co-Op Student Placement Program and Kids N' Kops Camp.

The Service will maintain a Canine and Traffic Enforcement Unit, with one constable assigned to each. The Canine Unit will be available to assist neighbouring police services on an "as needed" basis for both investigative services support and for public relations.

## **Equipment**

The Service will continue to use their existing equipment. Insignia on the seventeen vehicles will be updated to reflect the change in name.

## **Facilities**

Service Headquarters will remain at 615 Dundas Street in Woodstock. The leased facility at 45 Metcalfe Street will also remain in use.

## **Communications**

The OCPS currently has five radio channels distributed among five radio sites throughout the OCPS service area. They are connected to the Communications Centre on Dundas Street by a combination of radio links and telephone lines. On dissolution of the amalgamated service, one radio channel will become redundant and will be returned to Industry Canada.

A new Motorola Astro digital communications system came into operation in November 2008. There are four repeater radio channels located at the Bower Hill site. Included is an emergency radio channel with digital and analog operations for inter-operability with city fire, public works and transit departments during joint operations. A separate voting receiver site is located at the new East Woodstock water tower to provide reliable in-building handheld radio coverage in the city. Microwave connection between the new receiver sites and the Communications Centre remove reliance on telephone lines for emergency communications. All communications sites have both battery and generator backup power.

The OCPS is in the process of replacing all analog vehicle and handheld radios. We are advised that 17 of the Service's vehicles have new mobile radios. We are advised that if restructuring is approved then the current analog system will be decommissioned

and the radio system for the proposed Woodstock Police Service would be fully digital and encrypted.

The current Service Dispatch Centre is equipped with three Motorola model MCC 5500 consoles with touch screens, keyboard and mouse and wireless headsets. There is capacity to add a fourth position to the console system. The Dispatch Centre is staffed by ten full-time and six part-time Civilian Radio Operators.

A modern telephone system is in place with updated data networking and voice services. The system was upgraded in 2008

The numbers currently in service for telephone and fax will be retained.

Since 1996, the Service has provided enhanced 9-1-1 service for the County of Oxford. Capacity includes automatic number and automated location information to call takers and dispatchers. The Computer Aided Dispatch System was upgraded in June of 2008. That System and Niche Records Management System will continue to be used.

After the reduction, the new Service will continue to provide 9-1-1 Emergency Medical Service dispatch for the County of Oxford.

The Woodstock Police Services Board will communicate the name change through local media resources, print, radio and television. Promotional materials such as pens, fridge magnets, etc. will be distributed at community events and through the school systems to advertise police contact information.

### **Possible Terminations**

We were advised that fourteen uniformed officers of the OCPS were liable to termination if these proposals are approved. All will be offered employment with the OPP.

The collective agreement between the Board and the Oxford Community Police Association, effective January 1, 2006, expires on December 31, 2009.

Starting in May 2008, there were regular meetings among the Board, Association and Service management and considerable discussion about the process that would be used for identification of the 'surplus' officers. The Board agreed that, as much as possible, officer preferences would be accommodated, with certain conditions, i.e., no supervisors or specialist constables would be eligible to move to the OPP. The Association retained counsel to assist with finalizing an approach acceptable to the Board and to the Association.

The proposed arrangement is that if a sufficient number of patrol constables with a variety of seniority dates are prepared to seek employment with the OPP, the Board agrees to the Association coordinating a confidential officer identification process.

**Decision:**

Are these proposals likely to continue to provide adequate and effective policing in the Townships of Blandford-Blenheim, Norwich and East Zorra-Tavistock and the City of Woodstock?

The Act does not provide an exhaustive list of the elements that constitute adequate and effective police services. However, interpretive aids are available to assist in the determination as to what constitutes adequate and effective police services, namely: the provisions of the Act and past decisions of the Commission.

In particular, section 4(2) of the Act states:

4(2) Adequate and effective police services must include, at a minimum, all of the following police services:

1. Crime prevention.

2. Law enforcement.
3. Assistance to victims of crime.
4. Public order maintenance.
5. Emergency response.

Section 4(3) sets out that a municipality must provide “all the infrastructure and administration necessary for providing such services, including vehicles, boats, equipment, communication devices, buildings and supplies”.

Commission decisions addressing various contexts have articulated different tests to assess or determine adequacy. At page 15 of Municipality of Chatham-Kent (14 August, 1998) we stated:

Broadly these tests have been comparative or alternative. The comparative tests may be applied historically or geographically. Where it is applied historically, the current or proposed staffing level is compared to that which the municipality has received in the past. If past staffing levels were considered adequate, the proposed or current level is normally presumed to be adequate and effective.

