



# TOWN OF COLLINGWOOD

## Collingwood OPP Detachment Board Agenda

Thursday, July 17, 2025, 9:00 a.m.  
Town Hall, Second Floor, Braniff Room  
97 Hurontario Street, Collingwood, ON

To view this meeting online use the following:  
<https://us02web.zoom.us/j/88943398053?pwd=8vTKumPXLayyVUCSjbbtzBcKbP9z4g.1>  
Passcode:249250  
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### Pages

#### 1. Call to Order

The Collingwood OPP Detachment Board acknowledges its meeting is being hosted from the Traditional Territory of the Anishinabek Nation. We acknowledge the regional legacy and history of all First Nations. Further we give thanks for the traditional keepers of this land.

#### 2. Adoption of Agenda

##### Recommendation:

**THAT** the content of the agenda for the Collingwood OPP Detachment Board meeting for July 17, 2025 be adopted as presented.

#### 3. Declarations of Pecuniary Interest

#### 4. Adoption of Minutes

5 - 20

##### Recommendation:

**THAT** the minutes of the following OPP Detachment Board meetings be approved as presented.

- Collingwood OPP Detachment Board, May 9, 2025
- Joint Collingwood and Town of Blue Mountains OPP Detachment Board, June 18, 2025
- Collingwood OPP Detachment Board, June 18, 2025

#### 5. Business Arising from the Previous Meeting

##### 5.1 MOU Between Board and Town

21 - 26

**Recommendation:**

**THAT** the Collingwood OPP Detachment Board approve the Memorandum of Understanding between the Town of Collingwood and the Board as presented.

**5.2 Respectful Workplace Policy**

27 - 31

**Recommendation:**

**THAT** the Collingwood OPP Detachment Board approve the Respectful Workplace Policy as presented.

**5.3 OPP Detachment Board Branding Update and Naming By-law Requirement**

32 - 32

**Recommendation:**

**THAT** By-law No. **OPP-2025-001**, being a by-law to officially name the Collingwood OPP Detachment Board, be enacted and passed this 17th day of July, 2025.

**6. Financial Update**

33 - 33

**Recommendation:**

**THAT** the Financial Update and 2025 Billing Statement be received.

**7. Reports**

**7.1 Detachment Commander Quarterly Policing Report, Detachment Commander Licharson**

**7.2 Community Observations (how is policing going in the community)**

**7.2.1 Community Survey Results**

*\*survey closes July 16, 2025. Results of survey to be shared at the meeting by staff.*

**8. Other Business**

**8.1 Draft 2026 Detachment Board Budget**

34 - 35

**Recommendation:**

**WHEREAS** Sections 77(1) of the Community Safety and Policing Act (the Act) requires an O.P.P. detachment board to prepare estimates, in accordance with the regulations made by the Minister, of the total amount that will be required to pay the expenses of the board's operation, other than the remuneration of board members;

**AND WHEREAS** Section 77(2) of the Act requires an O.P.P. detachment board to submit the estimates to every municipality that receives policing from the detachment along with a statement of the municipality's share of the costs, which are to be determined in accordance with the regulations made by the Minister;

**THEREFORE BE IT RESOLVED THAT** the Collingwood OPP Detachment Board approve the 2026 Estimates for operating costs

associated with the Board, excluding remuneration of board members.

## **8.2 Community Safety and Wellbeing Plan Update**

36 - 64

Information purposes only. Plan being presented to Council on July 28, 2025.

## **8.3 Farmer's Market Booth**

Date to be determined. Available dates:

- August 2 and 23
- September 6, 13, 20, and 27
- October 11 (thanksgiving weekend)

## **8.4 Procedural By-Law**

*\*deferred to the October 2025 meeting*

## **9. Correspondence**

### **Recommendation:**

**THAT** the Collingwood OPP Detachment Board receive the Correspondence List as provided.

### **9.1 POU Spotlight Report**

65 - 121

### **9.2 Inspector General Memorandum - IGM - Public Order Unit Findings Report May 26, 2025 Final**

122 - 123

### **9.3 Ontario to Introduce Legislation to Strengthen School Board Oversight**

124 - 129

### **9.4 Quarterly Newsletter**

130 - 136

## **10. In-Camera**

### **Recommendation:**

**WHEREAS** the Chair hereby concurs the reason(s) for the in-camera session have been duly reviewed and considered and the matters are authorized under the exception provisions to conduct a closed session in accordance with the Community Safety and Policing Act prior to proceeding into closed session;

**THEREFORE BE IT RESOLVED THAT** this Board proceeds in camera in order to address a matter pertaining to:

44(2)(b) personal matters about an identifiable individual, including members of the police service or any other employees of the board.

### **10.1 Review of Recognition Program Submissions**

## **11. Rise (and Report if available)**

### **Recommendation:**

**THAT** the Collingwood OPP Detachment Board return to open session.

## **12. Next Meeting**

- Thursday, October 16, 2025 at 9:00am
- Determine joint meeting date in December
- 2026 Meeting dates to be discussed in October meeting

**13. Adjournment**





## TOWN OF COLLINGWOOD

### Collingwood OPP Detachment Board

May 9, 2025, 9:00 a.m.  
Town Hall, Second Floor, Braniff Room  
97 Hurontario Street, Collingwood, ON

Members Present: Claire Tucker-Reid, Chair  
Councillor Kathy Jeffery  
Member Michael Edwards  
Member Anthony Griffiths

Members Absent: Mayor Yvonne Hamlin

Staff Present: Loris Licharson, OPP Detachment Commander  
Amanda Pegg, Executive Director, Corporate and Community Services  
Becky Dahl, Legislative Services/Deputy Clerk  
Jennifer Battista, Administrative Assistance, Legislative Services

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#### 1. Call to Order

Chair Tucker-Reid called meeting to order at 9:03am. Member Griffiths provided recognition and acknowledgement of the traditional territory of the Indigenous peoples.

