

Municipal Guide to *Police Services Act* Consultations – Building a New Public Safety Model in Ontario

February 29, 2016



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Municipal Colleagues,

For the first time in over 25 years, the Ministry of Community Safety and Correctional Services is embarking on a process to modernize the *Police Services Act*. Municipal leaders have an important opportunity to add your voice, and the voice of your communities to this important conversation.

Over the next month, the Ministry of Community Safety and Correctional Services is hosting a series of consultations across the province. I urge you to attend these sessions. I also urge every council, if they have not already done so, to consider these key questions: How do we want to be policed in the future? How can we improve the effectiveness and efficiency of this critical public service? Council resolutions and discussions on these questions should be shared with the Minister, the Ministry, local MPPs, police services boards, local Chiefs of Police and Detachment Commanders, local police associations and the public.

To help you in this task, AMO offers two resources. The first is the Policing Modernization Report from April 2015. The second is this guide to some of the questions we anticipate the Ministry will ask during the consultations.

Change requires direction and oversight from the political and civilian authorities to which police report. As elected officials, together, we must help to lead that change.

Above all else, this is a conversation about how we can make policing a sustainable public service. It is a conversation about policing, and the resources needed to deliver all the other public services that contribute to building safe and healthy communities.

Sincerely,



Gary McNamara
President

Introduction

The Ministry of Community Safety and Correctional Services is launching a series of consultations regarding a new *Police Services Act*. The consultations include day-long sessions with municipalities, police service board members, and social service agencies, among others.

AMO's Policing Modernization Task Force and Executive Committee have prepared and approved this consultation guide based on the questions we anticipate the Ministry will be asking. Please feel free to share this guide with other members of your community that may be attending the consultations, or who might be interested in issues related to policing modernization.

This is the first review of the *Police Services Act* in 25 years. It presents a significant opportunity to modernize the legislative and regulatory framework of policing. Improving the efficiency and effectiveness of policing is a key goal of municipal governments. Legislative change can have a significant bearing on the costs which taxpayers assume.

AMO has already completed work to inform municipal positions and discussion points at these consultations. This includes the Policing Modernization paper released in April 2015 and this discussion guide.

We anticipate four main themes of the Ministry-led discussions:

- community safety and well-being planning;
- modernizing what police do;
- the education and training of officers; and,
- accountability to the public and governance.

We have prepared key messages on all topics for municipal leaders. We have also included background information on key issues, questions, municipal considerations, and the relevant recommendations from AMO's *Policing Modernization Report*.

Fiscal issues and sustainability are not specifically referenced in the Ministry's consultation material. However from the perspective of property taxpayers and municipalities, this is the number one issue. We urge all municipal representatives to make the following points:

Proposed Key Messages for Municipalities:

- Ontarians pay the highest policing costs in the country. Per capita policing costs in Ontario are \$320 per year, well above the national provincial average of \$259 (2010).
- What is stopping us from establishing and achieving long-term spending targets for policing? A reasonable long-term fiscal target in Ontario is to be at the national provincial average within five years.
- For at least a decade, police spending has been growing at three times the rate of inflation. This growth is starving other critical public services which keep us safe, and healthy.

- We are experiencing a significant demographic shift in Ontario. An older population explains in part, the declining crime rate. We must continue to adapt public services and plan for that shift. Some public spending on policing must be redirected to meet broader public needs, including those of an older society.
- Some of the most obvious opportunities to deliver savings include addressing over-staffing during low periods of demand for service, overlapping shift schedules, and suspension with pay.

Theme: Community Safety and Well-Being Planning

Issue 1: Community Mobilization

Outline: The sharing of responsibility for community safety with the broader community and service providers, including police, through planning and working together, is known as community mobilization. In other words, take down existing silos and increase cooperation for the betterment of community safety and well-being.

Key Questions: Who should be responsible for planning, leading, implementing and monitoring such plans? How do we more formally engage and integrate the work of police with other community and service providers (health care, schools, social service, community leaders, social housing providers, etc.)?

Key Municipal Considerations:

- Does community mobilization become an unfunded municipal mandate for councils?
- How can councils assume responsibility for the cooperation and actions of agencies over which it has little or no control?
- How does a municipality address the varying catchment areas for social services, health service, and other community based services such as police and police services boards?
- If mobilization is led by police services themselves, the same questions apply.
- What is the relationship between police services boards and councils on issues related to community mobilization or more broadly?
- Would the province fund municipal community mobilization efforts, if mandated, or encouraged?

