

**AUGUSTA TOWNSHIP
SPECIAL COUNCIL MEETING
June 15, 2021 at 3:00 P.M.**

- A. Call to Order
- B. Approval of Agenda
- C. Disclosure of Interest and Nature Thereof
- D. Grenville County OPP Detachment Board Proposal
- E. Adjournment

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June 15, 2021 at 3:00 P.M.**

REPORT NUMBER: 2021-057

REPORT TO COUNCIL: June 15, 2021

RE: Grenville County OPP Detachment Board Proposal

AUTHOR: Bryan Brown, CAO

RECOMMENDATION:

That Council endorse the joint submission of the Grenville County Detachment Board proposal to the Solicitor General of Ontario on or before June 28, 2021 and direct staff to work with partnering board municipalities to develop terms of reference for the board.

PURPOSE:

To receive approval to jointly submit the Grenville County Detachment Board proposal, with partnering municipalities, (North Grenville, Edwardsburgh Cardinal, Merrickville and Prescott) to the Solicitor General on or before June 28, 2021 and direct staff to work with the partnering board municipalities to develop terms of reference for the board

BACKGROUND:

The following information is provided from the background summary of the attached proposal.

In 2019, the Ontario Legislature passed Bill 68, the *Comprehensive Ontario Police Services Act*, which made some significant changes to two key priorities – improving governance and providing some allowance for the role that civilians play in delivering public safety and security.

On March 18, 2021, Solicitor General Sylvia Jones issued a letter to the heads of municipal councils (see copy attached) across the Province advising of the new OPP detachment board framework (see copy attached) and the process to submit a formal proposal to establish detachment boards that best reflect community and local needs.

On April 21, 2021, the Mayor of the Municipality of North Grenville, Nancy Peckford, hosted a meeting with the Mayors of the other partner municipalities that currently comprise the Grenville County OPP Detachment. Representatives from the existing Police Services Boards of the respective municipalities were also in attendance. At this meeting, the parties reached a consensus with respect to the proposed configuration for the new OPP Detachment Board. Specifically, it was agreed that a model incorporating the following 3 detachment boards will best reflect the community and local needs of the member municipalities:

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1. North Grenville
2. Prescott
3. Augusta, Merrickville-Wolford & Edwardsburgh-Cardinal

The partner municipalities have determined that a three-detachment board model is the best model to extend governance to the respective communities based on the unique and individual concerns and priorities of each. The justification for the division of the proposed boards is based upon the geography and population/demographics of each of the municipalities, along with the differences between call volumes and subject matter of calls attributable to each of the municipalities.

The division of the Grenville Detachment into three distinct detachment boards will allow for better identification and definition of key priorities and their drivers, resulting in more effective policing responsive to the unique concerns of each municipality. With a more defined and targeted approach, public consultation should result in a rational outcome to defining community satisfaction with police services and implementing community feedback to assist with the provision of adequate and effective policing services.

We are pleased to be given the opportunity to submit this joint proposal (see copy attached) to the provincial government setting out our proposed respective board boundaries and the size and composition of the respective boards.

Next steps include supporting and jointly submitting the proposal followed by the partnering board municipalities developing terms of reference for the board structure. Terms of reference would include but not limited to administration and communication support, contact information and cost sharing.

POLICY IMPLICATIONS:

Our proposal is required to be submitted to the Solicitor General on or before June 28, 2021 for consideration and approval. However, if a proposal does not meet the minimum requirements set by the Ministry or a proposal is not submitted, and/or if a detachment is unable to come to a consensus, the Ministry will determine the composition of the detachment board(s).

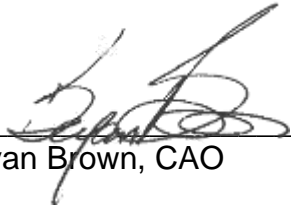
FINANCIAL CONSIDERATIONS:

No financial costs associated with submitting the proposal. There will be costs associated with operating a board and these costs will be better defined once the terms of reference are developed.