Where the comparative test is applied geographically, the proposed or current staffing level is measured against those found in communities of similar size or needs. If the levels are considered adequate in those communities a similar level proposed is generally presumed to be adequate and effective. These presumptions are by definition rebuttable.

How do these tests apply here?

The County is an area of mixed urban and rural uses, with a population of about 102,756 residents. The OCPS currently polices about 60,000 people. Woodstock, the County seat, is the largest municipality with approximately 35,480 persons. There

are 10,481 residents in Norwich, 7,149 in Blandford-Blenheim and 7,350 in East Zorra-Tavistock.

In 1999, the Commission approved a joint municipal policing arrangement between the City of Woodstock Police Service and the Townships of Norwich, Blandford-Blenheim and East Zorra Tavistock. Recently, by Resolutions, municipal Councils of the City of Woodstock (August 14, 2008) and the Townships of East Zorra-Tavistock (July 16, 2008), Blandford-Blenheim (October 17, 2007) and Norwich (October 9, 2007) decided to discontinue this arrangement.

The effect of these decisions, if approved, is that the Townships will be policed under contract with the OPP and the City of Woodstock will have its own municipal police service.

## **1. OPP**

Blandford-Blenheim and East Zorra-Tavistock have accepted proposals which allow for essentially the same level of front line police services that are currently being provided by the OCPS. Norwich Council accepted an OPP proposal which provides for a reduction of two constables.

Viewed in isolation, these proposals result in low police to population ratios. For Norwich this means a ratio of 1:1412 (9.18 contract officers to 10,412 residents); for Blandford-Blenheim 1:1007 (7.10 contract officers to 7,147 residents) and East Zorra-Tavistock 1:915 (8.12 contract officers to 7,350 residents).

However, these ratios must be viewed in context of expected workload and the nature of the proposed integrated policing scheme. Workload is a function of various factors. These include reported occurrences and the number of criminal offences in a particular community.

The total number of reported occurrences in the three Townships for the past four years is set out below.

<b>OCCURRENCES</b>				
<b>Township</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
Norwich	2020	2014	2004	2050
Blandford-Blenheim	997	1109	1288	1329
East Zorra-Tavistock	1626	1485	1486	1364

In Norwich the number of occurrences has remained virtually unchanged; in Blandford-Blenheim it has increased somewhat; and, in East Zorra-Tavistock it has decreased.

A number of these occurrences related to criminal offences. The total number of criminal offences for the Townships for the past four years is set out below.

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<b>CRIMINAL OFFENCES</b>				
<b>Township</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
Norwich	317	325	316	354
Blandford-Blenheim	144	202	247	251
East Zorra-Tavistock	225	229	221	220

In our view, these statistics appear to reflect a manageable workload. Using a four year average, the officer to criminal offence ratio for Norwich is 1:35.7 (9.18 officers to 328 criminal offences), for Blandford-Blenheim 1:29.7 (7.10 officers to 211 criminal offences), and for East Zorra-Tavistock 1:27.6 (8.12 officers to 224 criminal offences).

According to the 2007 Statistics Canada Report on Police Resources in Canada, the national average for Criminal Code incidents per officer was 39. This average has varied over the course of the past several years. In previous decisions the Commission has approved policing proposals with officer to crime ratios ranging from 1:43 to 1:51.<sup>1</sup> Using either standard, the ratios for the three Townships are acceptable.

More to the point, these officers will be deployed in an integrated policing arrangement as part of a larger regional policing organization. This means there will be access to a large pool of resources on an as-needed basis.

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<sup>1</sup> Township of Atikokan (20 July, 2005, O.C.C.P.S.) at page 15

The OPP proposes to increase the number of Detachment constables by 22 and sergeants by one. Administrative support staff will be increased by three. This staffing can be described as follows:

<b>OXFORD OPP DETACHMENT</b>		
<b>Position</b>	<b>Existing</b>	<b>Proposed</b>
Inspector/Detachment Commander	1	1
Staff Sergeant	1	1
Detective Sergeant	1	1
Sergeants	7	8
Constables	66	88
<b>Total Uniform</b>	<b>76</b>	<b>101</b>
Clerical Support	5	8
Civilian Guards	10	10

The current Detachment has a police to population ratio of 1:556. The police to population ratio for the proposed integrated Detachment are 1:666 (101 officers to 67,276 residents).

