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## **Official Report of Debates (Hansard)**

**Thursday 3 May 2001**

## **Journal des débats (Hansard)**

**Jeudi 3 mai 2001**

**Standing committee on  
public accounts**

Special Report,  
Provincial Auditor:  
Ontario Provincial Police

**Comité permanent des  
comptes publics**

Rapport spécial,  
Vérificateur provincial :  
Police provinciale  
de l'Ontario

Chair: John Gerretsen  
Clerk: Tonia Grannum

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ASSEMBLÉE LÉGISLATIVE DE L'ONTARIO

## STANDING COMMITTEE ON PUBLIC ACCOUNTS

## COMITÉ PERMANENT DES COMPTES PUBLICS

Thursday 3 May 2001

Jeudi 3 mai 2001

*The committee met at 1035 in committee room 1, following a closed session.*

### SPECIAL REPORT, PROVINCIAL AUDITOR MINISTRY OF THE SOLICITOR GENERAL

Consideration of chapter 4(3.12), Ontario Provincial Police.

**The Chair (Mr John Gerretsen):** I'd like to call the meeting to order. Welcome, Deputy and delegation. We look forward to your presentation of about 10 to 15 minutes. Perhaps you could identify yourself as you speak, and then I'll throw it open to questioning from the committee members.

**Ms Virginia West:** My name is Virginia West, and I'm the Deputy Solicitor General. Today we have with us Commissioner Gwen Boniface, who is the commissioner of the OPP, Deputy Commissioner Moe Pilon, Deputy Commissioner Vaughn Collins and Provincial Commander Gwen Strachan. We welcome the opportunity to attend with you this morning.

My presentation will be brief, and then I'll pass it over to Commissioner Boniface for her remarks prior to questions and comments.

I welcome the opportunity to update you on the Provincial Auditor's 1998 report and our response to the recommendations. First, perhaps I can provide you with some background on the ministry and the OPP.

The Ministry of the Solicitor General is responsible for overseeing law enforcement and public safety in Ontario. These diverse and complex responsibilities are administered by a number of highly specialized organizations within the ministry, including the Ontario Provincial Police.

I'm proud to lead an organization that is committed to ensuring that Ontario communities are safe, secure and prosperous and protected by a modern, effective and accessible justice system. Not only must our communities be safe, they must feel safe to the people who live within them. The direct protection of our communities through effective law enforcement, investigative excellence, emergency preparedness and fire services is a fundamental priority for the ministry. The policing services division, the Ontario Provincial Police public safety division, Emergency Measures Ontario and the office of the fire marshal provide these protective services.

The Ontario Provincial Police mandate is unique among Ontario police services in that it includes municipal, First Nations and provincial responsibilities. The diverse services provided by the OPP include provincial park policing; criminal investigations; emergency assistance; and highway, waterway and snowmobile patrols.

We're hoping to provide to you this morning a copy of OPP Quick Facts that we've distributed, which shows you that the OPP is one of North America's largest deployed police services.

The OPP's jurisdiction covers an area of approximately 993,000 square kilometres and 174,000 square kilometres of Ontario's waterways, 49,000—or more than a third—of Canada's snow trails and 38,600 lane kilometres of provincial highway.

Over 5,000 uniformed members, 850 auxiliary officers and 1,600 civilian staff deliver policing services from 77 administrative detachment centres, six regional headquarters and general headquarters in Orillia.

Community safety is the foundation on which OPP policing service is planned and delivered throughout the province. Working in partnership with communities, the OPP is accountable for developing and delivering service that effectively addresses safety and security concerns.

Let me now pass the floor over to Commissioner Boniface for her remarks.

**Ms Gwen Boniface:** Good morning, committee members and Provincial Auditor.

Before I update you on our success in implementing the Provincial Auditor's recommendations, I'd like to take a moment to talk a little bit about how the OPP has changed since the auditor's report was completed.

The deputy ended her remarks with a statement about accountability and a partnership approach to service delivery. To that end, community policing is a fundamental principle under which the OPP delivers its service. Detachment commanders are not only accountable to the province, but directly to the communities they serve.

The changes in 1997 to the Police Services Act significantly altered the business accountability relationship for the OPP. In 1997 the OPP reported to 28 police service boards. Today the OPP's governing authorities include not just the Minister of the Solicitor General and the province, but also now 87 police boards and municipal councils who have contracted with the OPP for police service and another 276 communities that pay for OPP services without a contract.

In addition, as a result of the Police Services Act adequacy and effectiveness standards regulations, which I will speak more about later, 55 municipal police services have contracted with the OPP for highly specialized services. Presently, approximately 35% of the OPP's budget is provided from entities other than the provincial government.

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The community's level of satisfaction with our service is extremely important to us. We customize our services to meet individual needs of communities through continuous consultation with these local governing authorities, such as municipal councils, police service boards and community policing advisory committees.

We have consultation at the local level that drives us to ensure that our provincial service is truly community-oriented. And equally, it is consultation at the local level that helps us to evaluate the service we provide.

We are one of the first Ontario police services to directly survey the citizens of our community on the quality of our service delivery. The OPP's Policing for Results survey was designed to measure the level of community satisfaction with OPP services and to gather information on local public safety concerns.

Our business planning process enables the OPP to deliver those services effectively, efficiently and with accountability. It is within this context that the OPP operates.

Having said that, the Provincial Auditor made a number of recommendations. Specifically, the recommendations covered the following three broad areas: community policing, human resource management, and provincial revenues from municipal police services.

The Provincial Auditor made three specific recommendations related to community policing: firstly, that we fully implement the process developed for identifying and prioritizing police service to meet community service expectations; secondly, that we identify and disseminate best practices in community policing among our detachments; and thirdly, that we measure the effectiveness of community policing activities against established criteria.

The OPP has been a leader in fully operationalizing community policing in this province. This fact is supported through our business planning process. Specifically, we identify and set priorities through the development of local detachment and regional business plans. Performance measures and benchmarks are developed in concert with our communities. Our business planning process is the tool used to ensure that we are responsive to the community needs and expectations.

Our best-practices warehouse includes all of our successful community initiatives and includes national and international best practices on community policing. Our officers can access this warehouse to see what creative solutions worked in other communities and to apply those successes to their own communities.

Over the past two years, we have conducted a comprehensive customer satisfaction survey in 65 locations across the province. We sought responses to both local

and corporate issues, and the results overwhelmingly indicated the OPP communities are extremely satisfied with our service delivery. For example, the survey found that 78% of respondents were very satisfied with the OPP's efforts in working with the community to solve local problems. Fully 85% of the respondents indicated they feel safe or very safe in their communities.

The business planning process, enhanced by a best-practices warehouse, our customer satisfaction surveys and our ongoing reporting to community groups ensure that we are effective in identifying and meeting communities' public safety concerns.

On a second issue, the Provincial Auditor noted that the OPP should promote the appropriate use of overtime and monitor its use so that, if necessary, appropriate corrective action can be taken.

The use of overtime has changed in the past several years. There has been a decrease in the number of administrative overtime hours and an increase in the number of front-line policing patrol hours. Overtime hours have remained fairly constant at 440,000 hours per year. However, expenditures have increased as a result of the increasing size of the OPP, increasing costs of overtime due to subsequent collective agreements in both 1997 and in 2000 and, of course, major events such as the ice storm in eastern Ontario and the Organization of American States conference in Windsor. Overall, overtime expenditures as a percentage of total salary expenditures have not changed significantly.

