

# Ontario Provincial Police *Focus*



A POLICE SERVICE TO CALL YOUR OWN

## The OPP: A Service To Call Your Own

The OPP has a rich history of serving the people of Ontario and is a police service that municipalities can truly call their own. The OPP has deep roots in Ontario where cities, towns, and townships have received effective, community-based policing and protection from local detachments for over 95 years.

The evolution of the OPP can be traced to the First Parliament of Upper Canada that convened at Niagara-on-the-Lake in September 1792. At that time, a provision was made to form a "police system" in Upper Canada and in July 1875, the first salaried provincial constable, John Wilson Murray, was appointed to act as "detective for the Government of Ontario." In 1909, the Ontario Provincial Police Force was officially formed.

In 1921, the Provincial Police Force Act created the position of Commissioner with responsibility for the general control and administration of the provincial police force.

By 1928, OPP Commissioner V.A.S. Williams sought new ways to increase the effectiveness of the Force. In February 1929, the Ontario Provincial Police

Training School was created to train all new appointees. This tradition continues

today with OPP recruits receiving training at the Ontario Police College in Aylmer and the Provincial Police Academy at General Headquarters in Orillia.

The first OPP municipal policing contract was established on June 1, 1945. This marked the beginning of a municipal contracting experience that spans 59 years.

In 1974, women joined the uniformed ranks of the OPP as constables. By the mid-1980s, the OPP emerged as the third largest, deployed force in North America, with more than 5,400 uniform and civilian personnel.

### Service innovations meet changing needs

The first snow vehicles used for police duties were introduced by the OPP in 1956. In 1957, the OPP purchased special underwater breathing equipment to initiate underwater search and recovery operations. A Teletype service connected General Headquarters with most OPP locations for the first time in 1957. In 1958, OPP Anti-Rackets was established within the Criminal Investigation Branch to combat province-wide fraud and other related offences. That same year, the OPP Association was formed.

In 1965, the OPP established the first Canine Unit to enhance search and rescue operations throughout Ontario. In 1972, the OPP Explosives Disposal Unit was formally initiated. In 1974, the OPP Helicopter Unit was formed to support field officers and to help in search and rescue operations. In 1975, the Tactics and Rescue Unit was created to support the regular Force in exceptional circumstances. Complementing the OPP specialized services are the Emergency Response Teams formed in 1992.

In 1996, the OPP completed a major restructuring, designed to streamline the organization and improve communication and local input from community partners. Today the OPP serves the people of Ontario from six regional headquarters and OPP General Headquarters located in Orillia.

The OPP provides direct policing services to more than 2.3 million people (3.3 million in summer) 24 hours a day, seven days a week, with over 993,000 sq. km of land and 174,000 sq. km of Ontario waterways policed. The OPP is responsible for policing those parts of Ontario not policed by a municipal or regional policing service, and additionally provides policing services to 117 municipalities under contract.

Appropriate policing and/or support services are also provided to Ontario's First Nations communities in partnership with the First Nations and the Federal Government.

The OPP is dedicated to providing community policing throughout the province in an unshakable commitment to serving the people of Ontario.

"The dealings with the OPP Contract Policing Bureau were a positive and professional experience."

George Farkouth, Mayor, City of Elliot Lake

Today, the OPP is the main provider of contracted policing services in Ontario. Accountability and partnership are the hallmarks of this long history of local service.

### FOR INFORMATION

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# Contracts Tailored To The Community

A municipality may explore the benefits of contracting with the OPP by requesting a proposal for the provision of police services. Such proposals are specifically tailored by the OPP to meet the needs of the community.

Municipalities currently policed by a police service other than the OPP may request a cost proposal from the Ministry of Community Safety and Correctional Services. Initially, resolutions from both the municipal council and the police services board were required. Upon implementation of Bill 105, on January 1, 1998, only a resolution of council is needed.

For those municipalities served by the OPP without a contract, a council resolution sent directly to the local OPP detachment commander or to the OPP Contract Policing Bureau, is all that is required to start the contracting process.

In order to develop client focused proposals, tailored to meet the needs of the community, the OPP relies on two important components: community consultations and workload analysis.

“The community consultation process is a crucial component in

developing cost proposals,” says Superintendent Chris Wyatt, Bureau Commander, OPP Contract Policing Bureau.

“Our staff interview elected representatives, police services board members, municipal officials, community policing committees, community groups and citizens including seniors and youth. This process is key to ensuring that the OPP proposal addresses the community’s specific service delivery needs,” he said.

The workload analysis component is used to assess the appropriate staffing levels, equipment and support services required to ensure an adequate and effective service.

If requested, the OPP will outline different options for service in a cost proposal. Some items considered include:

- stand alone service vs. integrated police service using OPP resources that may already exist in the community;
- using existing police facilities or integrating facilities with neighbouring OPP detachments;
- establishing extended services or storefront offices;

- dedicating supervision and clerical duties vs. sharing with an OPP detachment;
- establishing the hours of operation of the OPP detachment, from 8 hours a day Monday to Friday to 24 hours a day, or seven days a week;
- enhancing community services programs, foot patrols, proactive patrols and traffic enforcement;
- providing by-law enforcement, and utilizing OPP Auxiliary officers to supplement uniform officers.