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CONSULTATION:

Working group of CAOs from:
Merrickville Woford
Edwardsburgh Cardinal
North Grenville
Prescott



Bryan Brown, CAO

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Grenville County Detachment Board Proposal

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1. North Grenville
2. Prescott
3. Augusta, Merrickville-Wolford & Edwardsburgh-Cardinal

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Introduction

Current Framework

In the United Counties of Leeds and Grenville, the City of Brockville and the Town of Gananoque each maintain their own police force. Police services in the remainder of the communities in the Counties are provided by the OPP, either through the Leeds Detachment or the Grenville Detachment.

The current Grenville Detachment is comprised of 5 municipalities: the Municipality of North Grenville, Augusta Township, Edwardsburgh-Cardinal Township, the Village of Merrickville-Wolford, and the Town of Prescott.

Each of these municipalities is sufficiently different from the other and each has distinctly different priorities, objectives, and challenges in the delivery of policing services.

Each of the Municipality of North Grenville, Augusta Township, the Village of Merrickville-Wolford, and the Town of Prescott have established police service boards.

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Recent legislation will replace the current Police Services Board model with Ontario Provincial Police Detachment Boards

The Province passed the *Ontario Comprehensive Police Services Act* which, in turn, established the *Community Safety and Policing Act, 2019*. This Act, once in force, will repeal the *Police Services Act* and consequently the police service boards established under that Act.

To replace these police service boards, the Act requires that a minimum of one OPP detachment board be established for each OPP detachment.

The OPP detachment boards are intended to provide civilian governance to each of the 326 municipalities and 43 First Nations that receive OPP services and to ensure that these stakeholders' local needs, priorities and perspectives are represented in the delivery of police services. Accordingly, the Province has left it to these municipalities and First Nations to propose the composition of the OPP detachment board that will best meet their respective needs. The number and composition of each board, once approved, will be enacted by regulation. These regulations are expected to be enacted by Fall, 2021.

The municipalities within an OPP detachment are required to submit a single, joint proposal outlining the number of boards within the detachment area and the composition of the membership of the detachment board, including the number of community representatives and Provincial appointees. It is not necessary for the proposal to identify individuals to act as members.

If a proposal is not submitted, or if the proposal submitted does not meet minimum requirements, the Ministry will determine that board framework for the detachment area.

The Municipalities within the Grenville Detachment propose a 3 Detachment Board Model under the *Community Safety Policing Act, 2019*

The municipalities served by the Grenville Detachment propose that the following 3 detachment boards be established:

- Two boards to serve each of North Grenville and Prescott respectively; and
- A combined board to collectively serve Augusta Township, Edwardsburgh-Cardinal Township, and the Village of Merrickville-Wolford.

The composition of the Board in Prescott would be comprised of 5 members -the Mayor, a Council representative, 1 community representatives and 2 provincial representatives.

North Grenville would be comprised of 7 members -the Mayor, a Council representative, 3 community representatives and 2 provincial representatives.

The composition of the Board serving Augusta Township, Edwardsburgh-Cardinal Township, and the Village of Merrickville -Wolford would be comprised of 7 members

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based on the desire for equal community representation for each of the municipality members.



The division of the Grenville Detachment into three distinct detachment boards will allow for better identification and definition of key community concerns and priorities regarding the delivery of policing services within the respective municipalities, resulting in more responsive and effective policing.

The following factors support this 3-detachment board model:

1. Geography

The locations of the municipalities are sufficiently far apart from each other to justify a separate board for each.

Specifically, North Grenville and Prescott are situated at opposite ends of the current detachment and are approximately 36 kilometres apart necessitating separate detachment boards. Augusta, Edwardsburgh-Cardinal and the village of Merrickville-

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Wolford are closer in proximity to each other and can be serviced by a single detachment board.

2. Variations in population

The nature and character of the population of each of the municipalities is significantly different.

Prescott is a constrained, more densely populated municipality that is currently experiencing limited growth. Prescott lies immediately along the St. Lawrence River within which the border between Canada and the United States lies. Similarly, and parallel to the St. Lawrence River, Highway 401 also constrains Prescott's growth and development. Accordingly, Prescott contains a land area of only 4.93 square kilometres and a population density of 856.2 persons per square kilometre. Prescott's population declined by 1.4% during the period of 2011 to 2016.