What is Community Mobilization? Here is a recent description from *The Economics of Canadian Policing: Five Years into the Great Recession*:

Some police services are taking the lead in coordinating interagency meetings in a community mobilization approach. Community mobilization programs intervene with high-risk individuals or families before they become involved in crime or after an individual comes to the attention of

law enforcement for anti-social or risky behaviour. The police, in partnership with representatives from addictions services, public health and mental health agencies, First Nations, social services and schools are brought together to identify potential solutions to an individual's unmet needs. While the police have always participated in these types of community-based interventions they were often informal and their activities had a short-term orientation (e.g. interagency groups would meet to discuss a single case and then disband afterwards). By contrast, community mobilization formalizes this approach and takes a long-term orientation.

Community mobilization efforts have been implemented in jurisdictions attempting to solve very specific problems. For Prince Albert, Saskatchewan, the pioneer of Canadian mobilization efforts, it was the issue of very high rates of violent crime. It has been very successful. However, not all communities face the exact same challenges as Prince Albert. Not all communities will require a duplication of such efforts while many others are already undertaking similar initiatives on their own accord.

The key question regarding the provincial government's intentions around community mobilization is whether municipalities will be encouraged or mandated to develop such plans.

Enough evidence about the merits of community mobilization exists for AMO to support encouraging municipalities with their own community mobilization efforts. Encouraging mobilization (without provincial regulation) allows local communities to own their own locally developed plans. This is an important consideration - policing and public safety are inherently local. Priorities should be locally determined, perhaps within a general policy framework set out by the province as guidance, but not through regulation or requiring councils to do so. There is already a lot of goodwill on the part of many groups which are currently participating in mobilization efforts. Mandating these activities would likely stifle that goodwill. It is not something AMO would support and would likely be highly problematic for municipal governments.

Community mobilization is not the answer to all the challenges of policing. While it has helped to solve very specific problems in specific communities with very positive results, it may not necessarily be the solution needed across Ontario. In some smaller communities, and with good relations between all the players, a lot of 'mobilization' is happening already without the formality of a plan or knowing what to call it.

There is an indirect link to the promise that community mobilization can drive down costs. For that to be true, police overtime or staff reductions would be required. In OPP-policed communities for example, reduced calls for service is only a partial determinant of billing, currently 40%.

If the provincial government intends to financially support community mobilization efforts, municipalities are well positioned to be the recipients and/or distribute funds to local groups. Such a grant would be to acknowledge the costs of participating agencies to come together to solve community safety issues. If this financial support is directed to police services themselves for distribution to local groups, this raises the question of the roles and responsibilities of Boards and Councils. If police services themselves are to be assigned

responsibility for community mobilization, it could defeat the bigger purpose of engaging the broader community with shared community safety goals.

Relevant AMO Policing Modernization Report Recommendations:

(Note: the numbers below correspond to recommendations in the Modernization Report.)

4. Governance responsibilities for all forces should include goals, priorities, and measurement of outputs and outcomes.

5. Encourage the adoption of community safety planning for all municipalities consistent with local priorities, circumstances, and size. This includes locally adaptable models. In addition, such planning should include community safety and stakeholder structures which promote collaboration and cooperation.

19. Encourage information sharing between governance bodies, police leaders and police services of new ideas, approaches, and strategies.

30. Provincial and municipal governments must be supportive of innovations and new models of policing. Support is also needed from other participants in the public safety and security web, including private security, local health professionals, and community groups.

Proposed Key Messages for Municipalities:

- The broader engagement of all public safety and security participants towards improving local public safety outcomes, by working together, is to be encouraged.
- Municipal governments are well positioned to help lead these efforts and facilitate discussions, with the willing cooperation of all parties, who share similar public safety goals.
- Requiring municipalities to potentially lead unwilling or uncooperative parties, often beyond the control of councils, or without resources, is a recipe for serious dysfunction.
- Creating a new unfunded provincial mandate for municipalities will only compound existing fiscal sustainability challenges for many communities.
- Voluntary community mobilization efforts should be supported by new provincial grants. If any new grant is to be funded from within existing provincial grant envelopes, it must be accompanied by a clear message from the provincial government that currently funded provincial priorities are to be wound down.