#### 2. Adoption of Agenda

##### **OPP-006-2025**

Moved by: Member Michael Edwards

Seconded by: Councillor Kathy Jeffery

**THAT** the content of the agenda for the Collingwood OPP Detachment Board meeting for May 9, 2025 be adopted as presented.

**CARRIED**

#### 3. Declarations of Pecuniary Interest

None

#### 4. Adoption of Minutes

**OPP-007-2025**

Moved by: Member Anthony Griffiths

Seconded by: Councillor Kathy Jeffery

**THAT** the minutes of the regular meeting of the Collingwood OPP Detachment Board held on January 16, 2025 be approved as presented.

**CARRIED**

**5. Business Arising from the Previous Meeting**

None

**6. Deputations**

None

**7. Financial Update**

**OPP-008-2025**

Moved by: Member Anthony Griffiths

Seconded by: Member Michael Edwards

**THAT** the Financial Update be received.

**CARRIED**

**8. Reports**

**8.1 Detachment Commander Quarterly Policing Report, Detachment Commander Licharson**

Detachment Commander Licharson introduced the Board to A/S/Sgt Mark Stadig.

Detachment Commander Licharson provided a high level review of the 2025 First Quarter OPP Detachment Board Report noting statistics on the number of Ride programs, impaired drivers, foot patrol hours, new recruits and transfers, and training hours.

The 2024/2025 Ride Grant was discussed. One grant application was allowed per detachment, and it was combined between our municipalities. Statistics were provided for Collingwood Blue Mountain Community Street Crime including seizure of firearms and controlled drugs and substances.

Detachment Commander Licharson noted awards and recognition of the King Charles Coronation Medal which was awarded to two officers in March by MP Terry Dowdall.

Body worn cameras were discussed with the goal being to increase public trust and discussed how the cameras will be activated and where they are worn. There are currently 50 members trained.

Detachment Commander Licharson gave an update on the 2026-2029 Action Planning Process noting the Corporate Communication Strategy Management Bureau has been contacted for timelines and noted tentative dates and guidelines are subject to change and will provide an update to the Board as soon as the new timelines are released. Q1 consultation has begun including input from stakeholders, community safety and wellbeing plans, and the community satisfaction survey.

Detachment Commander Licharson answered questions from the Board clarifying the acronym OMG (Outlaw Motorcycle Club). The Board asked questions related to mental health occurrences, targets and measures and the need for more foot patrol in the Downtown and whether a target could be set of hours dedicated for foot patrol. Detachment Commander Licharson advised efforts are based on calls and the hours that they have, noting it would be difficult to set these types of targets but can look at this moving forward. There is a potential initiative in place to address the downtown core it in Q2. The Board inquired about the amount of training hours allocated and if there is a standard. Detachment Commander Licharson answered that it is difficult to say due to training opportunities available.

Detachment Commander Licharson discussed the second portion of the report. Stats had no significant changes. It was pointed out that motor vehicle collisions increased 26% in Q1 over winter months, likely due to high snowbanks and impairment of vision and noted that personal injury collisions decreased. Unfounded incidents increased from last year to this year, many due to gas drive offs. Public complaints were at zero for Q1. Detachment Commander Licharson answered questions from the Board to clearance rates and youth charges.

#### **OPP-009-2025**

Moved by: Member Michael Edwards

Seconded by: Councillor Kathy Jeffery

THAT the Board provide recognition to the Officers in receipt of and achieving the Kings Coronation Medal.

**CARRIED**

## **8.2 Community Observations (how is policing going in the community)**

Executive Director Pegg discussed ongoing challenges with the transit terminal noting an altercation that took place recently resulting in the individual being arrested. Detachment Commander Licharson confirmed they cannot have police presence there 24/7 but they do focus patrols with the transit terminal area and make a visible presence there to deter issues.

The Board inquired to what mechanisms are in place to control repeat offenders and if there is anything the Board can do to advocate efforts on behalf of the detachment.

Detachment Commander Licharson advised that bail reform is not something they control and is controlled through legislation under the criminal code.

Chair Tucker-Reid requested Member Griffiths inquire about advocacy efforts to strengthen legislation regarding repeat offenders at the conference.

## **9. Community Input Process to Support the Development of the OPP Action Plan 2026-2029**

### **9.1 Collingwood OPP Detachment Process and Timing, Detachment Commander Licharson**

Item was addressed under Agenda Item 8.1

### **9.2 Collingwood OPP Detachment Board Community Input Process and Timing**

Chair Tucker-Reid discussed working with staff to develop a community survey for the importance of policing and satisfaction levels and to determine any gaps in service. Executive Director Pegg noted she would take this back to staff to review.

### **9.3 Town of Collingwood Feedback on draft OPP Strategic Plan**

No comments on report were provided.

### **9.4 Community Engagement Approach in Developing a Priorities Plan, Municipal staff and Detachment Commander Licharson**

Item was addressed under Agenda Item 8.1 and 9.2.

### **9.5 Farmers Market Date for Board Member Booth**

Deputy Clerk Dahl advised the Board of potential dates for the Farmers Market, being May 31, June 28, and Aug 2, 9, 30. To provide input into the

draft Action Plan, the Board requested a poll go out to select a date in May or June.

## **10. Other Business**

### **10.1 Approval of the Name of the Collingwood OPP Detachment Board**

The Board discussed the opportunity to create a logo as suggested by the Ontario Association of Police Services Board, with Member Griffiths to see what other Boards have done in this regard.