OPP policy mandates that all overtime must be pre-approved, with the exception of emergency situations. In 95% of the instances where overtime is worked, it is pre-approved. In all cases, overtime is reviewed at the detachment and regional level on a monthly basis. These measures ensure that the overtime incurred is appropriate and monitored to allow corrective action to be taken, if necessary. Of our total overtime expenditures, approximately \$7.4 million, or almost 30% of overtime expended, was recovered from municipalities and returned to the government as revenue.

On the issue of differential response, in 1998 the Provincial Auditor recommended that the Ontario Provincial Police should determine and implement the mechanisms necessary to ensure that the differential response unit program is fully utilized. Differential response was developed to provide for a more efficient direction of resources toward occurrences of priority and importance. The procedure creates the option of controlling initial or immediate response to selected minor occurrences such as theft under \$5,000, theft from vehicles and lost or found property. If callers agree there is no need for an immediate response, the procedure provides a method of organized follow-up when required.

The mandate of the differential response program was to develop a program that focused on the principles of community policing, recognizing the geographical, cultural and social diversity of the communities we serve.

In response to changes in the Police Services Act and the need for increased accountability to the communities

we police, and in keeping with our community policing philosophy, detachment commanders consult with their local police services board and their community policing advisory committees before implementing differential response at the local detachment level. Communities determine whether or not they will utilize DRU. Many of our communities have expressed a desire to see police attend every call.

OPP detachments in high-density urban areas use differential response more widely than those in the more rural areas of the province. A number of OPP detachments have implemented formal differential response units after consultation with the local police service board and/or the community policing advisory committees. Haldimand-Norfolk, for instance, a contract detachment in western Ontario, manages approximately 10% of all calls for service through differential response. In contrast, the police service board for the OPP's Caledon contract has directed that the OPP attend all calls for service. In the greater Toronto region, collision reporting centres, a variation of the differential response, process approximately 80% of all traffic collisions through the collision reporting centre.

Usage of differential response is much less formalized in northern and rural Ontario, and in these areas fewer detachments have set up formal differential response units. This having been said, detachments in these communities regularly use a natural selection process. For example, a detachment commander in a remote northern location would not expect an officer to drive 100 kilometres to investigate a stolen bicycle. A decision may be made to handle such a call over the phone through informal differential response, and always with the agreement of the caller. Alternatively, the same detachment commander may choose to respond to lower-priority calls in order to provide increased visibility in the more remote communities.

OPP policy has been revised. New specialized services codes have been added to our daily activity reporting system to provide a mechanism for tracking all usage of differential response. This will ensure measures will be available to municipalities should they choose to use differential response.

Turning to municipal policing, the auditors also reviewed the OPP's systems for billing municipalities for police services. They've had assurances that costs of providing services to municipalities are appropriately recovered. They made two system recommendations: first, that we ensure that our systems are adjusted to collect more detailed information to identify costs for recovery and, second, that we work with the ministry to establish adequate systems and procedures to more effectively bill and collect costs associated with the delivery of police services to municipalities.

The auditors recognized that recent amendments to the Police Services Act created an environment of significant change and that it would take time to develop these effective processes.

As I previously noted, over the past three years the OPP has grown from providing services under contract in 28 communities to 87 communities under contract at present. Today, with municipal restructuring, we efficiently manage a complex process of billing and collecting revenues from some 276 communities.

In response to the auditor's recommendation that we ensure the costs of providing services to municipalities are appropriately recovered, we have upgraded our daily activity reporting system. The changes to this system are helping to more accurately identify, capture and track municipal and provincial workloads. The daily activity reporting system provides the primary basis for our methodology.

#### 1050

The OPP has also made several adjustments to the reporting and billing systems it uses in consultation with the Ministry of Finance in order to foster better cost recovery and to improve reporting of costs to the local municipalities and the government.

Better data collection as well as improved costing systems have enabled the OPP to estimate, reconcile and collect the costs of municipal policing.

Finally, in the area of staff deployment, the auditor recommended that we review our current staff scheduling practices and revise them as necessary to ensure that officer hours worked are efficiently matched to the service requirements of the communities involved.

This brings us back full circle to where we began today: the OPP's accountability and responsiveness to community service delivery. Recognizing this is critical, the OPP and Ontario Provincial Police Association worked together to develop a shift scheduling manual. This manual was signed by myself and OPPA president Brian Adkin in September 2000. We worked with the OPPA to ensure that we not only met the needs of our community but that we were responsive to the impact of various shift schedules on the lives of our staff.

This manual facilitates negotiations to change schedules so that detachment commanders can more effectively deploy staff. The manual clearly stresses the need to ensure that officers' hours are effectively matched to the service requirements of communities. It was distributed in November, posted on the OPP Intranet and included in our police orders. This year, as part of our ongoing detachment self-audits, we will be spot-auditing detachments to verify the use of this tool.

In closing, I trust I have covered the concerns of the auditor. We welcome any questions from the committee.

**The Chair:** We'll have 20 minutes each for questioning, and there may be a subsequent round after that of two or three minutes for follow-up questions. We will start with the official opposition.

**Mr Dave Levac (Brant):** I appreciate the opportunity. Welcome, and thank you very much for your work. Good to see you again, Commissioner. I have some general questions and then I want to get into some detail.

When you make statements like "one of the first police forces" and "one of the largest police forces,"

could you identify the number of police forces we have in the province?

**Ms Boniface:** There are 68, I believe.

**Mr Levac:** In terms of the 68, they're represented by how many groups in terms of the associations?

**Ms West:** My understanding is that for each of the police services they have their own association. There is also the umbrella association, the Police Association of Ontario.

**Mr Levac:** Right. When you use terms like "one of the first" or "one of the largest," are we speaking of the umbrella or are we speaking of the individual association?

**Ms Boniface:** When I spoke about one of the first, I was referring to the OPP as an organization.

**Mr Levac:** Right. So then the other two umbrellas would be the ones you're comparing them to? Toronto Metro and—

**Ms Boniface:** No, sorry. The deployed organization would be the RCMP. So I'm comparing them to organizations that have deployment, that are broader and not contained within a municipality or a region.

**Mr Levac:** Very good. There's a differential between what you said and what I was understanding.

From your presentation generally, I get the impression that you have either worked on or disagreed with the auditor in his assumption of some of the facts. Can you clarify which areas you believe that you've worked on since that and said, "Yes, maybe you've identified some areas in which we need to work," or "No, you're wrong."

**Ms Boniface:** In fact, I believe we agreed with the auditor in all of the things I spoke to. We have progressed significantly on the issue of municipal policing. As well, on the overtime management we have put the systems in place that he recommended in overtime by moving to detachment review and regional review for those on a monthly basis. On the differential response, I only clarified in the context of our reporting relationship to our local police services board and our need to consult on implementation of those. As I said, we are tracking the differential response approach and will be monitoring with the police services boards and having that information available to them.

**Mr Levac:** Are there any forces that are not under authority of a police service?

**Ms West:** Sorry. Under the authority of the Police Services Act?

**Mr Levac:** Under the police services boards in municipalities. Are there any that are not under the direction of a police services board?