Theme: Modernizing What Police Do

Issue 2: Serving Vulnerable People

Outline: Police are regularly called upon to provide assistance to vulnerable people where the nature of the call for service is not necessarily criminal in nature. Vulnerable people often have underlying mental health issues including dementia, are homeless, or generally require higher levels of social supports.

Key Questions: What programs are the most important to help vulnerable people? What innovations and resources would better help to serve vulnerable individuals?

Key Municipal Considerations:

- Would additional programs or services actually succeed in driving down service calls for police?
 - What resources would be required to do that and which level of government will be expected to pay for them?
 - How can this issue better support existing municipal advocacy efforts for social housing, homelessness, and poverty reduction strategies?
 - What changes to provincial programs or police operations could help address how services are provided to vulnerable people?
 - What current programs are successful and should be replicated across the province?
 - What steps can be taken, starting from dispatch onwards, to produce better outcomes?
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Regardless of whatever changes to improve services to vulnerable people, or which reduce police calls for service, police will still remain the service of last resort. In other words, steps can be taken to reduce police interventions, but they will never be entirely eliminated.

Stronger provincial government mental health supports and programs can be very beneficial. Mental health issues are a provincial responsibility. The nature of the provincial supports has changed considerably over the years. This has included the closing of mental health facilities. Social housing is a responsibility that was downloaded on municipalities – Ontario is the only Canadian jurisdiction to have done so.

Employing police officers or civilians with greater specialized skills can improve and better support calls for service to vulnerable people. Currently, about 30% of calls to police deal with mental health issues.

Relevant AMO Policing Modernization Report Recommendations:

15. Ensure that policy change in legislative, related statutes and other policy documents enables rather than restricts alternative approaches to service delivery which might include tiered policing, specialization and continued civilianization of non-core police functions. This should include amending the adequacy standards established by the province.

22. Specific functions should be transferred to civilians or other security providers where appropriate. This could include court security and prisoner transportation, data entry, accident reporting, burglary investigations (provided the burglary is no longer in progress), and forensics among other functions. It should also include staffing for some types of existing “paid duty” functions.

24. Provide greater support for addressing mental health issues at the community level. This recommendation is primarily directed to the Ministry of Health and Long-Term Care and its local agencies.

Proposed Key Messages for Municipalities:

- Mental health programs are a provincial responsibility. Greater support and improved programs are the responsibility of the Ministry of Health and Long-Term Care. Police officers can be better supported by the Ministry of Health.
- Reducing the reliance on police should be a key goal. The strengthening of existing mental health programs offered through the LHINs should occur. Steps need to be taken to minimize offload delays at hospitals, which require the ongoing presence of police officers until admission.
- Municipalities have long sought greater assistance with social and supportive housing and we reassert that position in the context of providing better supports to vulnerable people.
- Additional training for police officers or civilians with greater specialized skills can improve and better support calls for service to vulnerable people.

Theme: Modernizing What Police Do

Issue 3: Alternative Service Delivery, the Role of Special Constables

Issue 4: Role of Other Community Safety Personnel, Paid Duty

Outline: What functions are we asking police officers to do? Can some of the functions be assumed by other public safety personnel (bylaw officers, special constables, private security)? Some examples of specific functions include animal welfare complaints, sporting events (paid duty), victim assistance, and the removal of debris from highways. AMO has also argued this should also include the functions of court security and prisoner transportation, data entry, accident reporting, burglary investigations (provided the burglary is no longer in progress), and forensics among other functions including securing crime scenes. It should also include staffing for some types of existing “paid duty” functions including traffic management at construction sites.

Key Questions: Would you support an expanded role for Special Constables and what functions could be transferred to them? Would you support the use of other community safety personnel for victim assistance, event security, or other services including assistance to vulnerable people?

Key Municipal Considerations:

- A move to civilianization, whether that means special constables, civilians, or private security, has the very high potential to deliver significant cost savings for the delivery of public safety.

- Civilian employees typically earn about 75% of a sworn officer's salary. In the words of one presenter to the AMO Police Modernization Task Force, "why do we need a master mechanic to perform an oil change?"
 - Civilianization frees up officers to fulfill their primary functions including publicly visible activities, while civilian employees fulfill other more specialised functions. It also distinguishes support processes (such as back office administration (i.e. IT, finance, clerical, human resources, and dispatch) from public facing specialist services (i.e. marine, firearms, community relations).
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A safe and secure community depends on multiple organizations and professions, not just the police. Security is built upon a broad safety and security web which includes private security, local health professionals, community groups, and municipal, provincial and federal government agencies. Key elements for the successful functions of the security web include building trust and the professionalism of all players. A new model of policing will incorporate the growth and presence of private security, and the growing involvement of social service players.