#### **OPP-010-2025**

Moved by: Councillor Kathy Jeffery

Seconded by: Member Michael Edwards

**Whereas** as outlined in Ontario Regulation 135/24, this Board is an OPP Detachment Board in the geographical area serviced by the Collingwood O.P.P. Detachment;

**Therefore be it resolved that** until such time as the CSPA or O. Reg. 135/24 is amended to reflect the name of our Detachment Board in the corresponding table within O. Reg. 135/24, this Board will be operating as the Collingwood OPP Detachment Board.

**CARRIED**

### **10.2 Discussion: Preparation and Timing of Annual Report to Council**

Deputy Clerk Dahl reminded the Board of the June 30 deadline to present the annual report to Council. Chair Tucker-Reid asked for input from the members to what they would like to see in this years report. The Board asked if the previous report could be circulated for context. The Board agreed to present the report on June 23, 2025. A special meeting will need to be called to approve the report prior to being presented to Council.

### **10.3 Update: Detachment Board Commendation Program**

#### **10.3.1 Template of the Commendation Certificate and Standard Operating Procedure to Support its Implementation**

Communications Manager Carter gave an overview of types of support she can provide including hosting a webform on website for submissions, assisting with media releases, and advertising through social media channels, the local radio stations, Town booth at the Farmers Market, and digital displays. Cost options include radio campaigns, digital campaigns, Spotify, poster design, card design, and mini billboard.

Manager Carter provided points on what she would need to start

including program/initiative description, who it is being recognized, nomination criteria, award process, how to submit nominations, deadlines, and contact for the program.

Councillor Jeffery suggested the logo may be important to this as well. Member Griffiths can find out what others are doing.

**10.4 Update: Draft MOU, Amanda Pegg, Executive Director, Corporate and Customer Services**

Executive Director Pegg discussed the draft MOU intended to establish collaboration between the OPP Detachment Board and the Town. The MOU's primary purpose is to outline roles, responsibility, and service expectations that support the Board in fulfilling their mandate under the Act. Staff to circulate draft with minutes for the Board to review with the final draft to be presented at the next regular meeting.

Member Councillor Jeffery asked if we already had an MOU. Deputy Clerk Dahl confirmed there were discussions but no paper document that she is aware of and with the enactment of the Community Safety and Policing Act and change from a Police Services Board to an OPP Detachment Board, this new MOU is warranted.

**10.5 Update: Board Insurance, Becky Dahl, Manager, Legislative Services**

Deputy Clerk Dahl discussed Collingwood joining group insurance with the County of Simcoe. With some uncertainty in the Board being covered under this new policy, she reached out to association to join their cooperative. As part of the coverage, an abuse policy will need to be drafted and approved by the Board within 30 days of receiving coverage. An example was provided but are currently waiting for more details. A special meeting may be required to approve the policy within the required timeframe.

**10.6 Discussion: Routine updates at Council-Committee of the Whole meetings**

Deputy Clerk Dahl advised there have been occasions where council members felt it might be helpful to have a Board member and/or the Detachment Commander present at council meetings. Detachment Commander Licharson stated this had been discontinued from past practice due to the number of meetings and offered to speak offline if needed.

Member Councillor Jeffery confirmed there are two members from the Board who can answer most questions and suggested council could ask for attendance either remotely or in person on an as-needed basis.

## **10.7 Community Safety and Well-Being Plan: Resident Survey**

Staff advised the Board of a survey that is currently posted and provided background to the Plan and Geographic Municipal Coordinating Committee (GMCC), confirming they meet twice a year with additional meetings called if needed as are looking for a representative of the Board to participate in the meetings. Member Edwards volunteered to be the Boards representative to the GMCC.

## **11. Correspondence**

### **OPP-011-2025**

Moved by: Councillor Kathy Jeffery

Seconded by: Member Anthony Griffiths

**THAT** the Collingwood OPP Detachment Board receive the Correspondence List as provided.

**CARRIED**

### **11.1 March 27th OAPSB Zone 3 Meeting Attachments**

#### **11.1.1 Intensive Serious Violent Crime Team (ISVBT) Presentation**

#### **11.1.2 Inspectorate of Policing Zone Update**

#### **11.1.3 OAPSB Zone 3 Update**

### **11.2 Inspector General Memo #4: Release of the Inspectorate of Policing's Strategic Plan**

## **12. Next Meeting**

### **12.1 Wednesday June 18, 2025 at 9:00am (joint meeting with the Town of the Blue Mountains)**

The Town of The Blue Mountains will host the joint meeting and are looking for agenda items with potential agenda items to be sent to Deputy Clerk Dahl.

### **12.2 Thursday July 17, 2025 at 9:00AM**

### **12.3 Thursday October 16, 2025 at 9:00AM**

Deputy Clerk Dahl asked if there is an appetite to meet more frequently with the initiatives underway, confirming the Board is only required to meet quarterly. It was also confirmed the Board estimates/budget will be required to be considered at the July meeting in order to meet the target dates for the 2026 municipal budget. MOU to consider for costing levels to also be considered at the July meeting. Member Councillor Jeffery noted that she will not be able to attend the June 18 meeting.

Member Councillor Jeffery requested questions to the Detachment Commander report be sent to the Detachment Commander ahead of time so he is provided with better opportunity to address questions at the meeting.

**13. Adjournment**

Moved by: Councillor Kathy Jeffery

Seconded by: Member Michael Edwards

THAT the Collingwood OPP Detachment Board meeting be hereby adjourned at 10:17a.m.

**CARRIED**

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Chair





## Joint Meeting Minutes

### Collingwood and The Blue Mountains OPP Detachment Boards

June 18, 2025, 9:30 a.m.