**Ms West:** The municipal police services are all under the direction of a police services board. The OPP, as dealing with both provincial policing and municipal policing, also are responsible to boards, but they are, under section 10—

**Ms Boniface:** Maybe I can clarify. Under the Police Services Act, section 10 dictates that if you have a contract with the OPP, you must establish a police service board. When I referred to the 86 police services boards,

for instance, in Brant county there would be a police service board for Brant county. The detachment commander would report to that board as well. So there are 86 of those parallel situations around the province for the OPP bigger structure.

**Mr Levac:** When I heard that, again, I was thinking that there was an opportunity for there not to be a police service board the way I heard it. So obviously I misheard the comment.

You said you had a 78% approval rate from the surveys that you're doing in terms of community satisfaction. Are there any factors you believe would accommodate that other than the service that's being provided presently or the changes of services that have been provided by the OPP in the past as opposed to the present?

**Ms Boniface:** I think the important point is, that's the first time we've done the formal survey. What we intend to do with the figures—for instance, 78% on problem-solving approach is really unique to community policing. So we are measuring that piece in terms of problem-solving, using those for the benchmarks. We will come in every two years comparing those. Our hope, of course, is that we would improve in terms of both understanding in the community on the issue but also in our service to the community in that respect. That dealt specifically with the issue of working with the community particularly to solve specific problems.

**Mr Levac:** Thank you. That's important to note for a benchmark for the following service.

I want to come to the overtime situation. As was pointed out, statistically the Wednesdays and the Saturdays versus time on/time off and overtime being applied to the Wednesdays, your indication was that you are working now with the OPPA to solve that problem because it is an identified statistical problem. Correct me if I'm wrong, but that's not in the collective agreement in terms of the deployment or management of the shifts. Is that correct?

**Ms Boniface:** The shift scheduling manual is separate from the agreement. The manual was created through discussions with the associations, attempting to allow enough flexibility to move around, because as you would appreciate when you're dealing with small northern communities versus what you may deal with in the greater Toronto region, you're trying to create a breadth of choices to be made. The negotiations were completed, as I said, in November, and we are in the early stages of the implementation. That will be done at the local detachment level. We will be doing the appropriate monitoring to determine its success.

**Mr Levac:** Have you seen an increase in the use of retired police officers in a line item in your budget that doesn't reflect overtime but shows an increase in use of officers who are retired and using them for other special services?

**Ms Boniface:** We have an agreement where we use retired officers or officers with previous service in order to work at the local level. It is an agreement with our association in order to do that. To my knowledge it

would not have increased, but I could follow up with you, sir, and get that information back to you.

**Mr Levac:** I appreciate that. Subsequent to that, then, maybe a follow-up would be, is there a correlation between decreasing overtime and the use of those particular officers?

**Ms Boniface:** I can send that in. I don't believe there is, but I can send that as well.

**Mr Levac:** An article that was produced on an internal audit that was done on the criminal investigation unit had indicated some concerns. Could you review with us those concerns and the implementation of a plan to improve or correct those?

**Ms Boniface:** With your permission, Mr Chair, I'd like to ask Deputy Commissioner Collins from investigations and organized crime to speak to that issue.

**The Chair:** Go ahead.

1100

**Mr Vaughn Collins:** The audit that you refer to was done a couple of years ago in a particular branch in investigations in the OPP. The recent restructuring that was done last fall put the two investigative major bureaus under my command in what is now investigations and organized crime.

Being aware of course of the recommendations of that audit in terms of concerns about administration supports, and bringing in new leaders for each of the investigative areas, what they have come up with is a comprehensive plan that addresses all of the issues that were listed in the audit and in fact have created something unique for us: rather than creating individual administrative supports for their bureaus, they have done this jointly. With some economy of scale and using the best of what existed in each of the separate bureaus at the time, they brought them together under one head and brought in some more professional resources, so they have a more professional approach in terms of financial management systems and that type of thing.

**Mr Levac:** I appreciate that. So that's an ongoing situation that you're going to be referring to. It wouldn't have been corrected overnight, I'm assuming.

**Mr Collins:** Oh, no. Changing systems and bringing to bear administrative supports takes a little bit of time. Significant progress has been made. It has come a very long way. There are a few things yet to be done. I expect the majority, if not all, of that to be finalized by the end of the summer.

**Mr Levac:** Community policing, Commissioner—you made an indication that the commanders are going to communicate and work with their police and, I'm assuming, their municipalities, because they're under that control. There's been a device—a tool kit or a process—to implement community policing and crime prevention and all of the other issues. It sounds to me like you're talking about grassroots up, to design what their community has desired to have a focus on. Can you help me with the implementation of the tool kit and an evaluation of the use of the tool kit that will be taking

place or has taken place or should take place in order to find the effectiveness of that particular action?

**Ms Boniface:** We will be doing a continuous review of it. Our police service boards and our detachment commanders would normally meet—and this depends on the local level—on a once-a-month basis. There's a review of the priorities that are set by the board in terms of the concerns expressed at the local level. The business plan which would be built up is built from the bottom up by the detachment commander, and they're assessed on an annual basis. So they have to report as to what the results were of their business plan based on the goals they have set at the local level and report that back to the board.

In addition, as I mentioned, we would do our survey two years hence and look to how that compares and look specifically for issues around community policing.

In addition, the best-practices warehouse is continuing work in terms of capturing successes in other jurisdictions, including our municipal counterparts, nationally and internationally, on specific areas that develop so that we not be in a position to reinvent the wheel. If there are good practices out there, we would like to take advantage of them.

**Mr Levac:** How are we fixed for time, Mr Chairman? Are we OK?

**The Chair:** You have five more minutes.

**Mr Levac:** OK, I'll defer to my colleague. He just hit me on the back of the head.

Commissioner, I want to follow up on that. I think I heard you say that the police officer or the commander "could" access the database that you have. Am I correct in my hearing, or is it "should" or "must" or "shall" access that database? I'm concerned that if we have this data bank of wonderful new practices and someone decides, "I'm not going to look into it," do they have to justify them not using it? Is that fair to ask?

**Ms Boniface:** They would access it based on the issue they're dealing with. I think you're correct in that they could access it. They are certainly encouraged to access it. And it's not just detachment commanders; it can be accessed by officers working directly in the community or dealing with—

**Mr Levac:** On an issue?

**Ms Boniface:** On an issue. If you had, for instance, a youth issue and you wanted to get some sense of how other communities have dealt with it, then they can go directly and access the information. I would be hard pressed to think of why somebody wouldn't do that given that the information is available to them.

**Mr John C. Cleary (Stormont-Dundas-Charlottenburgh):** I just had one question that I've been asked back over the years—not so much recently. Do all areas in the province have 24-hour OPP policing? Are there police officers on duty all the time?

**Ms Boniface:** Yes. When we reorganized in 1995, our goal was to put 24-hour policing across the province.

**Mr Cleary:** The other thing I've been asked doesn't really have to do with policing, but are the vehicles all owned by the government or are some of them leased?

**Ms Gwen Strachan:** All of the patrol vehicles are owned by the government. There are a few examples where there are some leases in place. However, those are for a special purpose and the fleet overall is a government-owned asset.

**Mr Cleary:** Namely for the RIDE programs and the seat belt blitz and things like that?

**Ms Strachan:** They are our government-owned vehicles.

**Mr Cleary:** I guess that's it.

**The Chair:** Mr Levac, you still have a few minutes.

**Mr Levac:** Maybe this isn't the place but I wanted to know your access to the monies for the RIDE program. Are you aware of whether or not the amount of money that's being spent by the government has increased, decreased or stabilized, and we've simply thinned out the wine, shall I say, providing more monies for other communities to engage in the RIDE program? I throw that out there for anybody if they want to tackle that one.