Two specific examples demonstrate how this has already become a reality. The 2010 Vancouver Olympics and the 2015 Pan Am Games in Toronto both illustrate how police, civilians, and private security can and do interact to deliver public safety outcomes together.

Civilianization is already entrenched; bylaw enforcement officers are trained civilians for example.

Dividing labour according to function has many possible benefits. In Mesa, Arizona for example, civilian investigators have been given responsibility for all vehicle and residential burglary investigations (that are no longer in progress). Civilian investigators have reduced the length of time to respond to these calls and often have more time to spend with the victim. In the United Kingdom, civilians, known as community support officers, are dispatched to assist with suspect-less crime scenes at a savings of 30 to 40%. This change also delivered increased public confidence in policing – a 13% improvement over six years.

Specific functions in Ontario for which civilianization is applicable include the following:

- back office administration (i.e. IT, finance, clerical, data entry, human resources, dispatch);
- accident reporting;
- burglary and vehicle theft investigations;
- crime scene security;
- forensics;
- "paid duty" functions such as traffic management or sporting events;
- *Highway Traffic Act* enforcement; and,
- prisoner transportation and court security.

Civilianization also permits specialists and experts to assume specific functions such as cybercrime and security. Animal welfare (including bear call response) should return to the Ministry of Natural Resources.

Relevant AMO Policing Modernization Report Recommendations:

Priority 3. Make legislative changes to permit the greater transfer of specific functions to civilians or other security providers where appropriate.

6. Governance structures should also account for the presence of private security. A measure of public oversight of private security should be developed (including special constables and civilians).

7. Assist in managing the public demand for service through broader and expanded adoption of alternative service delivery options of various non-core policing functions.

22. Specific functions should be transferred to civilians or other security providers where appropriate. This could include court security and prisoner transportation, data entry, accident reporting, burglary investigations (provided the burglary is no longer in progress), and forensics among other functions. It should also include staffing for some types of existing “paid duty” functions.

Proposed Key Messages for Municipalities:

- The effective functioning of the safety and security web already includes many sectors and civilians outside of the police service.
- A move to civilianization, whether that means special constables, civilians, or private security, has the very high potential to deliver significant cost savings for the delivery of public safety.
- We encourage legislation which supports all of the functions listed above being delivered by civilians.
- The long-term fiscal sustainability of public safety services requires specific cost-savings targets. Civilianization has the potential to deliver better public service at significant savings.

Theme: Modernizing What Police Do

Issue 5: Technology and Community Safety (Traffic Enforcement)

Outline: The expanded use of technology, in particular for traffic enforcement, can enhance the delivery of public safety services.

Key Questions: Should the use of technology be expanded, if so, in which functions should it be used?

Key Municipal Considerations:

- AMO has long argued for the expanded use of red light cameras, photo radar, and plate readers as examples of more efficient enforcement tools.
 - Existing technology should be more fully utilized in a way that maximizes efficiency and enforcement.
 - Standardized platforms for data sharing across police services and with the court system would go a long way to “improve the plumbing” of information sharing.
 - Technology alone cannot result in significant productivity improvements for all aspects of policing because the function of policing itself is highly reliant on labour. Greater automation is limited to specific domains.
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Expanding the use of technology to deliver traffic enforcement has the potential to deliver savings. An expanded use of these technologies can also deliver positive public safety outcomes. A modest expansion would free officers from some traffic enforcement responsibilities to perform other tasks.

In addition, evidence suggests that the technology within and between police services and the courts could be improved.

Relevant AMO Policing Modernization Report Recommendations:

8. Address longstanding issues with the interactions of the police and the broader legal system. This should include improving the compatibilities of information technologies systems between different police services, crown lawyers and the courts.
10. Cybercrime is an emerging issue. It needs to be acknowledged and given suitable resources. Given the nature of cybercrime, principal responsibility should reside with the federal government.
11. Better outcomes could be achieved by standardizing information technology platforms that facilitate and improve data-sharing between police services.
12. Broaden availability and use of plate readers, red light cameras, or other technologies based on a cost-benefit analysis of enforcement options.
13. The use of lapel or body cameras on officers should be studied carefully from a cost-benefit analysis. This should include the broader policy and privacy implications for officers and members of the public. (See Issue 13)

Proposed Key Messages for Municipalities:

- AMO has long argued for the expanded use of red light cameras, photo radar, and plate readers as examples of more efficient enforcement tools.