Town of The Blue Mountains Town Hall, Council Chambers  
32 Mill Street, Thornbury, ON and Virtual

Members Present:	Claire Tucker-Reid, Chair Mayor Yvonne Hamlin Member Michael Edwards Member Anthony Griffiths Andrea Matrosovs, The Town of the Blue Mountains Gail Ardiel, The Town of the Blue Mountains Lynn Church, The Town of the Blue Mountains Donna Wilson, The Town of the Blue Mountains Jim Oliver, The Town of the Blue Mountains
Members Absent:	Councillor Kathy Jeffery, Vice Chair
Staff Present:	Loris Licharson, OPP Detachment Commander Amanda Pegg, Executive Director, Corporate and Community Services Jennifer Battista, Administrative Assistance, Legislative Services Becky Dahl, Legislative Services/Deputy Clerk
Others:	Carrie Fairley, Acting Recording Secretary

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#### 1. Call to Order

Chair Oliver called the Joint OPP Detachment Board meeting to order at 9:30 am, at the Thornbury Harbour. Chair Oliver introduced The Blue Mountains OPP Detachment Board Members and Staff present. Chair Tucker-Reid introduced the Town of Collingwood's Board Members and Staff present.

##### 1.1 Traditional Territory Acknowledgement

##### 1.2 Adoption of Agenda

Moved by: Andrea Matrosovs, The Town of the Blue Mountains  
Seconded by: Gail Ardiel, The Town of the Blue Mountains

**THAT** the Town of Collingwood and The Blue Mountains Joint OPP Detachment Board Agenda of June 18, 2025, be approved as circulated, including any additions to the Agenda.

**CARRIED**

**1.3 Declarations of Pecuniary Interest and general nature thereof**

None.

**1.4 Christian Galarrage, Marine Unit**

Christian Galarrage, OPP Officer, provided an overview to the Board Members regarding the equipment on board of the OPP vessel and noted on average there are approximately 10-12 rescues a year with the summer months being the busiest. Officer Galarrage further noted that the Coast Guard has the primary responsibility for search and rescues and the OPP assist.

Board Members discussed the credentials and requirements for OPP officers to be part of the Marine Unit. Officer Galarrage noted there is a two-week course that provides the training needed. They further discussed that the use of drones as part of search and rescues on the water is not currently part of their practice and the relationship between OPP and Fire Rescue on the water.

**1.5 Constable Swann, Traffic Management Officer**

Constable Swann provided an overview to the Board Members regarding traffic enforcement and the equipment available to officers when on the road.

**1.6 Adoption of Minutes**

Moved by: Chair Claire Tucker-Reid  
Seconded by: Member Anthony Griffiths

THAT the Town of Collingwood and The Blue Mountains Joint OPP Detachment Board Minutes dated December 13, 2024, be approved as circulated, including any revisions.

**CARRIED**

**1.7 Chair's Remarks**

Chair Oliver noted that he is looking forward to a successful and a safe summer across our entire region.

**2. Deputations, if any**

None

**3. Correspondence, if any**

**4. Staff Reports**

## **5. Closed Session**

### **5.1 Closed Session Reporting Out Statement**

## **6. New and Unfinished Business**

### **6.1 2026-2029 Action Plan**

Chair Oliver spoke regarding the 2026-2029 Action Plan and the outreach that has taken place, so far. Detachment Commander Loris Licharson spoke regarding the survey results and feed back received so far for the Action Plan and noted the next step, which is to review the data that was received. Detachment Commander Licharson provided more information on the efforts made by the OPP to receive data. Detachment Commander Licharson further noted the goal was to have the action plan before the Boards in August, but that date has been pushed back from strategy management to October. Chair Tucker-Reid offered to share the Collingwood Board's survey with The Blue Mountains Board.

Chair Oliver spoke noting his struggles with knowing what format and community partners the Board should consult with to get the data that is required and how the Board's input will support the Action Plan. Chair Oliver further noted that one of the Board's mandates is to seek out information regarding where our communities feel there need to be priorities for community safety and policing. Town of Collingwood Chair Tucker-Reid noted their Board struggles with the same dilemma. Chair Tucker-Reid provided more information regarding a survey the Collingwood Board is looking at launching which looks at various areas of policing and the gaps identified and further noted they want to augment what is already happening and not duplicate efforts.

Mayor Hamlin noted that Collingwood is finalizing their community survey. Chair Oliver spoke regarding media coverage for this survey, specifically of the results of the survey. Detachment Commander noted there was an article in Collingwood Today specifically about the survey and results.

The Boards discussed not duplicating efforts and Detachment Commander noted that all the information will be shared.

The Boards further discussed increasing the level of awareness in the community of the action planning process.

#### **6.1.1 Community Satisfaction Surveys**

This Agenda Item was discussed with Agenda Item 6.1.

### **6.2 Summary of Best Practices from the OAPSB Conference**

Chair Oliver spoke regarding the OAPSB conference noting it was very useful and the presentation from the Minister of Solicitor General was very informative and noting that fees for police for college students are being removed. Chair Oliver provided more information on the commitment the

province has made to remove the fees for new recruits coming into Police College and training for Special Constables. Chair Oliver noted that there was a session on the third day of the conference around delivering community safety and policing within the First Nations. Chair Oliver noted that one of the large First Nation Collectives is now officially recognized as a police organization oversight group within the CSPA and provided more information to the Boards.

Chair Tucker-Reid spoke regarding the OAPSB Conference regarding best practices and suggested that Members of the Board who attending the conference share, informally, ideas and thoughts from the Conference.

Chair Tucker-Reid spoke regarding policies that the association suggests and as well the inspectorate of policing and suggested that staff compile a list of the suggestions. Chair Tucker-Reid further suggested that a timetable can then be developed, with both Boards, in terms of policy and development.

Moved by: Chair Claire Tucker-Reid  
Seconded by: Member Michael Edwards

THAT the Town of the Blue Mountains and the Collingwood OPP Detachment Boards requests Municipal Staff to gather best practices and suite of Detachment Board policies, as suggested by the OAPSB to bring forward to a future meeting of the respective Boards.