In contrast, North Grenville's population is rapidly growing and expanding. North Grenville has experienced significant population growth of 9.1% from 2011 to 2016 and has been identified as one of the fastest growing municipalities in Eastern Ontario. However, unlike Prescott, North Grenville's population is distributed over 352.18 square kilometres, with the result that while North Grenville is more populous, its population density of 46.7 persons per square kilometre is significantly less than that of Prescott.

Once constructed, the new Eastern Ontario Correctional Facility will be located in North Grenville, adding to population diversity within the community and resulting in unique demands compared to the other municipalities.

Augusta Township, Edwardsburgh-Cardinal Township, and the Village of Merrickville - Wolford are rural municipalities having a combined population of 17,513 spread over 840.46 square kilometres averaging 20.83 people per square kilometre. The rural municipalities are located within a significantly larger, but far less densely populated area.

3. Service demands

The differing character of each of the municipalities is reflected, in part, in the differing nature of calls for service.

North Grenville, being more populous, had significantly more demands for service than Prescott. Further, North Grenville has a particular focus on traffic related calls for service.

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For example, below is the four-year average (2015-2018) of calls for service for North Grenville:

Drug Possession	25
Drugs	8
Operational	845
Operational 2	541
Other Criminal Code violations	49
Property Crime Violations	315
Statutes and Acts	122
Traffic	291
Violent Criminal Code	95
Total:	2290

Prescott is also located next to Highway 401, one of the busiest highways in the country.

Prescott is located 5km from an international border crossing and will have policing related concerns specific to that crossing that are not otherwise addressed by the Canada Border Services Agency.

For example, below is the four-year average (2015-2018) of calls for service for Prescott:

Drug Possession	15
Drugs	3
Operational	683
Operational 2	268
Other Criminal Code violations	52
Property Crime Violations	197
Statutes and Acts	115
Traffic	78
Violent Criminal Code	106
Total:	1516

The rural municipalities of Augusta Township, Edwardsburgh-Cardinal Township, and the Village of Merrickville -Wolford have concerns related to a dearth of social services and response times due to the size of the geographic area to be covered.

For example, below are the itemized 2019 calls for service for each of Augusta Township, Edwardsburgh-Cardinal Township, and the Village of Merrickville -Wolford:

	Augusta	Edwardsburgh/ Cardinal	Merrickville/ Wolford	Total
Drug Possession	4	7	0	11

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Drugs	3	3	0	6
Operational	259	408	120	787
Operational 2	298	491	127	916
Other Criminal Code violations	18	28	11	57
Property Crime Violations	109	144	37	290
Statutes and Acts	55	60	12	127
Traffic	115	93	50	258
Violent Criminal Code	35	66	21	122
Total:	896	1300	378	2574

Background Details

North Grenville

- **Population:** 16,451
- **Composition of current PSB:** 5 members - 2 members of Council (Mayor and 1 Councillor), 2 Provincial appointees, and 1 Council Appointee
- **Term of current contract with OPP** (plus any service level enhancements) including any special service funding such as Ride programs etc. that would run the length of the contract: Current OPP Contract effective January 1, 2021 subject to a 3-year term. There are currently no contract enhancements.
- **Operating costs associated with PSB:** \$20,000 including honorariums, conferences, cost of professional memberships, and various PSB initiatives including funding bursaries to the local high schools and the youth centre, and funding local initiatives related to the reduction of crime.

Prescott

- **Population:** 4,222
- **Composition of current PSB:** 5 members -2 members of Council (Mayor and 1 Councillor), 2 Provincial appointees, and 1 Council Appointee
- **Term of current contract with OPP** (plus any service level enhancements) including any special service funding such as Ride programs etc. that would run the length of the contract: Current OPP Contract renewed January 1, 2020 and will conclude at the earlier of December 31, 2024 or the date that the Community Safety and Policing Act, 2019 comes into force. CSP Grant \$22,500 per year 2019/2020, 2020/2021, 2021/2022, RIDE 2020-2021 \$8,715.00, RIDE 2021-2022 \$8,698.00.

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- **Operating costs associated with PSB:** \$9,150 includes honorariums (all 5 members), memberships fees, annual bursary support for SGDHS, and other amounts.