**Ms West:** The government has provided funding through a grant process for municipal police—through the OPP—specifically for this program, to access, to assist them with RIDE programs. I can't recall specifically what the levels of funding have been, say, over the past five years, but I can get that information for you. Within the OPP, obviously they conduct many of their RIDE program activities within their core funding and their resources that are established on a regular basis.

**Mr Levac:** Having said that, then, it would be a fair statement to say that it hasn't thinned the wine because they're from two pots of money.

**Ms West:** Exactly. So for the municipal police, the support the provincial government provides to the municipal police is separate from what the OPP draws for their RIDE programs.

**Mr Levac:** Commissioner, finally, there seem to be some communities—and I will say it in those terms—that feel the police presence hasn't changed anything from contracts they received before. Therefore, some surveys would show that the satisfaction is fine, because the police presence is still the same as it always was, but smaller communities that ended up having a large urban population—and I would use my own riding as an example—have seen a diminishment of the presence of the police officers because they chose to pay more money previously.

Contractually, have you found that there have been municipalities reaching a compromise in the middle here, saying, "Well, we could have done that," but they didn't want a larger contract? The municipalities in essence were cash-strapped because of funding formulas and they just simply signed a cheaper contract.

**Ms Boniface:** I'm just trying to think across the province. My sense of the answer to that would be no, because we operate on an integrated model. If I use your own area, for instance, where you had a small urban

department and then a rural department, when we integrate the service, it operates in a different fashion on an integration process.

In other areas of the province, some of the municipalities have chosen to leave the two divided and have not integrated the service. They may see some slight differences in those comparisons. My sense is there's quite a pattern across the province depending on the community's wishes at the time.

**Mr Levac:** I have one final question. This is for the benefit of an individual constituent but it has ramifications across the province for many officers. There seems to be a small problem with transference of pension funds into other pension funds that just doesn't seem to get answered for those police officers who are making a transition from municipal police to the OPP. Are you aware of that problem?

I believe there's a simple solution, just saying, from a certain commissioner, "Yes, it is doable, because it's covered." Is there anything else we can do to help those officers who are stuck with maybe losing hundreds of thousands of dollars in pension money?

**Ms Boniface:** My understanding on that is it's a pension board issue around the operation of pensions, and as the commissioner of the OPP I would be quite prepared to continue any discussion on that issue. I don't think there is an easy solution to your issue. It has been outstanding for some time. I would be quite happy to continue any discussion.

**Mr Levac:** That's great, because the commissioner does have the authority to do it, but it's just a matter of whether they want to see that money transferred or not.

Thank you very much.

1110

**Ms Shelley Martel (Nickel Belt):** Thank you for joining us today.

I wanted to begin with some questions on community policing. The first one was whether or not the OPP has a template for community policing that you provide to your detachments to work with.

**Ms Boniface:** I'll let Deputy Commissioner Pilon respond to that.

**Mr Moe Pilon:** Good morning. The OPP, in initially getting involved in community policing—I guess I should first of all say that before it became trendy, I think most of our members thought they were doing community policing and in fact working with communities and so on. But in the advent of the problem-solving era and so on, the OPP developed what we call a "How do we do it?" manual. This was shared not only with our members, but also with our communities and police services boards and community policing advisory committees. That formed the basis, if you will, for our community policing effort. But I think you have to understand also that community policing is not so much a process but a philosophy. This is how we incorporate it into the organization. We work with our communities to solve problems, and it's everybody's responsibility—not just the police, not just the community.



**Ms Martel:** Was that manual reviewed by the ministry, did it require approval by the ministry, and when was it developed?

**Mr Pilon:** I don't have the exact answers for you, but I could certainly get that. I suspect it was developed going back to about 1996 or thereabouts. As far as the approvals, I'm not sure.

**Ms Martel:** Would you know, Deputy?

**Ms West:** I wasn't here in 1996, so I don't know if there were approvals. I would assume, but we can check it out, that there was sharing, because within the ministry, policing services division helps to support and inform other police services as well, municipal police services. So I would hope at the very least there was a sharing of the information and best practices.

**Ms Martel:** Does the manual provide for any mandatory obligations that have to be met, ie, numbers of meetings, who has to be part of advisory committees? Is there a list of issues that always have to be considered in terms of on the table that municipalities might be concerned about?

**Mr Pilon:** I think the short response would be that there were some guidelines with respect to a number of those issues. I don't have the specifics with me. I suspect that a lot would hinge on the response at the local level in terms of the community commitment to be involved, the requirements by the community for accountability and so on. That again is something that we would be quite willing to share with you in terms of the content of that document.

**Ms Martel:** Does the commission find itself in a position that you have to direct detachments to implement what might be in the manual or just to implement best practices with respect to community policing? I raise that because, as you would know, one of the auditor's concerns was that at the top offices there certainly seemed to be policies and procedures in place, but at the local level it varied quite a bit as to who was implementing them and who wasn't. What are your mechanisms to monitor what's happening on the ground across communities? Do you have a formal process to do that?

**Ms Boniface:** Maybe I can take that. The original community policing plans are now incorporated into the annual business plan. So the business plans are to set the targets based on the consultation with the community, and in those places where we have police service boards and community policing advisory committees, that would be a joint process. Then at the end of the year, once they've set their targets for what they see as the priorities for the community, they report back into the community in terms of their accomplishments in that regard. So that would be at the local detachment commander level.

**Ms Martel:** Do the annual business plans that are developed annually, clearly, at the local level have to be submitted somewhere, approved somewhere, reviewed somewhere?

**Mr Pilon:** Yes. They are all submitted to our regional offices, and in fact a number of the local initiatives are incorporated into the regional business plan, which again

is then rolled up to the corporate area. We review the regional business plans and then incorporate those things coming from the environmental side, the ministry, the government and so on. So we try to develop a corporate business plan that is in keeping with our communities, but also in keeping with the corporate needs. It is an overall package. The corporate business plan is not a reflection of what is contained in the local plan save and except for some of the initiatives, because there may be something that will come from one community that the region will pick up on as a great thing for all communities, if the communities are willing to buy into this notion. It is sort of a best-practices system in itself.

Likewise, there are corporate initiatives like safety on provincial highways which we all want to ensure that our detachments are involved in that we bring forward as part of the corporate plan. But as the commissioner has pointed out, the business plan is between the community and the detachment and it is reviewed at that level also. So they consult with the community to develop their local detachment plan. Some of the local detachment plans contain several initiatives. I think some of our detachments might be hard pressed to deal with all of them at once, but they pick away at the initiatives and report back regularly to their authorities, whether it is a board or a community policing advisory committee, on the results they are achieving.

**Ms Martel:** Deputy, does the ministry then have a system to track the information as it comes in, since at the end of the day the ministry has the overall responsibility via legislation to ensure that community policing is being implemented? How does their work come to you? Does it have to be reviewed? Is it reported annually etc?

**Ms West:** It will roll up at a certain level, obviously, into the ministry business plan and will reflect itself in the priorities of the ministry itself, so that in terms of the application for resources certainly it would reflect the priorities within the OPP with respect to corporate initiatives, with being able to respond to the initiatives at a community level. But it would obviously be done at a relatively high level once it reaches the ministry and the ministry business plan. So there is a roll-up effect. There is an opportunity for a drilldown if necessary, but I would say it is more looking at it at the higher level.