When the OPP is chosen to provide a community’s policing services, employment is offered to all serving police officers of the municipality. Where civilian positions are required in the proposal, the OPP first offers employment to municipal police civilian employees.

Costing proposals are prepared at no charge, and the municipality passes a bylaw when they accept the conditions therein. The OPP contract, which has a five year term, specifies the annual estimated cost for policing services.

Municipalities are billed monthly. At year end, actual costs are calculated and any adjustments are made in the first quarter of the next year. A contract can be renegotiated or terminated

with one year’s notice.

“Except for some employees of the former Elliot Lake Police Service who took early retirement, every other person has found work with the OPP in some capacity, either locally or elsewhere within the organization.”  
George Farkouth, Mayor, City of Elliot Lake.

“I can’t say enough about the absolute professionalism of everyone in our detachment from top to bottom. When we made the change from a town police force to OPP there were apprehensions about everything from cost to performance. Not only were these shown to be unfounded but we have saved dollars and obtained a much superior service for our town. Everyone who has the option should go the way of the OPP.”  
Bill Enouy, Mayor, Town of Kirkland Lake.

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## Accountable To Each Community It Serves

If a municipality chooses to contract with the OPP for police services, does the community lose control of its police service?

Definitely not. The OPP has a long tradition of providing police services to municipalities throughout Ontario.

When a municipality elects to receive police services from the OPP under contract, the OPP commits dedicated resources to that municipality.

But that commitment goes beyond just officers and equipment. It includes a detachment commander who is sensitive to the community's needs and an organization that is committed to being accountable at the local level.

It has always been OPP policy and practice to be accountable to the communities it serves. The *Police Services Act* makes it a legislated requirement. The detachment commander and the Police Services Board (PSB) in OPP contract locations must work together to effectively manage the police service. The Act requires that the objectives and priorities for the delivery of the police service be set by the PSB, after consultation with the detachment commander.

"I am very proud of our working relationship with the OPP Detachment Commander and members of the Stormont, Dundas and Glengarry Detachment and pleased with the way everything has been handled."

Ron MacDonnell, Chair of the Stormont, Dundas and Glengarry Police Services Board.

Town of Collingwood's experience in transition from municipal to policing by the OPP was seamless and the outcome positive. The OPP are responsive in dealing with municipal needs in a timely fashion. The OPP is an option municipalities should consider when reviewing their policing requirements."

Gordon Norris, Clerk/Secretary, Town of Collingwood Police Service Board

The legislation also strengthens the relationship between the detachment commander and the PSB. It stipulates that the Board must participate in the selection of the detachment commander and monitor his or her performance.

"Accountability to the communities beyond law enforcement excellence."

Brenda Lackey, Trent Hills Police Service Board

"The Police Services Board forms a very substantial part of our community, working hand in hand with the OPP, Council and other related committees such as Rural Watch and Community Policing to make our Municipality a superior place to live!"

Narry McCarthy, Mayor, Township of Bonfield

### The OPP commitment

Our commitment to the community includes a detachment commander who is sensitive to the community's needs and an organization committed to being accountable at the local level.

"Council is in receipt of the statistics for various offences that have occurred in South Frontenac over the past year and we see that the number of crimes has dropped significantly. We credit this success to the fine service that you and your fellow officers are providing to South Frontenac Township, and it appears that the programs that you have been instituting in cooperation with the Police Services Board are paying off."

Phil Leonard, Mayor, Township of South Frontenac

"I am proud to say that our municipality has just entered into its second five-year contract with the OPP. Their services have been exemplary, and we have been able to tailor our policing service to our community's needs through the Police Services Board. Many of our OPP officers live within our community, and they have volunteered countless hours towards community programs. We would not hesitate to recommend the OPP as the police service of choice."

Tom Walsh, Mayor, Township of Adjala-Tosorontio

"Since the inception of the Chippewa's of Mnjikaning First Nation Police Service in June 1996, we feel the time and effort that has been put forth by the OPP has been both professional and accommodating to the needs of our fast growing community. Our OPP Detachment Commander is in a very unique position, leading and training our police officers to be the "best" and to accomplish our community vision of being self administered".

Mnjikaning Police Services Board

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## Benefits That Go Beyond The Bottom Line

More and more, municipalities are recognizing that the benefits of an OPP contract go beyond cost considerations.

The shared infrastructure of the OPP broadens local access to resources, expertise, solutions, training and management services. It offers expanded purchasing power and does so without restricting a municipality's overall financial control of its policing costs.

Shared services are made available through OPP general and regional headquarters. They include human resources management, such as recruitment, staffing and training, police management and labour relations, as well as access to technology, mobile communications, research and development.

"The OPP has taken some of the weight off the board... There are no negotiations to worry about. We have found the OPP to be very cooperative about anything of concern to the community."