Merrickville-Wolford

- **Population:** 3,067
- **Composition of current PSB:** 3 members - the Mayor, 1 Provincial appointee, and 1 Council appointee
- **Term of current contract with OPP** (plus any service level enhancements) including any special service funding such as Ride programs etc., that would run the length of the contract: The current contract will expire on December 31, 2021. RIDE Grant Program funding Year 1 - 2020-2021 in the amount of \$6,536.00 on a one-time basis for the period from April 1, 2020 to March 31, 2021; and Funding Year 2 - 2021-2022 in the amount of \$6,524.00 on a one-time basis for the period from April 1, 2021 to March 31, 2022.
- **Operating costs associated with PSB:** \$8,994.39

Augusta

- **Population:** 7353
- **Composition of current PSB:** 3 members - the Mayor, 1 Provincial appointee, and 1 Council appointee. Currently Provincial appointee and local appointee positions are vacant.
- **Term of current contract with OPP** (plus any service level enhancements) including any special service funding such as Ride programs etc. that would run the length of the contract: January 1, 2019 to December 31, 2022, with annual RIDE program separately funded, at approximately \$7,000 per year.
- **Operating costs associated with PSB:** No fixed annual budget

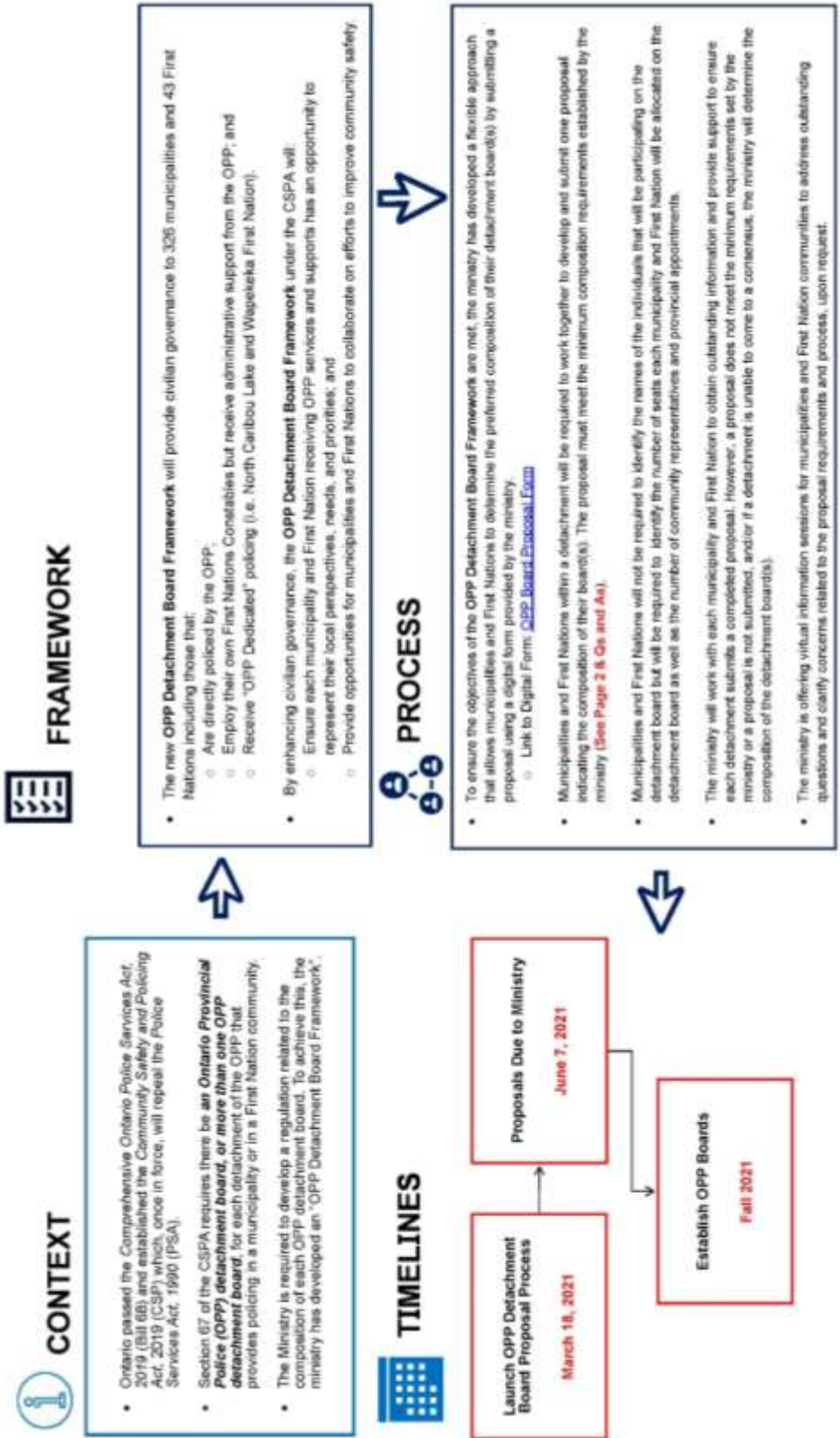
Edwardsburgh/Cardinal

- **Population:** 7100
- **Composition of current PSB:** N/A
- **Term of current contract with OPP** (plus any service level enhancements) including any special service funding such as Ride programs etc., that would run the length of the contract - annually (no current term): no special enhancements
- **Operating costs associated with PSB:** N/A

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FACT SHEET

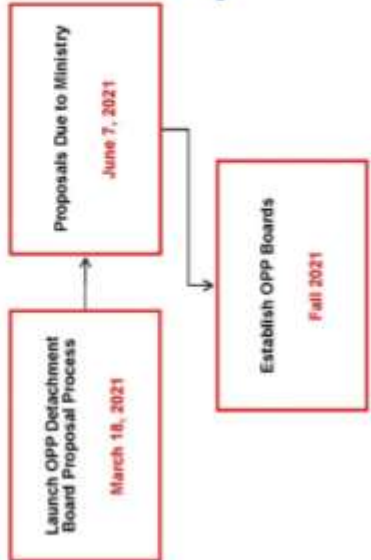
OPP DETACHMENT BOARD PROPOSAL PROCESS



CONTEXT

- Ontario passed the Comprehensive Ontario Police Services Act, 2019 (B3 Bill) and established the Community Safety and Policing Act, 2019 (CSP) which, once in force, will repeal the Police Services Act, 1990 (PSA).
- Section 67 of the CSP requires there be an **Ontario Provincial Police (OPP) detachment board, or more than one OPP detachment board**, for each detachment of the OPP that provides policing in a municipality or in a First Nation community.
- The Ministry is required to develop a regulation related to the composition of each OPP detachment board. To achieve this, the ministry has developed an "OPP Detachment Board Framework".