A portion of these resources is allocated to Provincial policing duties (i.e. highway patrol). We are advised by Mr. McKaig that this involves eight officers. Factoring them out of the equation would mean a municipal police to population ratio of 1:723 (93 officers to 67,276 residents). This does not take into account the proposed 36 auxiliary officers who will be available to provide some assistance.

This proposed ratio is well within the acceptable range for mixed rural and urban communities. By way of example, the

arrangement that the Commission approved in 1998 for the original OCPS called for a citizen to population ratio of 1:766 (75 officers to 57,500 residents).<sup>2</sup> Also, the Commission has previously approved a citizen to officer ratio in Wellington County of 1:754 (84.2 officers to 63,500 residents).<sup>3</sup>

Further, we are advised that the overall officer to reported crime ratio for the proposed integrated Detachment would be 1:40.6. Again, this is within the previously noted acceptable range.

The ratio of police supervisors to constables will be 1:6.8. With eight patrol sergeants, and 60 patrol constables, the front line policing span of control will be 1:7.5. The overall sergeant to constable ratio in the proposed Detachment will be 1:8. These are acceptable spans of control.

The existing patrol zones for the Detachment will remain the same. The patrol zones in each of the Townships will be larger than under the current arrangement with OCPS. This is because each new patrol zone will encompass an entire Township.

One officer will be on duty in each of the Townships at all times. The OPP will provide routine patrol coverage for the entire geographic area of each Township, which enhances on-site officer availability.

In addition to staffing and deployment, there are other factors to be considered. These include the locations from which police services will be delivered, office accessibility, facilities and equipment.

Detachment Headquarters will remain at its present location. We were advised that there will be sufficient space and amenities to accommodate the additional officers serving the geographically expanded Detachment. The building contains two separate bay garage areas and a sally port, offices for supervisors, front line

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<sup>2</sup> Oxford Community (18 December, 1998, O.C.C.P.S.)

<sup>3</sup> Wellington County (19 July, 1999, O.C.C.P.S.)

officers, by-law enforcement and various investigation and specialty functions, two interview rooms with audio/videotape capabilities, and a third interview room without, breathalyzer, fingerprint machine and photograph rooms, male and female washrooms/showers, personal lockers, storage spaces and personal gun lockers, physical fitness area, lunch room, civilian court office, community service office.

We would note that the Commission approved this facility for its present use in Town of Tillsonburg (13 June, 2000, O.C.C.P.S.).

The satellite office in Ingersoll will continue to be open to the public Monday to Friday from 8:30 a.m. to 4:30 p.m. Staff will include an administrative assistant, a contract sergeant, a community services officer and a high school liaison officer.

Reporting centres will be established in each of the three Townships. As is the arrangement now with the OCPS, none of these reporting centres will be staffed on a regular basis. They will be used primarily as a local work area for officers. There are sufficient space and technology amenities to enable them to conduct interviews and complete administrative work arising out of their front line duties.

For public access when the reporting offices are closed, an exterior mounted telephone will be installed. The telephone will connect directly to the Provincial Communications Centre in London.

On several previous occasions we have considered the adequacy of the Centre and we do not propose to repeat our analysis here.

<sup>4</sup> Suffice it to say, we are satisfied that the Centre with its 100 full-time and 31 part-time communications operators will be able to manage the additional calls for service from the three Townships.

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<sup>4</sup> See Town of Tillsonburg (13 June, 2000, O.C.C.P.S.), Regional Municipality of Haldimand-Norfolk (24 September, 1998, O.C.C.P.S.) and Brant County (2 June, 2000, O.C.C.P.S.)

As well, the proposed additional equipment is satisfactory.

Overall, the three Township proposals have addressed the five core police service principles set out in section 4(2) of the Act. Measured historically, and comparatively, we are satisfied that the residents of the Townships of Blandford-Blenheim, Norwich and East Zorra-Tavistock will continue to receive adequate and effective policing under the proposed arrangements.

## **2. Woodstock Police Service**

As noted earlier, the existing police officer to citizen ratio for the OCPS is 1:711 (85 officers to 60,460 residents).

The City and Board proposed to reduce the complement of police officers to 63. An additional civilian court officer would be deployed. A reduction in clerical support staff would be achieved by leaving existing vacant positions unfilled.

Using a population level of 35,480 for the City of Woodstock, the proposed complement of 63 police officers would result in an officer to citizen ratio of 1:563. This is certainly favorable, but as noted earlier must be viewed in the context of workload.

The total number of occurrences for the City of Woodstock for the past four years is set out below.

<b>OCCURRENCES</b>			
<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
3323	3677	3404	3591

These figures appear to demonstrate a slight upward trend.