**Ms Martel:** My final question, then, in view of the concerns that the auditor raised, which were whether or not community policing was being implemented generally across all detachments: with the changes that you've outlined to us—the business plan, the warehouse, the ongoing reporting to communities—do you feel confident, do you feel comfortable that you're at a stage now where in fact you've responded successfully to the auditor's concerns?

**Ms Boniface:** My sense is, yes, we have. Let me put that in context. One is that the business plans that are reviewed at the regional level are reviewed with great scrutiny. As well, I have been through most of the communities in northeast, northwest, some in east, some

in west, in the three years, and I meet with police service boards or the community policing committee or local municipal councils to get feedback. The consistent feedback that I've gotten across the board is that the business plans have been a great success both for the community understanding what the policing issues are and also having input back in.

I think the greatest success really was the merger of the community policing plan into the business plan process at the local level. I have not heard anything negative about that process. It has allowed them to have something concrete to work with and some reporting back as well.

**Ms Martel:** Let me ask about overtime, a couple of questions. Can you give us some idea of what the trend has been on the overtime, with monetary values as well, from 1997—if you could start in 1997, and I'll tell you in a moment why I'm asking about 1997—to the most recent statistics that you might have available.

**Ms Boniface:** Just give me a moment to make sure I'm reading the right thing.

Overtime hours in 1998, the figure I have is just over 460,000; in 1999, 409,000; in the year 2000, 444,000 total overtime hours. You have to put that in the context of the different size of the organization we may have been in each of those years, because of some of the changes that have taken place around both municipal restructuring and areas that we have absorbed as well as areas that are no longer. I use it, but I just caution not to compare it as if it's the same number of officers each year, because that figure alters.

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**Ms Martel:** So I should assume in all those years there would be a great variance in terms of actual officers?

**Ms Boniface:** There may be some variance. The act came in on January 1, 1998, and we've really been in a time frame of change since then in terms of the numbers coming on board as well as having an area that has gone to other police jurisdictions.

**Ms Martel:** Would it be possible to do those calculations?

**Ms Boniface:** I could provide you—not today, but as follow-up—with the best I could give you on that, and work out some formula for you.

**Ms Martel:** Let me ask you, then, for the same years that you have given us, could you give us a monetary value of that overtime?

**Ms Boniface:** Yes. I can provide that for you as well.

**Ms Martel:** You said that in 1997 and 2000, collective agreements significantly increased overtime. Should I assume that there were provisions in there that increased shift premiums for overtime? I'm not clear what it was in the collective agreements in those two years that would have increased your overtime costs.

**Ms Boniface:** Salary levels go up, and so does the overtime as a percentage of the salaries.

**Ms Martel:** If I heard this correctly, you said 95% of your overtime is preapproved. So the 5% would be strictly emergency?

**Ms Boniface:** Yes.

**Ms Martel:** I hope this is not a silly question, but what is the reason for that overtime? That seems to me, as a layperson, to be an extraordinary amount of overtime that is pre-approved, so I'm led to wonder, then, is this a resources problem, ie, not enough resources, or is it a serious problem of management of people's schedules? I just find that to be quite an incredible amount of overtime that people anticipate that's not an emergency. Do you understand what I'm asking and where I'm going?

**Ms Boniface:** Yes. I understand what you're saying. Off the top, one may be court, where court scheduling may not coincide with the officer's working day. Obviously, they're under subpoena to attend court. I don't know if Deputy Pilon can assist you in that regard.

**Mr Pilon:** Yes. I'd like to just provide some context for some of the pre-approved overtime. It has to do with, I guess, the policing business, if I can use that term. Courts require continuity of evidence, continuity of chronology of events and so on. Oftentimes we'll find that an officer, through no fault of their own, may be sent to an investigation two thirds of the way through the shift. And then as they get into it, it is something that they can't just drop or turn over to someone, but it's going to lead them into extra hours for that shift. They would speak to their supervisor and get that overtime authorized, so that would be termed pre-approved.

In terms of efficiency, it does not make sense and, secondly, in terms of being able to do the job, it does not make sense to try and reassign that function to someone else, because you'll end up with extra court time, you'll end up with extra people involved. And depending on the type of investigation, it may be one where you require a specialist to come in, or what have you. Even for a simple thing like an impaired driving offence—I don't say it's a simple thing, but if an officer gets tied up with an impaired driver toward the end of the shift, again, you would lose the continuity of evidence and you would have problems in court and so on if the officer wasn't able to stay on for the extra two hours or whatever it took to get that job done.

So oftentimes it has to do with the type of work we're doing. Oftentimes it may be an emergency that comes up, and it will still be pre-approved, when officers are sent to a certain location for whatever it might be. There are a number of things intrinsic in the way we do business that don't lend themselves to just saying to an officer, "OK, you finish your shift, and we're going to get someone else to take care of it." Hopefully that just provides some context as well.

**Ms Martel:** Right. If I might ask the auditor's staff the same question on overtime, because this was raised earlier. If I got your statement correct, it was that you felt in your review that the overtime was not due to court appearances or the introduction of 12-hour shifts. So can I ask how you arrived at your conclusions?

**Mr Jim McCarter:** One of the concerns we had is that from 1994 to 1997 overtime was up about 140%. We found, for instance, on Wednesday night, which is a low service level, it had the highest number of overtime hours. That was one of the reasons that we had a concern.

**Ms Martel:** But your tracking was between 1994 and 1997.

**Mr McCarter:** Yes.

**Ms Martel:** So would there have been some kind of shift in policing work after that that would then lead you to think that it was court appearances?

**Mr Pilon:** First of all, if you look at the period 1994-97, and I think we've indicated this in one of our responses to the Provincial Auditor, we went through a period when we had significant movement in the organization. Retirements were up significantly, we had a young workforce, so you essentially had a core group doing the majority of the work, if I can use that term. You didn't have the breadth of experience that you would require on an ongoing basis at that particular time. Since that time we've stabilized the workforce somewhat. I'm not sure the Wednesday night issue would still be applicable, although I don't know for sure. Looking at our overtime today, from my perspective and having some knowledge of other organizations, this is not inconsistent, nor is it an indication of anything more than a need, in a sense, to get the job done.

**Ms Martel:** What, if any, impact would a move to a 12-hour shift have on overtime?

**Mr Pilon:** I'd be offering an opinion: certainly there's a possibility but I think, as the commissioner pointed out, the whole issue of shifts is something we've been addressing and continue to address. We've found in some cases that the 12 hours is actually more efficient, but that's not always the case. I suspect that there are cases also where the 12 hours may have contributed to some of the overtime.

**Ms Martel:** Let me go back to the Wednesday evening scenario because it rolls into my next set of questions, which would be the agreement that was signed last fall to try to deal with staff deployment. Can you give the committee a sense of what that agreement permits? What does it allow for?

**Mr Pilon:** The agreement is essentially an agreement to permit the review of shifts at each of our work locations, including general headquarters. That review is based on certain criteria, but it also keeps in mind the flexibility we need as an organization to operate in different environments, different-sized locations and so on. But the primary focus is, this is the way we will conduct the reviews. As the commissioner has pointed out, there is a follow-up mechanism also.