TIMELINES



FRAMEWORK

- The new **OPP Detachment Board Framework** will provide civilian governance to 326 municipalities and 43 First Nations including those that:
 - Are directly policed by the OPP;
 - Employ their own First Nations Constables but receive administrative support from the OPP; and
 - Receive "Opp Dedicated" policing (i.e. North Caribou Lake and Waspekeka First Nation).
- By enhancing civilian governance, the **OPP Detachment Board Framework** under the CSP will:
 - Ensure each municipality and First Nation receiving OPP services and supports has an opportunity to represent their local perspectives, needs, and priorities; and
 - Provide opportunities for municipalities and First Nations to collaborate on efforts to improve community safety.

PROCESS

- To ensure the objectives of the **OPP Detachment Board Framework** are met, the ministry has developed a flexible approach that allows municipalities and First Nations to determine the preferred composition of their detachment board(s) by submitting a proposal using a digital form provided by the ministry.
 - Link to Digital Form: [OPP Board Proposal Form](#)
- Municipalities and First Nations within a detachment will be required to work together to develop and submit one proposal indicating the composition of their board(s). The proposal must meet the minimum composition requirements established by the ministry (See [Page 2 & C's and A's](#)).
- Municipalities and First Nations will not be required to identify the names of the individuals that will be participating on the detachment board but will be required to identify the number of seats each municipality and First Nation will be allocated on the detachment board as well as the number of community representatives and provincial appointments.
- The ministry will work with each municipality and First Nation to obtain outstanding information and provide support to ensure each detachment submits a completed proposal. However, a proposal does not meet the minimum requirements set by the ministry or a proposal is not submitted, and/or if a detachment is unable to come to a consensus, the ministry will determine the composition of the detachment board(s).
- The ministry is offering virtual information sessions for municipalities and First Nation communities to address outstanding questions and clarify concerns related to the proposal requirements and process, upon request.