- Existing technology should be more fully utilized in a way that maximizes efficiency and enforcement.
- Standardized platforms for data sharing across police services and with the court system would go a long way to “improve the plumbing” of information sharing.
- Technology alone cannot result in significant productivity improvements for all aspects of policing because the function of policing itself is highly reliant on labour. Greater automation is limited to specific domains.

Theme: Education and Training of Officers

Issue 6: Level of Education for Recruits

Issue 7: Training

Outline: Should new recruits be required to have educational qualifications beyond graduation from high school? What skills and abilities should modern police officers have and how should training be enhanced?

Key Questions: Should police recruits obtain a higher level of education? Should there be an alternate entry stream to allow for those without higher education? How should the existing 12-week training program be improved?

Key Municipal Considerations:

- The demand for higher capacities and skills for officers, as well as high compensation levels, suggest reconsidering education standards beyond the current minimum high school requirement.
 - Requiring at least a college degree would not substantively change current standards for levels of education (i.e. it would only affect the 9% of recruits who do not have a college diploma).
 - The lateral entry into the police service of mid-career professionals with specialized skills should be encouraged.
 - Police services should have formal input into the design of existing qualification programs offered at colleges and universities.
 - Mandatory police training programs (police college) need to be better integrated with the programs of post-secondary institutions. Merging or consolidating these programs could yield training efficiencies and more consistent standards.
 - All training costs should be shifted to individual students or recruits similar to other professions and occupations, who must pay out of pocket for base educational qualifications and training.
 - Scholarships should be made available to those in need or based on academic merit
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AMO's Policing Modernization paper did not specify between college diplomas or university degrees. However in subsequent discussions the Task Force sees merit in establishing a college diploma as a new base qualification. The Task Force also sees merit in establishing a higher educational standard for officers to progress through the ranks (such as is used in the teaching profession).

The better coordination of college diploma programs with police college training could yield substantial efficiencies, improve the consistency of training, and raise the qualifications and capabilities of graduates. All training costs should become the responsibility of recruits with hiring only upon successful completion of training program(s).

This also raises the idea and merits of a regulatory body for the policing profession. It could include a mandate to license, partially-govern, and regulate the professional practise of policing. Such a college (different from the existing Ontario Police College) could maintain a centralised pool of qualified applicants and develop standard promotion criteria across the province. It could also regulate private security consistent with the broader safety and security web, manage professional development, and investigate some forms of misconduct.

Relevant AMO Policing Modernization Report Recommendations:

21. Pay structures should target priorities, including the effective management of partnerships, specialized functions, etc. They should also be adopted to encourage lateral entry into the police service of mid-career professionals who have required specialized skills.

23. Adjust the career advancement model of officers to provide for a longer probationary period, greater management oversight, and scaled responsibilities.

26. Consider changing the minimum education requirements so that applicants must obtain post-secondary education before they can be eligible to apply to a police service.

27. Instead of the police service paying for basic police entry training and continuing education for officers, the costs should be shifted to individual officers, similar to other professions. This recommendation relates to recommendation #26 to change the minimum education requirement for applicants.

28. Police should have more direct input into the design of existing educational programs that are required for officer qualifications. The curriculum of such programs should be aligned to meet the needs of police services.

29. The establishment of a centralized regulatory body for the policing profession could assist in managing applicant qualifications, ongoing training, and licensing of officers. Such a regulatory body could be similar to those that exist for physicians, lawyers, nurses, and other professionals in Ontario.

Proposed Key Messages for Municipalities:

- The demand for higher capacities and skills for officers, as well as high compensation levels, mean we must reconsider education standards.
- A college diploma should become the new base qualification for those wishing to become police officers. There is merit in establishing an even higher educational standard for officers who wish to progress through the ranks.
- The lateral entry into the police service of mid-career professionals with specialized skills should be encouraged.
- Police services should have formal input into the design of existing programs offered at colleges and universities. Merging or consolidating these programs could yield training efficiencies and more consistent standards.
- All training costs should be shifted to recruits similar to other professions and occupations who must pay out of pocket.
- Establishing a college or regulatory body of policing should be explored and implemented.
- Career advancement should also include a longer initial probation period, and the explicit legislative requirement for longer periods between reclassifications/advancement.