I'm aware of at least one location where they've completely changed their shift and I'm aware of several others where they are looking at the shifts. It provides for any member, including the attachment commander, of course, to propose changes to the shift. It requires analysis of workload, times of special events and so on.

It's to ensure that the public is served the best we can do with the resources we have at that specific location.

Again, we can provide you with more details around the specific agreement, but as I said, the agreement's in place. It provides the mechanism for a review of the shifts at each location to ensure that we're operating in the most efficient way we can be.

**The Vice-Chair (Mr John Cleary):** Ms Martel, another 30 seconds.

**Ms Martel:** Would you say that this responds to the auditor's concerns that were just noted again about Wednesday night, seemingly not a busy night—I don't know how else to describe this in terms of criminal activity—whereas weekends, as you said to us earlier, there seem to be fewer officers?

**Mr Pilon:** Over the years, we've gone through a variation of different shift schedules. The 12 hours is not unique and it's not right across the organization. We have a variety of shifts, ranging from eight to 10 to 12 hours and so on. I guess this is the key piece to it: with this agreement we're able to develop the unique shift schedule to a particular location to ensure that ideally we will not have the majority of people working in the quietest time period and that, in fact, just the opposite is true; your busy times will have the most officers available for duty. I think, yes, this does address the auditor's concern.

1130

**The Chair:** The auditor wants to make a couple of comments.

**Mr McCarter:** I noticed that you brought up the court attendance thing back in 1997, but when we actually looked at it, we found that overtime hours for court attendance had declined in recent years. Has that trend continued?

**Mr Pilon:** I don't have the answer to that, but I could certainly get back to you on it.

**The Vice-Chair:** Now to the governing party for 20 minutes.

**Mr Bob Wood (London West):** I'd like to touch briefly on this issue of overtime. I think that overtime, in fact, can be a very useful management tool. I'm concerned that it be planned and controlled, but I would be concerned if you didn't have significant overtime. I think that if you had no overtime, that would be an indication of poor management, not good management. I would calculate, from what you said earlier, that the overtime would be something in the neighbourhood of two and a half hours per week per officer. Would that be a reasonable ballpark?

**Ms Strachan:** Yes.

**Mr Wood:** Somebody just said yes, so I gather it is.

**Ms Boniface:** Yes, it sounds right. My math doesn't move as quickly.

**Mr Wood:** I gather no one has suggested to you that the amount of overtime as such is excessive, or have they?

**Ms Boniface:** Just in terms of their reflection of the auditor's report, which I think was interpreted from our

perspective as being very specific. We would like to use overtime in a way that's efficient and serves the operations of the OPP, and we believe it does do that.

**Mr Wood:** I have not heard any credible suggestion that there's an excessive use of overtime. Am I missing something? Have you heard a credible suggestion?

**Ms Boniface:** No. I think what the auditor reflected was to have the systems in place to ensure that the overtime, where appropriate, was approved and reviewed. We have been doing that at both the detachment and the regional level. I think the systems reflect the recommendations of the auditor.

**Mr Wood:** I'd like to turn for a moment to the community consultation. Could you tell me to what extent, when you're preparing the community policing plans, there are clear, understandable results set out in the plan?

**Ms Boniface:** Yes. We gave you an example of our corporate business plan, for instance, but at the community level, the consultations would start early prior to the year they're to be applied to. They would have consultations with the police services board or the CPAC, outlining what we see as some of the policing concerns or reflecting what our statistics for the previous year would say. Then the community, obviously, absorbs that, takes into account the concerns they hear as representatives of the community, and the plan is built together with the police services board, or what we call the CPAC committee, the Community Policing Advisory Committee. Those plans are open to the public in terms of being available at the local level and they build those up and send those up to the regions for approval, firstly, to make sure that the community has had full consultation, and secondly, to make sure that it's reflective of the type of targets we think are appropriate for setting our own goals as an organization in terms of meeting community needs.

**Mr Wood:** What I'm really coming to is this: might we expect from these plans something quite specific, along the lines of a 10% reduction in reported break-ins in a service area?

**Ms Boniface:** Yes.

**Mr Wood:** I think that's what you need so the community understands what they can expect to get and the organization understands what it is they're supposed to deliver. I for one would hope we would get away from a lot of this micromanagement as to how you're going to do it and get people focused on what the result has to be. I think we might be surprised how much grassroots input, both police and civilian, might be offered if we did that.

**Ms Boniface:** Absolutely, and the sharing of it between attachment commanders and the members—they monitor it on a regular basis to ensure they know at any given point in the year where they are in their target.

**Mr Wood:** OK. We've heard some concerns today that some in the field may not fully understand the new plan for community policing. Something I've noted that I think can be very effective in getting a new idea across to people is holding a conference, maybe even a province-wide conference, and saying, "OK, folks, here are the reasons for the new plan. Here's how we suggest it

should work and here's how what you do day to day can work." Have you given any thought to that sort of conference, to try and get some of these ideas across to everybody in the organization? I might add, before you answer that question, that the Crime Control Commission has held some of these conferences before and they have been quite successful. Maybe we should be talking to you and the other forces about a conference on community policing.

**Mr Pilon:** If I may, that may be a very helpful suggestion but I just want to point out that we have had a number of conferences throughout our regions with most of our stakeholders. A number of our members were involved. At each detachment, you might say, we have champions promoting the cause. The detachment commanders are being held to ensure that they have a driven-in-the-community policing philosophy within their organization. Each opportunity we get, we reinforce that with the membership. As an example, we have detachment commanders in right now on a conference and one of the focuses of the conference is community policing, ensuring that we are working with the community and so on. But certainly the suggestion for province-wide would be very helpful.

**Mr Wood:** I invite you to consider taking us up on that and we'll certainly get involved if we can.

I had one other question I wanted to ask the commissioner, or there may be two or three questions on the same point. Are you familiar with the English system of the inspector of constabulary? Are you familiar with that office in England or not?

**Ms Boniface:** The Home Office?

**Mr Wood:** No, it's the office of Her Majesty's Chief Inspector of Constabulary.

**Ms Boniface:** No, I'm not.

**Mr Wood:** This is an office that does a complete audit of every police service in England and Wales every three years. So every force gets a complete audit. I think this introduces a fair amount of management accountability throughout the system so that the police services board equivalent in England, the community, the Home Office, can all see what's working and what isn't. Thinking in terms of the medium- and longer-term, do you think an office like that in Ontario which would inspect the OPP and all the municipal forces, say on a three-year basis, would be helpful? Do you think that's something medium- and long-term we should look at or do you think it doesn't apply here in Ontario?

**Ms West:** Perhaps I can respond to that just in terms of reminding the committee that under the Police Services Act and within the Ministry of the Solicitor General there is a responsibility in terms of conducting audits of municipal police services across the province. In fact, we carry this out, as well as the advisory role, in terms of supporting municipal police services. So there is a similar function, not to the structure that you've described here, but there is a function and responsibility within the ministry that we carry out on assessing where the particular risk may be or where a need is and going

into the various municipal police services and carrying out audits.

**Mr Wood:** Perhaps we can put the commissioner back on the spot and see if she wants to comment, or maybe she doesn't.

**Ms Boniface:** We would be open, of course, to whatever is done. We are audited by the Provincial Auditor, as you know, and there are some internal audits done in addition to that. But we're very open to anything that would advance policing in Ontario.