Ministry of the Solicitor General

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Ontario

OPP DETACHMENT BOARD COMPOSITION REQUIREMENTS

MINIMUM REQUIREMENTS

Minimum Size	5 members
Maximum Size	None
Community Representatives	<p>20% Community Representation</p> <ul style="list-style-type: none"> Province to appoint community representative(s) if municipal council/board council fail to appoint representatives by joint resolution.
Provincial Appointments	20% Provincial Appointees



CONTACT INFORMATION

General Information/OPP Detachment Board Proposal Process	<p>Community Safety and Intergovernmental Policy Branch Joanna Reading (Joanna.Reading@ontario.ca)</p>
Civilian Governance Options for First Nations	<p>Indigenous Engagement Unit Ashley O'Connell (Ashley.OConnell@ontario.ca)</p>

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Solicitor General

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Solliciteur général

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132-2021-404
By email

March 18, 2021

Dear Heads of Council and First Nations Chiefs:

I am writing to provide you with an update on the new Ontario Provincial Police (OPP) detachment boards under the *Community Safety and Policing Act, 2019* (CSPA).

As you may remember, in February 2020, the Ministry of the Solicitor General conducted seven regional roundtable sessions across the province. Discussions at these sessions focused on new OPP-related regulatory requirements under the CSPA. Municipalities and First Nation communities receiving policing services from the OPP were invited to learn more about new OPP-related legislative and regulatory requirements and provide the ministry with feedback to inform the development of related regulatory proposals. In addition, we heard from many of you through various letters and engagement opportunities, including meetings with the Association of Municipalities of Ontario MOU Table and Rural Ontario Municipal Association about what you would like your new OPP detachment board to look like.

In response to your feedback, an OPP detachment board framework has been developed that we hope will provide municipalities and First Nation communities receiving direct and/or supplemental services from the OPP the flexibility to create a board that reflects your community and local needs.

Under this framework, municipalities and First Nation communities receiving direct and/or supplemental services from an OPP detachment are being asked to submit one proposal (per detachment) indicating the composition of their board and, if needed, a rationale for multiple boards and the composition of each additional board.

Municipalities and First Nations within a detachment are asked to work together to determine the composition of their board(s) as well as the manner in which they will submit their proposal to the ministry. For example, after determining the composition of the detachment board(s), municipalities and First Nations within a detachment area may select one municipality or First Nation to complete and submit the proposal.

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Dear Heads of Council and First Nations Chiefs
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Proposals must meet base requirements set by the ministry, which include a minimum number of five members per board and a requirement that each board should be composed of 20% community representatives and 20% provincial appointees. To that end, municipalities and First Nations are not required at this time to identify the names of the individuals that will be participating on the detachment board. Rather, you are only asked to identify the number of seats each municipality and First Nation will be allocated on the detachment board as well as the number of community representatives and provincial appointments.

To streamline and support the proposal process, the ministry has developed a digital form that can be accessed using the link included [here](#).

The ministry will work with municipalities and First Nations to obtain outstanding information/proposals and support you in submitting a completed proposal. If, however, a proposal still does not meet the minimum requirements, or a proposal is not submitted and/or if no consensus is reached on the composition of the board then the ministry will determine the composition of the detachment board.

Completed proposals are to be submitted to the ministry by **Monday, June 7, 2021**.

We recognize the significant implications that the current COVID-19 emergency has had on municipalities and First Nations across the province. To this end, in addition to the written supporting material attached here, we are also pleased to work with you directly through virtual information sessions.

If you have questions related to OPP detachment boards under the CSPA, please contact Sarah Caldwell, Director of Community Safety and Intergovernmental Policy, at sarah.caldwell@ontario.ca. If you have questions about the proposal process or would be interested in a virtual information session, please contact Joanna Reading, Senior Policy Advisor, at joanna.reading@ontario.ca

Sincerely,



Sylvia Jones
Solicitor General

Enclosures

c: Chief Administrative Officers

Municipal Clerks