A number of these occurrences related to criminal offences. The number of offences for the past four years is set out below.

<b>CRIMINAL OFFENCES</b>			
<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
2856	3228	2858	2952

Using a four year average, the officer to criminal offence for the proposed Woodstock Police Service would be 1:47.1 (63 officers to 2973.5 criminal offences). This is at the upper end of the acceptable range noted earlier.

As a result, we are satisfied that the proposed complement of officers should have a manageable workload. Clearly, however this will have to be adjusted in the future if occurrences continue to increase.

The structure of the OCPS and the proposed Service is outlined in the chart below.

<b>POSITION</b>	<b>EXISTING STAFF</b>	<b>PROPOSED RESOURCES</b>
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<b>POSITION</b>	<b>EXISTING STAFF</b>	<b>PROPOSED RESOURCES</b>
Chief of Police	1	1
Deputy Chief of Police	1	1
Inspector	1	1
Staff Sergeants	2	4
Sergeants	9	6
Constables	68	33
Specialized Functions		17
<b>Total Uniform</b>	<b>82</b>	<b>63</b>
Clerical Support – full-time	28	25
Clerical Support – part-time	11	12

The ratio of supervisors to officers would be 1:4.8. These numbers are within an acceptable range, based on comparable police services.

Issues previously identified in a 2002 Ministry inspection relating to span of supervisory control have been addressed. The Service responded by adding one staff sergeant to each platoon, a solution that has allowed sergeants to become patrol sergeants providing enhanced on-road supervision and supervision at certain incidents.

The Service would have five patrol zones. A total of ten officers would be on duty at any time. The officers would be deployed from existing facilities that have been reviewed and approved in

previous Commission decisions.<sup>5</sup> They would continue to have the use of existing equipment. As well, the Service would have the benefit of an enhanced and improved communications and dispatching system.

This brings us to the important issue of termination and severance, i.e., whether or not a member of OCPS will be terminated as a consequence of abolishing the current policing arrangement. As noted earlier, we were advised that fourteen officers will be subject to termination and that the OPP is prepared to offer these individuals employment.

Identifying the individuals to transfer to the OPP appears to have been a sensitive issue. Both the Board and Association have agreed to a collaborative approach. This process appears to have been successful in achieving an outcome, apparently satisfactory to those involved.

The Board and Association appear to have been able to balance the future operational needs of the proposed Woodstock Police Service while facilitating maintenance of cordial internal working relationships among officers remaining and assisting those making the decision to change employers.

The Association has been able to identify a suitable number of front line police officers interested in moving to the OPP. However, not all issues relating to their transfer had been resolved on the date of the public meeting. We were assured however, that the Association and Board would continue to work diligently on these matters and were agreeable that any outstanding disputes will be addressed through the arbitration process.

## **Conclusion:**

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<sup>5</sup> Oxford Community (18 December, 1998, O.C.C.P.S.)

Overall, we are satisfied that the proposed arrangements for human resources, deployment, communications, facilities, equipment and training should allow the citizens of the Townships of Norwich, Blandford-Blenheim, East Zorra-Tavistock and the City of Woodstock to continue to receive adequate and effective policing.

Accordingly, pursuant to section 40 of the Act we hereby consent to the termination of employment up to fourteen police officers of the OCPS for the purpose of implementing the proposed policing arrangements.

We direct that if there are any severance issues outstanding 45 days from the date of this decision, the parties must proceed forthwith to arbitration.

This consent is also subject to the following condition. Within 45 days of this decision, the OCPS Board will confirm to the Commission in writing that the officers to be transferred to the OPP will not represent a material loss of critical skills to the proposed Woodstock Police Service.

We would like to recognize the participants in this long and challenging process for their dedication to public safety in their communities and for their collaboration on achieving a conclusion that addresses their needs.

We also wish to acknowledge the work of the OCPS Board Disbandment Committee and the OPP Contracting Policing Bureau, the Oxford Community Police Association, the Chief and Deputy Chief of Police, in producing the detailed briefing material that informed our deliberations before and following the meeting.

In conclusion, we would like to express our appreciation to all of the presenters at the meeting and commend all involved in the development of the final proposals for the professional manner in which the entire process has been carried out. We would also like

to express our appreciation to the members of the public who attended the meeting to express their support for the proposals.

DATED AT TORONTO THIS 4<sup>TH</sup> DAY OF SEPTEMBER, 2009.

Murray Chitra  
Chair, OCCPS

Hyacinthe Miller  
Member, OCCPS