*Interjection.*

**Mr Wood:** Well, we don't have that level of expertise yet.

**Mr John Hastings (Etobicoke North):** Thank you for coming in today, Commissioner. What I want to go on about are some of the items that have already been raised. What I'm very concerned about also is—I've looked at your report and I guess it's under technical identification issues. In your business plans, in your agreements with the municipalities, in your support functions of policing, I don't see any mention of an overall technology plan in terms of where that is driving your organization. Do we have good software for getting the monies from the municipalities? When you say in your remarks, "a complex process of billing and collecting revenues," one could read into that that it's almost done manually. I'm sure it's not, but are we getting to a broader stage of where technology, not just the Internet but the use of software for your policing and support functions, drives your organization and really helps to make your people not only accountable but—and we've heard the term "efficient." I don't see a sense of that.

1140

On the other side, there's a group in North Bay called the Internet busters, for dealing with Internet credit card fraud and commercial fraud, which are skyrocketing across Canada. I'm wondering to what extent technology is being used there in terms of trying to create some specific results or goals, as Mr Wood has mentioned, and in terms of where the specialty training is going in your police college.

I get a very strong impression from your report that we're still in a traditionalist mode of operations. Perhaps that's a bit unfair and maybe you're in a transitional state. I'm a bit of a technology buff—not to say that technology is the be-all, but it is a very useful tool—and I'd like to know how this is impacting and helping or not helping your organization. Is that where you're putting some money? If we're going to put money in, is this where we need to be targeting?

**Ms Boniface:** If I understood, I have three different areas: one is the technology in terms of support; a second on our unit dealing with some of what we call Phone Busters and now dealing with some of the Internet issues in North Bay; and then the third in terms of the type of training and the use of technology.

I'll ask Gwen Strachan to speak to our IT plan, which you wouldn't see in the detail in here, then I'll ask Deputy Collins to give you a quick rundown on the

operation in North Bay and I'll deal with the third issue. So I'll let her give you the framework to start with.

**Ms Strachan:** I agree that technology is one of the key enablers for us to deliver our police services. We currently are working on a broader technology strategy around government mobile communications. We also are involved in an integrated justice sector technology plan which will bring clearer information across the justice sector to corrections, policing and the courts.

The opportunities we have to look at, the operational benefits of technology, are currently being explored within the OPP. So as part of our operational technology strategy, we want to look at the use of mobile units, the in-car computer approach and any other type of technology that supports the operation more broadly.

This is one of my areas, as I've assumed my portfolio, that I will be looking at. I have had discussions with our counterparts in the RCMP, to look at the type of efficiencies we can actually gain from our approach to technology, the type of equipment, the interfaces that are critical so that police forces can maximize the use of technology. So we have some very significant planning underway at this time.

I agree with you that it also is one area where significant resources will be required to move us to our new-tech world, but we are currently working on a plan to address that as well.

**Mr Collins:** In regard to the description of the Internet busters, or what we like to call the cyber busters, this grew out of our very successful Phone Busters program in North Bay. It was a significant partnership with the community and also grew into what is now referred to as seniors busters. The focus here is on telemarketing fraud, which for many years has been conducted over the telephone and which preyed on a number of people repeatedly. As a crime prevention initiative, it's one of the ones we're very proud of.

Of course, people who do this are constantly on the edge of new things like technology and they have resources that often seem to outstrip the police on occasion. Moving into the Internet in terms of telemarketing fraud is the next place they're at. So that's where we have moved, trying to keep pace with them in terms of the cyber crime that goes on.

I would also add, in terms of technology issues, that as a result of some new funding from the government last year we established what we call an electronic crime unit in our area. It is a group of officers who are trained to the highest level we can keep them trained and are provided additional software and other tools, because in terms of doing policing today, the tool that is very often used in committing crimes is a technology tool. Hiding behind passwords, encryption and all of that is pretty complex stuff requiring a high level of specialties, and all of our investigators, even at the average level, are running into this stuff. So this unit is established not only to assist our investigators in doing those things, but other police services in the province.

**Ms Boniface:** If I can just add, sir, on the issue of specialized training, we have entered into a partnership with Georgian College, which is next door to us at our headquarters in Orillia. We've done an exchange with them, trying to advance any opportunity we can have around distance learning particularly for our officers in terms of time spent in training, where you could actually do it electronically and do testing electronically.

We anticipate within a year that we will be able to maximize our opportunities around that. Any type of training we can do that doesn't have to be in person, of course, has some benefits when you're a large deployed organization.

Secondly on the specialization, we access from the highest level we can in terms of expertise, as the deputy said. With the Internet and some of the technology challenges for us, investigative challenges, we're going constantly around North America to get a sense of where the highest level of expertise is and how to access that training so that we can stay ahead of those who have a tendency to use that in order to evade the police.

**Mr Hastings:** Do you have people going quite often on training, as the city of Toronto police seem to do, for upgrades in criminal investigation, criminal intelligence and all this stuff, at Quantico?

**Ms Boniface:** Yes. Actually, I just returned from Quantico in March as well. We have officers all taking any highly specialized course—as you know, some of our specialized units are dealing with very high-level crime. With the expertise we seek out, we would probably be sitting beside Toronto officers at those conferences or those workshops.

**Mr Hastings:** Any plans for on-line, or is the material that's being utilized too sensitive, so that you have to do it in person?

**Ms Boniface:** We're looking at all avenues of technology, but particularly ensuring that all the security systems we use can protect both our organization and our officers, as you would appreciate.

**Mr Raminder Gill (Bramalea-Gore-Malton-Springdale):** Thank you for being here. According to what my colleague said about the overtime, initially 440,000 hours sounds like quite a lot of overtime, but I did quick math, Bob, as you were discussing, and depending on how many people you include in that, it comes to either one and a half hours per person per week or two hours, so your math is quite correct. So putting that in context, it doesn't seem alarming. Nonetheless, I think we should always be on the lookout especially on a trend; for example, if it's a Wednesday afternoon or whatever, maybe there's a good reason, maybe there isn't. So those are some of the questions I think we should try to address next time. As long as we are aware of what's happening and there's a measurement, maybe there can be a downward trend, and like Bob said, it's not a bad thing. If there's no overtime, maybe the corporation or the agency is not running efficiently, because then you have an overabundance of people, so it's not a bad thing.

It's nice that summer is coming, but at the same time, we're going to see more activity of the biker gangs. The communities are quite concerned. There is a perception that biker crime is on the increase, and I think it's fair that we get a comment back as to what you are doing about that.

**Ms Boniface:** As I introduce Deputy Commissioner Collins, I'd just like to give you a quick background.

We restructured our organization in the summer last year. Deputy Collins became in charge of investigations and organized crime, so he has specific responsibility for organized crime. He co-chairs the Ontario Association of Chiefs of Police's organized crime committee and, as well, sits on the Canadian Association of Chiefs of Police's organized crime committee.

So with that lead-in, I'll let him give you an opportunity to hear what steps we've taken.

**1150**

**Mr Collins:** The restructuring and the refocusing that we did in the fall has put myself, certainly, in that seat, and the OPP has refocused in a variety of ways. As the deputy minister mentioned earlier, we have a number of provincial mandates. Not unlike the need for the province to have, for instance, a focused, coordinated response to traffic on major freeways that the OPP provides—those common-sense things—we have a responsibility as a provincial organization to lead multi-jurisdictional issues. It's that mandate that leads us to be in the area of organized crime.