Jack Fullarton, Chair, Kincardine Police Services Board

This infrastructure support is an important element of OPP service, and complements the local delivery of front-line services.

The attributes of an OPP contract translate into significant benefits for a municipal council. For example:

- Single point of police leadership, through the detachment commander.
- Single point of legislated accountability of the detachment commander to the Police Services Board as required by the Police Services Act.
- Ability to participate meaningfully in the selection of the community's police leader.
- Assurance of the adequacy of the police service.
- Dedication to resolving community issues through local involvement and community policing advisory committees.
- Service at a defined cost.
- Support of OPP neighbouring detachments, regional and general headquarters to meet unusual and unexpected events, whenever required.
- Access to a comprehensive infrastructure, e.g. radios, telecommunications, etc.

- Seamless access to specialized services, e.g. search and rescue, canine and helicopter units, and criminal investigation specialists.
- Program support, e.g. coordination of RIDE units and community policing initiatives.
- Research and development into technologies and techniques of policing.
- Fleet management services.
- Bulk purchasing of uniforms and equipment.

With an OPP contract, the community no longer faces the issues and the significant time and costs involved in recruitment, human resources and benefits management, negotiations and payroll for police personnel.

The OPP assumes responsibility for training of police personnel, development of policy and procedures, legal services for the police service operation, day-to-day management of personnel, infrastructure and administration, and litigation issues involving police service members.

The community is no longer required to develop complex protocols for specialized services not available within the local police service, and it no longer needs to devote significant time and

resources to police capital planning, financing and management.

Police facility maintenance and management are negotiable. The detachment commander and the OPP assume responsibility for complaint investigations.

What does it all mean? Community leaders can spend their time and energy working with their police service on the real issues affecting their community and its people.

"We are very fortunate to have access to the abundant resources of the OPP which is a perfect fit for our area with the specialty services such as the marine unit, snow machine patrol, aircraft services, First Nations Policing, motorcycle availability, Drug Enforcement Unit and Anti-Biker Unit. These services all provide a perfect blend to our diverse area where the population swells from 17,000 to 100,000 during the summer."

David Canfield, Mayor, City of Kenora

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### CIVILIAN GOVERNANCE IS THERE A DIFFERENCE ?

This chart shows a comparison of the legislated control a Police Services Board has over an Ontario Provincial Police municipal contract police service and a municipal police service.

MUNICIPAL CONTROL	OPP POLICE SERVICE	OTHER POLICE SERVICE
1. Objectives and priorities for delivery of police services within the municipality.	Determined after consultation with the detachment commander - 10(9)(b) <u>Police Services Act</u> (PSA)	Determined after consultation with the chief of police - 31(1)(b) PSA
2. Policy for the effective management of the police force.	Local policy established after consultation with the detachment commander - 10(9)(c) PSA	Establish policies for the effective management of the police force - 31(1)(c) PSA, usually in consultation with the chief of police
3. Selection of the detachment commander/chief of police.	Participate in the selection of the detachment commander - 10(9)(a) PSA	Recruit and appoint the chief of police and deputies - 31(1)(d) PSA
4. Evaluation of the detachment commander/chief of police.	Monitor the performance of the detachment commander - 10(9)(d) PSA	Direct & monitor the performance of the chief of police - 31(1)(e) PSA
5. Maintenance of a complaints system :	Review the detachment commander's administration of the complaint system and receive regular reports - 10(9)(f) PSA OPP has guidelines for dealing with complaints under part V.	Establish guidelines for dealing with complaints under Part V - 31(1)(i) PSA Review the chief of police's administration of the complaint system and receive regular reports - 31(1)(j) PSA
6. Appoint the members of the force:	All hiring costs are covered under the agreement with the OPP, members are selected using the criteria of 43(1) PSA	Board appoints members upon the recommendation of the chief of police. The force must advertise, test and screen candidates using the criteria of 43(1) PSA
7. Indemnification of members for legal costs:	All indemnification costs are covered under the agreement with the OPP, in compliance with 50(5)&(6) PSA	The Board sets guidelines and funds legal costs under an agreement with the local police association, in compliance with 50(2)&(3) PSA
8. Monitor secondary activities of the police force members:	The detachment commander is required to provide regular reports on disclosures & decisions made on secondary activities - 10(9)(e) PSA	The chief of police is required to provide regular reports on disclosures & decisions made on secondary activities - 31(1)(g) PSA

"The move from a Town force to an OPP contract in 1996 has provided us access to a wide range of resources and technology that we could never have afforded in the past. Strong, positive relationships and exceptional communication structures are in place between the OPP and the Town. This culture of cooperation and respect through Council, the Police Services Board and at the staff level plays a huge part in the ongoing success of the contract. OPP enforcement at the Central North Correctional Centre since it began operating in 2001 has helped to minimize public safety and security concerns."

Mayor Anita Dubeau,  
Town of Penetanguishene

"The OPP can respond to any emergency situation with personnel who are trained to handle a full range of policing issues."

William Finley, Mayor,  
Township of Alnwick  
Haldimand

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