Theme: Accountability to the Public and Governance

Issue 8: Governance (Consistent Civilian Governance)

Issue 9: Governance (Clarifying Roles and Responsibilities)

Issue 10: Governance (Board Effectiveness)

Issue 11: Governance (Capacity/Competencies of Members)

Issue 12: Governance (Composition)

Outline: Inconsistent province-wide governance structures, lack of clarity of responsibility on operational decision making between the Board and the Chief, training, recruitment, competencies of Board members, future of municipal composition/Board members.

Key Questions: Should all OPP-policed communities be required to have a board (i.e. non-contract)? Who should lead strategic business planning – the Board or the Chief? Who sets operational priorities – the Board or the Chief? What does a successful Board look like, who evaluates its effectiveness, who takes action if ineffective? What competencies should a Board have, from whom should they take advice (legal)? Should the composition of the Board be changed (provincial-municipal-citizen split)? How can requirement of members be improved?

Key Municipal Considerations:

- “Say for pay” is the key principle at stake here. Municipal councils tax their residents to pay for policing services. Municipal councils are elected by the people. They must have a say in how those dollars are spent.
- Public safety is a shared responsibility. How is it that some reform proposals contain two completely opposite ideas of community mobilization and municipal involvement? On the one hand, some are suggesting municipalities must adopt community safety plans and work with other partners, while at the same time some seek to remove municipal representatives from police services boards.
- Underlying some of these questions appears to be the perspective of some who believe that elected municipal officials should not be part of a Police Services Board. How would such a system ensure transparency, accountability, and oversight for the spending of public dollars?
- There is no question that training and competency requirements could be significantly improved. This has been a request of the Ontario Association of Police Services Boards to the provincial government for many years. Contrary to the point above, others might suggest the competencies of board members include reflecting the expression of democratic authority vested in those who win and hold elected office.
- Suggestions have been put forward to have police services boards in OPP-policed communities match detachment divisions. This would dilute or collapse many current police services boards and the voice of individual communities. There are currently 340 municipalities, with somewhere between 110 and 150 Section 10 Boards in OPP-policed communities. If Boards are determined along detachment boundaries, there would be 69 Boards. Some of those boards are functioning with as little as three members. Recruitment of board members is an issue for many smaller communities. Many rural, northern, or remote communities do not have functioning boards.
- Police services boards must be adequately resourced to fulfill their function. This should include access to expert independent legal advice and policy support, separate from the resources of their respective police services.
- Much greater clarity is required of the policy-making function of boards.
- The risk of political interference in policing affairs is often cited as something to be avoided. For this reason, a province-wide OPP governance body should be considered.

The Ministry has highlighted consistency of governance as a key issue. Does consistency need to be the pre-eminent consideration? Does it need to drive the model? The interest seems to be in ensuring all OPP-policed communities have a police services board. On the one hand, this is a good move. On the other hand, if that is achieved by reducing the number of boards to match detachments, it dilutes civilian governance. Policing is fundamentally a local issue. How local that is differs, but we must be careful not to place too much distance between local boards, councils, communities, and the OPP. The OPP is all the more effective for having good

relations with the community at a local level. Under the new billing model, many municipalities are paying more. Consequently, there is lots of interest in policing issues. Less governance for those in these communities will not land well in this environment. Geographic distances in many northern areas are also an issue which must be considered.

Should any changes related to boards in OPP communities arise, the size of boards becomes a natural question. If there are fewer boards, we need to ensure that all communities are represented. This might also include changing OPP detachment boundaries to achieve the right fit.

AMO is disappointed that the potential elimination of elected municipal representatives continues to be given serious consideration, as one of several board composition options. The future of policing and the functioning of the public security web will be determined by the relationship police have with, among others, councils, municipalities and social service providers, many of whom are also municipal employees.

AMO supports recommendations by the Ontario Association of Police Services Boards related to competencies, training, and clarifying the role of the Board to set priorities and policy (needs, values & expectations), providing direction on public safety outcomes and limitations, and evaluating organizational performance.

A province-wide OPP governance body should be established. For the same reasons that police services boards exist, a similar such body should exist at the provincial level.