We have been funded over a period of time with a number of units that are provincial in nature. They were each funded as what one would call commodity-based units; for instance, they are like an auto theft team or an illegal gaming enforcement group. All of those were funded because of significant need, and usually focused on groups you could describe as organized crime.

In terms of our restructuring, what we have done is brought a number of those units—and they would include our provincial auto theft team that we have, the Ontario illegal gaming enforcement unit that exists, a provincial weapons enforcement unit, a precious metals enforcement unit in northern Ontario, and a provincial special squad that focuses itself on bike gangs, and has for some time done that—into one section called an organized crime section, giving it some central focus.

Although those units have commodity-based approaches, they also have a certain degree of proactive capacity. It is our intent to harness that proactive capacity, in partnership with a number of other police services that I've been in discussion with, to bring more focus on what are the priorities in Ontario around organized crime. In order to do that, we—and I say “we”; all of the police services in Ontario—have agreed very recently to reinvest even more in their intelligence work in order to enhance the information, but, in addition to that, to put more resources from within into our analysis so that we can identify more clearly what are the priorities.

In terms of bike gangs specifically, sir, there are many issues that happened recently in Quebec and they are an

example of what the potential is for Ontario, particularly with the Hells Angels. What you've seen recently there with the success of a co-operative approach from certainly the three major police services in Quebec was that about 80 of the Hells Angels were arrested there. That came as a result of probably a two-and-a-half-year investigation, but it came about as a result of some significant issues. Since 1995, there were in excess of 150 people murdered in a war between two bike gangs in Quebec. In addition to that, there were another 150 attempted murders. Some members of the public—a young boy was killed; a reporter was shot. That brought a lot of focus to the issue. They were very successful in my view in arresting about 80 of their 140-some Hells Angels members.

But recently in Ontario, in December, with some realignment of the bike gangs that existed here, of which we had about 400 members, we now in Ontario have 200 Hells Angels members. That's the largest criminal bike gang organization in the world. We need to focus on that. As a group in policing, we're beginning to do that and have those discussions, and it's all based on that kind of strategic approach that I just described.

**The Vice-Chair:** There are two minutes for each caucus.

**Mr Richard Patten (Ottawa Centre):** I only have one question. This sounds most fascinating and I wish we had spent a bit more time on this, but—

**Mr Collins:** I'd be happy to talk about it for days, sir.

**Mr Patten:** My one question, and I didn't hear it answered, Commissioner, was on staff deployment and overtime. I don't see the overtime as a big deal, except I think the auditor's point was the relationship between activity levels of crime, of need, that there seems to be a disproportionate amount of staff deployment and overtime on what appears to be the quietest evening of the week, and that on the weekend, when the demand was much higher, we had less staff and less overtime. So we kicked around whether this was a cultural thing, whether this was historical, whether this was part of a—I don't know.

But you said you had brought in a system now. Specifically addressing the activity levels, how would you respond to that?

**Ms Boniface:** I think the shift scheduling manual will help address those issues in terms of working through when changes can be made. It allows a lot more flexibility. I think as the deputy said, it allows a blending of schedules so that you are in a position to be much more flexible. As we've said, it only came into play after some long, arduous discussions in November. So it's monitoring, both for us at the executive level and our regional command level, specifically to ensure that the impact of the shift scheduling has the outcome that we desire, and that is in all cases to have as many people working at the busy time as we can.

But the difficulty, if I can just take a minute, when you try to do it province-wide is that there are different needs in Moosonee than there are in our Ottawa detachment

versus what there are in Brant county. So we'll be monitoring it very closely to ensure that what we've agreed to from both management and the association perspective has the outcome we want, and looking to our communities for feedback on whether or not that loops back in appropriately. But we are as interested in it, quite frankly.

**Mr John Gerretsen (Kingston and the Islands):** I have just one very quick question. Back in the 1980s, when you were bidding on contracts against municipal forces, you underbid on a lot of contracts, because overhead costs were not taken into account and a lot of municipal forces lost potential contracts because they couldn't bid against your system. In bidding for these contracts now, do you take all costs, including a percentage of overhead costs for the main operation, into account? What's your policy on that now?

**Ms Boniface:** There's an actual costing formula that is put together. It's reviewed by Management Board. It's updated and it's required to be approved every second year. So there's monitoring in place. We're just doing some review now in terms of the whole costing formula, but I think you would see it very much reflective of a combination of both overhead and front-line costs.

**The Vice-Chair:** Thank you. Ms Martel?

**Ms Martel:** I'm fine. Thank you.

**The Vice-Chair:** The governing party?

**Mrs Julia Munro (York North):** Thank you very much for coming here today. I just wanted to touch on a kind of picture of the future with regard to community policing and the process you've put in place. I wondered whether or not it's premature to ask you if you see the emerging of trends with regard to those initiatives that communities identify. Are there patterns emerging in terms of what the concerns are that you get from individual communities? If so, and if it's not premature to comment on that, does it then bode well in terms of the future for you to be able to develop expertise consistent with the kinds of things you're seeing coming out of individual community consultations for community policing?

**Ms Boniface:** It's somewhat premature, but I think some of the benefits that we gain out of serving diverse communities are that you get a combination of diverse issues. It's always surprising how many similar issues, and then, equally, different, depending on geography, exist. So what I would anticipate we'll have the ability to do is actually do some matching up across the province.

We also do an environmental scan province-wide to get a general sense of it, but as you would appreciate, given that we do our smaller urban and rural communities, the perspective of what you may get from the general public would be more reflective of the large urban centres.

Our hope would be to have an opportunity to bring some of those together, look at the top 10 for OPP police areas and then do some measurement on how we assess those. But quite clearly, as the deputy spoke about on the issues of organized crime and such, those are new,

burgeoning issues in communities that are a community concern we would not have heard five years ago. So as things are more evident, more in the face, our communities will express greater concern.

**The Vice-Chair:** Jim, have you got a couple of comments?

**Mr McCarter:** Just a real quick one. It's a follow-up to Mr Patten's comments. How long do you think it will take your detachment commanders to implement the new manual, just a best guess? Are we looking at six months, two years, three years?

**Mr Pilon:** I think it's fair to say that as this manual was being developed, there were already some detachments that were reviewing their schedules. Now that the manual is in place—for example, I had discussions very recently with some of our detachment commanders who had been having dialogue with their members. As I pointed out earlier, certainly the intent was to ensure that everyone's needs were met, including the members', because a change in schedule sometimes is a significant shift for them as well.

I guess it's fair to say the dialogue is taking place. We've encouraged them all to review these. We had not, except on an ongoing basis, expected to audit that except on an annual basis. We could go back and push harder on it, but I think you have to understand also that it was a drawn-out process getting this manual in place, where everyone would agree to the terms and recognizing the issues, and specifically our needs versus the members' needs and so on.

We'd like to see if that itself is going to work in the next year, before we push too hard on that issue. I think there's an opportunity here for the members to find the right mix within the detachment and with the community. So we're hoping that will take place.

**Mr McCarter:** OK. Thank you.

**The Vice-Chair:** I'd like to thank each of the presenters this morning. Your comments will be very helpful to us in our ridings. I know that you won't be out of a job for a while, and we wish you well.

I guess it's time to adjourn. We'll be back next Thursday morning at 10 o'clock.

*The committee adjourned at 1201.*









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