**CARRIED**

Moved by: Andrea Matrosovs, The Town of the Blue Mountains  
Seconded by: Gail Ardiel, The Town of the Blue Mountains

THAT the Town of The Blue Mountains OPP Detachment extends the length of the meeting to 12:00 p.m.

**CARRIED**

### **6.3 Suite of Detachment Board Policies as suggested by the OAPSB**

This Agenda Item was discussed at Agenda Item 6.2.

### **6.4 OPP Detachment Board Logo and Branding**

Chair Oliver noted that under the CSPA, the association realizes there are now two forms of police governance boards in the province of Ontario. Chair Oliver further noted that this Board can no longer be called Police Service Boards and now we are OPP Detachment Boards and noted that municipal boards continue in their role as Municipal Police Service Board. Chair Oliver noted that the intent of the OAPSB is to rename themselves as Police Governance Ontario, within approximately six months.

**7. Additions to the Agenda**

**7.1 The Blue Mountains OPP Detachment Board Annual Report to Council**

Moved by: Donna Wilson, The Town of the Blue Mountains

Seconded by: Andrea Matrosovs, The Town of the Blue Mountains

THAT The Blue Mountains OPP Detachment Board receives for information The Blue Mountains OPP Detachment Board 2025 Annual Report to Council;

AND THAT the Board approves and endorses the report to be presented at the June 23, 2025 Council Meeting, by Chair Jim Oliver.

**CARRIED**

**8. Notice of Meeting Dates**

Next meeting in December in Collingwood

**9. Adjournment**

Moved by: Andrea Matrosovs, The Town of the Blue Mountains

Seconded by: Gail Ardiel, The Town of the Blue Mountains

THAT the Town of Collingwood and The Blue Mountains Joint OPP Detachment Board Meeting does now adjourn at 11:50 a.m. to meet again at the call of the Chair.

**CARRIED**

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Chair



## TOWN OF COLLINGWOOD

### Collingwood OPP Detachment Board

June 18, 2025, 11:00 a.m.  
The Town of the Blue Mountains  
32 Mill Street, Thornbury, ON

Members Present: Claire Tucker-Reid, Chair  
Mayor Yvonne Hamlin  
Member Michael Edwards  
Member Anthony Griffiths

Members Absent: Councillor Kathy Jeffery, Vice Chair

Staff Present: Loris Licharson, OPP Detachment Commander  
Amanda Pegg, Executive Director, Corporate and Community  
Services  
Jennifer Battista, Administrative Assistance, Legislative Services  
Becky Dahl, Legislative Services/Deputy Clerk

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#### 1. Call to Order

Chair Tucker-Reid called the meeting to order at 11:56 a.m. and Mayor Hamlin read the land acknowledgement.

#### 2. Adoption of Agenda

##### **OPP-012-2025**

Moved by: Member Anthony Griffiths

Seconded by: Member Michael Edwards

**THAT** the content of the agenda for the Collingwood OPP Detachment Board meeting for June 18, 2025 be adopted as amended.

**CARRIED**

#### 3. Declarations of Pecuniary Interest

None

#### 4. Reports

##### **4.1 Collingwood OPP Detachment Board Annual Report to Council**

Members discussed the annual report noting that it was well written and discussed points around the tabled legislation regarding student resource officers in school. Board Members and Detachment Commander Licharson confirmed his attendance at the Council meeting

**OPP-013-2025**

Moved by: Member Anthony Griffiths

Seconded by: Member Michael Edwards

**THAT** the Collingwood OPP Detachment Board approve the Annual Report to Council, to be presented by the Board at the June 23, 2025 Town of Collingwood Council - Committee of the Whole Meeting.

**CARRIED**

**5. Other Business**

**5.1 Draft OPP Detachment Board Survey 2025**

Members discussed the draft survey noting the purpose of the survey is to look for satisfaction levels with the public in terms of policing levels in Collingwood and to identify any gaps.

Members discussed adding a question about the patrolling of trails and where people sleeping in banks, library, etc. would fall within the survey. Detachment Commander Licharson discussed the complexities homelessness as a policing issue and identified it as being included in crimes against persons, trespassing, etc. for the purpose of the survey.

Detachment Commander Licharson discussed an initiative for grant funds with a focus on retail theft, which would assist in the purchase of new bikes and equipment and training up to 5 members to enhance foot patrol. They aim to engage with businesses and increase their presence in the Downtown. Mayor Hamlin asked if efforts could be made to encourage banks to open their ATM access after operating hours, pending extended foot patrol.

Further discussion on homelessness occurred including initiatives that are in place to support those facing homelessness, as well as a collective strategy with the County and other agencies. Members requested the County of Simcoe attend an upcoming meeting to further discuss homelessness initiatives that are underway.

**OPP-014-2025**

Moved by: Member Anthony Griffiths

Seconded by: Member Michael Edwards

**THAT** the Board accept the survey as presented, with the addition of the Patrol of Trails to the Policing Priorities;

AND THAT the Board direct municipal staff to assist with the public engagement of the survey;

AND THAT results of the survey be presented to the Board and Detachment Commander by September 2025.

**CARRIED**

## **5.2 Respectful Workplace Policy**

Members discussed the draft Respectful Workplace Policy and asked how people make a complaint. Deputy Clerk Dahl reviewed comments received from the Inspectorate of Policing to the draft policy, noting challenges with reporting and enforcement of policy violations and will further review options with Executive Director Pegg to be considered at the July meeting.

## **5.3 Memorandum of Understanding (MOU)**

Chair Tucker-Reid reminded Members to submit comments to the draft Memorandum of Understanding (MOU) with the final document to be brought forward for consideration at the next meeting.

## **6. Upcoming Meetings**

Discussion on a December meeting date for the next joint meeting with the Town of the Blue Mountains OPP Detachment Board occurred, with a poll to go out to Board Members on their availability for the first two weeks in December.