There is a broad range of governance options which can be considered. But much of that depends on the function intended for the future of policing. If on the one hand, policing is still to be considered a function and service of municipal government, then a specific form of governance and oversight might fit this circumstance. On the other hand, if it is no longer considered to be a function of municipal government, and not funded through property tax, then a different form of governance and oversight will be needed.

Relevant AMO Policing Modernization Report Recommendations:

Priority 2. Improve the quality of the existing governance and civilian oversight system.

1. The quality of the governance and civilian oversight system needs to be improved. This includes ensuring governance board members are qualified against a set of competencies and mandatory training is provided.
2. The future must provide for a province-wide OPP governance body responsible for policy direction and advice to the province on collective bargaining.
3. Efforts towards coordinated bargaining in Ontario have begun. Its further refinement and strengthening should be pursued while balancing local needs versus those of the municipal sector as a whole.

Proposed Key Messages for Municipalities:

- Governance is unquestionably a critical consideration. However, it has not been the subject of critical or in-depth study. For example, the Ministry has led four years of discussion about policing operations at the Future of Policing Advisory Committee, but there have only been sporadic Ministry-led discussions about governance, despite its importance to policing and public accountability more generally.
- We urge the Ministry to establish a panel on policing governance to study and report on the questions raised in the consultation document, once a clearer vision of policing is in focus. Such a panel should include police employers, including Chiefs, academic experts, as well as provincial, municipal and civilian governance representatives. It could make final recommendations to the Ministry once the future function of police services is clearer.
- This does not prevent other reforms, related to improving the efficiency and effectiveness of policing, from advancing.
- The above is guided by a simple idea: Form should follow function. What is it that will be expected of police services in the future? How will legislation express that expectation? It is only when there are clearer answers to these questions that we can really consider what this means for how police services should be overseen.
- There are many governance models to choose from: if municipal representatives are to be removed from Police Services Boards, taxation authority would need to be vested elsewhere. Perhaps that would be with Boards, who might then need to be elected.
- Should policing remain a function or service with resources provided by municipalities or should it be considered a function of a different body with resources provided in a different way?
- How should municipalities be involved with community mobilization efforts in such a new environment?

Theme: Accountability to the Public and Governance

Issue 13: Accountability (Body Worn Cameras)

Outline: Should officers wear body cameras to enhance accountability?

Key Questions: How could technology be used by police to enhance police accountability?

Key Municipal Considerations:

- Video evidence, whether from civilians with cell phones, security camera recordings, or from officer with worn cameras, has become a fact of life. It is an increasingly important factor. Video evidence is a critical part of modern evidence, both in the court of law and also in the court of public opinion, which determines the legitimacy, trust, and willingness to support the actions of police.
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Relevant AMO Policing Modernization Report Recommendations:

13. The use of lapel or body cameras on officers should be studied carefully from a cost-benefit analysis. This should include the broader policy and privacy implications for officers and members of the public.

Proposed Key Messages for Municipalities:

- A new public safety model must seriously consider the merits of officers wearing body cameras while addressing implications related to privacy, IT cost and storage, and interactions with the legal system.

Other Relevant AMO Policing Modernization Report Recommendations not mentioned above:

Priority 1. Make changes to the interest arbitration system.

9. Prepare for the developing demographic shift, which will accompany an aging population and the resulting changes to the nature and types of crime associated with this shift. For example, an aging population may require different or perhaps more police services to address elder abuse.

14. Develop shift schedules that are adjusted to match demand and calls for police service. This should include addressing overstaffing during slow periods and improvements to the management of overtime costs.

16. Adopt modernized output and outcome metrics to measure police performance across the province.

17. Improve and expand the scope of current public reporting of policing activities and organizational performance.

18. Independent research capacity on policing issues needs to be expanded to assist police services with evidence-based decision making. Both police services and independent research institutes have a role to play.

25. The 'suspension with pay' legislative system needs to be reformed to promote public trust and the ability of the Chief to maintain discipline within the police service.

31. Include innovation and transformation as one of the considerations when evaluating the performance of Chiefs and Deputy Chiefs, and appropriate ranks in the OPP and own municipal police services.

For questions or comments, please contact Matthew Wilson, Senior Advisor, Association of Municipalities of Ontario, mwilson@amo.on.ca, 416-971-9856 extension 323.