Member Griffiths provided insights on the City of London Police from the OAPSB Conference he recently attended, noting an increase in population and no increase in the police force which contributed to policing issues within London.

## **7. Adjournment**

Moved by: Mayor Yvonne Hamlin

Seconded by: Member Michael Edwards

THAT the Collingwood OPP Detachment Board meeting be hereby adjourned at 12:32p.m.

**CARRIED**

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Chair



## **Ontario Provincial Police (OPP) Detachment Board**

This Memorandum of Understanding dated this **xxx**, 2025.

BETWEEN:

### **ONTARIO PROVINCIAL POLICE (OPP) DETACHMENT BOARD OF COLLINGWOOD**

And the

### **THE CORPORATION OF THE TOWN OF COLLINGWOOD**

**Whereas** the Collingwood OPP Detachment Board and the Corporation of the Town of Collingwood are committed to working with the community to promote safety and security for all residents of Collingwood and our visitors;

**And Whereas** the role of the Collingwood OPP Detachment Board is set out under Section 68(1) of the CSPA;

**And Whereas** the Board is a civilian body that oversees the Collingwood detachment of the OPP and draws its authority from the CSPA and regulations;

**And Whereas** the Corporation of the Town of Collingwood is committed to supporting the Board with the collective belief that effective policing requires strong partnerships with community organizations, local businesses, and individual community members, and the commitment to building and maintaining these relationships.

**Now therefore**, the Collingwood OPP Detachment Board and the Corporation of the Town of Collingwood are the parties to this Memorandum of Understanding (MOU), and they recognize the mandate of a collaborative approach to improving for the benefit of the community and agree to the following operating terms:

#### **1. Vision**

We are committed to working with the community to promote safety and security for all residents of Collingwood and our visitors. We believe that effective policing requires strong partnerships with community organizations, local businesses, and individual community members, and we are committed to building and maintaining these relationships.

## **2. Mandate**

The role of the Collingwood OPP Detachment Board as set out under Section 68(1) of the Community Safety and Policing Act (CSPA) is to:

- Consult with the Commissioner regarding the selection of a detachment commander and otherwise participate, in accordance with the regulations made by the Minister, in the selection of the detachment commander;
- Determine objectives and priorities for the detachment, not inconsistent with the strategic plan prepared by the Minister, after consultation with the detachment commander or his or her designate;
- Advise the detachment commander with respect to policing provided by the detachment;
- Monitor the performance of the detachment commander;
- Review the reports from the detachment commander regarding policing provided by the detachment; and
- On or before June 30 in each year, provide an annual report to the Town of Collingwood Council regarding the policing provided by the detachment in their municipalities.

## **3. Purpose**

The purpose of this Memorandum of Understanding (MOU) is to outline service levels provided to the Collingwood OPP Detachment Board (hereafter referred to as “Board”), by the Corporation of the Town of Collingwood (hereafter referred to as “Town”). This MOU aims to clarify the responsibilities, expectations, and objectives for cooperation on delivering the Boards legislative requirements and mandate.

## **4. Scope of Agreement**

This MOU covers the following:

- Levels of service provided by the Town to the Board

## **5. Levels of Service**

### **Town Services Provided to the Board:**

#### **Attendance at Meetings**

- Staff Liaison (or designate) to attend scheduled Board meetings
- Staff Liaison (or designate) to attend Town Council meetings, to support the Board, as requested by the Board

- Attend special meetings, as may be required, to support the work of the Board

### **Staff Liaison, Resource**

- Undertake a proactive role in ensuring that the legislative requirements and those of the Inspectorate of Policing are met if not exceeded.
- Support the development of strategic documents by completing research and advising on best practice, as requested including but not limited to policy development, long range planning, survey development and administration, annual calendar development, and correspondence development.
- Prepare the Board for an Policing Audit undertaken by the Inspectorate of Policing
- Assist with advocacy efforts with respect to certain policing efforts with relevant institutions and organizations
- Ensure that the Board is aware of the required suite of policies in order to complete the Board's work in compliance with legislative requirements
- Liaison with other Town divisions to ensure the spirit and intent of the MOU is delivered upon
- In collaboration with Clerk Services, ensure the Board is adequately aware of and trained on Town Policy/Procedure as applicable to the governance role
- Assist the Board in managing issues that would be resolved through an Integrity Commissioner
- Provide the Board with known training opportunities that would be applicable to the governance role

### **Administrative Support**

- Manage the Board meeting schedule: Polling for attendee availability, scheduling of meetings, room bookings and room setup, ensure in person and virtual options are available (when possible)
- Meeting minutes: Capture and distribute meeting minutes and action notes in accordance with the Town of Collingwood requirements for Boards and Committees
- Conference and training registration: Coordinate conference and training attendance and bookings on behalf of Board members. Ensure accommodation is booked and confirmed, circulate available itinerary
- Ensure that the Board is supported in setting up relevant community events

- Processing of invoices: Coordinate the payment of invoices against the Board Council approved budget
- Monitoring the Board budget
- Printing business cards for appointed public members

### **Budget Management**

- Include the recommended Board budget (per legislative requirements) in the draft municipal budget for Council consideration and approval
- Establish a budget line item, once approved, to enable the processing of invoices for payment. Complete the processing of invoices against the approved budget in alignment with the Town's financial and purchasing requirements
- Provide updates to the Board on the status of its budget

### **Information Technology**

- Supply the Board with budget approved information technology. Including
  - Issuing a Tablet(s) for Board members who require them for undertaking their duties – for the time that they serve on the Board.
  - Microsoft exchange accounts with a Town issued email address
- Administer the Use of Technology Agreement, issuance and management of the authoritative list. Note: Board members must review/sign prior to the deployment of IT equipment and/or tools
- Provide technical support for Town issued devices through the IT Help Desk [helpdesk@collingwood.ca](mailto:helpdesk@collingwood.ca)

### **Communications Support**

- Provide a dedicated webpage for the Board within the Town's corporate website. Ensure information posted to the site is compliant with accessibility legislation
- Provide use of the Town's dedicated booth at the local Farmers Market at least once per season (must be pre-booked). Provide available Town owned supplies to support the booth set up
- Re-share information regarding the work of the Board through Town social media and communication channels
- Provide assistance in the development of communications materials such as rack cards/posters

- Develop and execute communications strategies for various elements of the Board's work

### **Grant Applications**

- Support grant applications by providing information/data, as required

## **6. Duration of Agreement**

This Memorandum of Understanding (MOU) shall take effect from [start date] and will remain in force until [end date]. Any party to this MOU may terminate it by providing sixty (60) days written notice to the other parties. Notwithstanding the foregoing, changes, including significant changes, may be made to the MOU on the agreement of all parties by executed annex to the MOU. This MOU may be extended for additional terms on the agreement of all parties but shall be reviewed for its appropriateness on an annual basis by the Board.

## **7. Financial Considerations**

The Collingwood OPP Detachment Board budget will be prepared by the Board and aligned with the legislatively required criteria. The proposed budget will be provided to the Town Staff Liaison and will form part of the municipal budget process for Council consideration.

## **8. Confidentiality**

All parties agree to maintain the confidentiality of sensitive information shared in accordance with the Municipal Freedom of Information and Protection of Privacy Act and all other applicable laws and legislation.

## **9. Dispute Resolution**

In the event of any disagreement or dispute regarding the terms of this MOU, parties will seek to resolve the matter through discussion at a Board Meeting. Failure to resolve will result in the matter being brought before Town Council, in the appropriate forum based on the circumstances, for a decision of Council.

## **10. Amendments**

This MOU may be amended at any time by agreement of the parties by resolution.

## **11. Termination**

| Either party may terminate this MOU by providing ~~[60~~number of days] notice in writing to the other party. In the event of termination, both parties agree to settle any outstanding obligations up to the date of termination.

## **12. Signatures**

By signing below, both parties agree to the terms outlined in this MOU:

IN WITNESS WHEREOF the parties have executed this Memorandum of Understanding (MOU) as evidence by the signature of their duly authorized officers:

Signature lines to be inserted

# Respectful Workplace Policy

<b>Policy Number:</b>	<b>OPPDB-01</b>
<b>Applies to:</b>	All members of the Collingwood OPP Detachment Board, support staff, volunteers, independent contractors, any other individual(s) engaged to do business with or for the Board.
<b>Approval Date:</b>	<b>June 18, 2025</b>
<b>Revision Date(s):</b>	<b>N/A</b>
<b>Approval Authority:</b>	Board, approved by Resolution No. XXX

## 1. Policy Statement

The Collingwood OPP Detachment Board (the “Board”) is committed to providing a work environment that is conducive to personal and professional growth, and a workplace that strives to ensure that all members of the Board’s workplace community are treated with dignity and respect.

The Board has zero-tolerance for any form of workplace violence, harassment, or discrimination. Appointed members of the Board, Staff that provide support to the Board, and volunteers acting on behalf of the Board are entitled to, and are expected to contribute to, a workplace that is free from any form of violence, harassment, and discrimination.

## 2. Purpose

Everyone within the Board workplace community plays a part in creating and maintaining a civil, respectful, professional, and collaborative workplace, free of any form of abuse, violence, harassment, discrimination, and bullying.

This policy reflects these values and the Board’s commitment to maintaining and promoting a workplace that is respectful, healthy, safe and inclusive.

The purpose of this policy is to:

- a) Identify the roles, and responsibilities of workplace participants;
- b) Promote and support a work environment free from any form of abuse, violence, harassment, or discrimination;
- c) Encourage Board Members and Staff to bring forward concerns of conduct in violation of this Policy, whether their own concerns or information about workplace abuse, violence, harassment, and/or discrimination they have witnessed; and
- d) Prevent, identify, and correct conduct in violation of this policy.

### 3. Scope

This policy applies to all Board Members, Staff, volunteers acting on behalf of the Board, independent contractors, and any other individual(s) engaged to do business with or for the Board.

The policy applies wherever and however one conducts work, including but not limited to physical and remote work settings, virtually through the use of information and communications technology, as well as electronic tools and devices that support work initiatives such as in person meetings, virtual meetings, communication platforms, and instant messaging applications.

### 4. Definitions

**Board Chair** means a Board Member that has been appointed as the Chair of the Collingwood OPP Detachment Board as per the Community Safety and Policing Act.

**Board Member(s)** means a person who has been appointed to sit as a member of the Collingwood OPP Detachment Board, or required to be a Member of the Board as per the Community Safety and Policing Act.

**Complainant** means a person who files a complaint.

**Discrimination** is any practice or behaviour, whether intentional or not, that results in the unfavourable or adverse treatment of individuals or groups where such differential treatment is related to a prohibited ground under the Ontario Human Rights Code (e.g., disability, sex, race, sexual orientation).

**Inspectorate of Policing** is the oversight body established under the Community Safety and Policing Act (CSPA) to ensure compliance with the Act and enforce legal obligations. Its duties, authorities, and powers are outlined in Part VII of the CSPA.

**Respondent** is the person or persons responsible for the alleged complaint.

**Staff** includes employees, supervisors, managers, contractors, consultants, and any other individual engaged to do business with or for the Board.

**Workplace** harassment means:

- a) engaging in a course of vexatious comments or conduct against a worker in a workplace that is known or ought reasonably to be known to be unwelcome, or
- b) sexual harassment.

**Workplace Harassment** may or may not be based on a prohibited ground set out in Ontario's Human Rights Code. Harassment typically involves a pattern of comment or conduct that occurs over time. However, a single incident of a serious nature may be sufficient to constitute harassment.

**Workplace Sexual Harassment** means:

- a) engaging in a course of vexatious comments or conduct against a person in a workplace because of sex, sexual orientation, gender identity or gender expression, where the course of comment or conduct is known or ought reasonably to be known to be unwelcome, or



- b) making a sexual solicitation or advance where the person making the solicitation or advance is in a position to confer, grant or deny a benefit or advancement to the person and the person knows or ought reasonably to know that the solicitation or advance is unwelcome.

**Workplace Violence** means:

- a) the exercise of physical force by a person against a person, in a workplace, that causes or could cause physical injury to the Board Member and/or Staff;
- b) an attempt to exercise physical force against a Board Member and/or Staff, in a workplace, that could cause physical injury to the Board Member and/or Staff,
- c) a statement or behaviour that it is reasonable for a person to interpret as a threat to exercise physical force against the Board Member and/or Staff, in a workplace, that could cause physical injury to the Board Member and/or Staff.

## **5. Complaint Process**

The intake and resolution of complaints under this policy will be handled in accordance with the procedure set out in the Community Safety and Policing Act, more specifically [O. Reg. 409/23: Code of Conduct for O.P.P. Detachment Board Members](#) with complaints to be disclosed to the chair of the board or if the misconduct involves the chair, to the Inspector General.

There shall be no retaliation against anyone who files a complaint or takes part in any investigation concerning abuse, violence, harassment, discrimination, or any conduct in violation of this Policy.

Vexatious and frivolous complaints or complaints made in bad faith, or without reasonable grounds with the intention to embarrass or harass, or with no factual basis filed under this policy will not be tolerated.

Complaints will be kept confidential, where possible. Information will only be released as necessary to conduct a fair investigation and respond to the complaint or situation or as required by law.

## **6. Roles and Responsibilities**

This Policy recognizes the sensitive nature of workplace violence, harassment, and discrimination complaints and commitment to keep all complaints confidential, to the extent possible. Information will only be released as necessary to conduct a fair investigation and respond to the complaint or situation or as required by law.

Out of respect for the relevant individuals, it is essential that the complainant, respondent, witnesses, and anyone else involved in the formal investigation of a complaint maintain confidentiality throughout the investigation and afterwards.

Cooperation in investigations, honesty and good faith is required as they relate to creating a workplace free of violence and harassment.

**6.1. Inspectorate of Policing** is responsible for receiving and addressing complaints about OPP detachment board member misconduct and maintaining records related to the complaint received with respect to the conduct of the Chair. All other complaints are to go through the Chair with the ability to retain

an independent third party to conduct an investigation, as may be required, including obtaining the assistance of the Inspectorate of Policing if appropriate..

**6.2. Board Chair** is responsible for the following:

- a) Ensure that this policy and Code of Conduct for O.P.P. Detachment Boards is communicated to all Board Members and Staff.
- b) Ensure ongoing training and education on this policy.
- c) Take all reasonable steps to protect Board members and Staff against retaliation for raising concerns of filing a complaint about conduct in violation of this policy.
- d) Take all reasonable steps and precautions to protect Board Members and Staff from workplace violence, harassment, or discrimination.
- e) Take in and ensure that complaints are handled with sensitivity and incidents of violence, harassment, discrimination or intimidation are addressed promptly.
- f) Ensuring investigations into formal complaints are completed in a timely manner.
- g) Retaining an independent third party to conduct an investigation, as may be required.

**6.3. Board Members and Staff** are responsible for:

- a) Knowing and following this policy and relevant procedures and always demonstrating respectful workplace behaviour.
- b) Taking reasonable steps to prevent workplace violence, harassment, and discrimination. Board Members and Staff are expected to treat their colleagues and members of the public with respect and dignity.
- c) Treating others in a professional manner with courtesy and respect.
- d) Discourage any behaviour that can be seen as violent, harassing, or discriminatory.
- e) Request immediate assistance from the Chair when workplace violence occurs or is likely to occur, or when a threat of workplace violence is made.
- f) Report incidents of workplace violence, threats of violence, harassment or discrimination in a timely manner to the Chair, so long as the complaint is not received by the alleged harasser or by a person under the direct control of the alleged harasser. If the complaint involves the Chair, the incident shall be reported to the Inspectorate of Policing.

- g) Participate in the investigation process when identified as a witness or a respondent in a complaint; failure to do so may result in disciplinary action up to and including discharge.

## **7. Non-Violations**

Reasonable action or conduct by Board Members and Staff that is part of his/her normal work function does not qualify as harassment. This is the case even where the results of such action sometimes create unpleasant consequences for Board Members and Staff. Example of this include: performance assessments and evaluation; adherence to the Code of Conduct.

Differences of opinion or minor disagreements between Board Members and/or Staff also do not normally constitute workplace harassment.

Photo, video, and audio recordings taken without the consent of the Board Member or Staff or individuals being recorded may be found to be harassment after a single occurrence. The intent is not to prohibit consensual photo, video and audio recordings between friends or colleagues with a positive intent or message but rather to stop non-consensual recordings from being created.

The following are not violations of this policy:

- a) The use of surveillance cameras in compliance with the law; and,
- b) Any recording taken by or on behalf of the Board in compliance with the law:
  - a. that a reasonable person would believe was taken and utilized to uphold the integrity of the workplace; and/or,
  - b. that a reasonable person would believe was taken and utilized with an intent and/or purpose to preserve the health and safety and/or physical or mental well-being of an individual or individuals.

## **8. References and Related Documents**

[O. Reg. 409/23: Code of Conduct for O.P.P. Detachment Board Members](#)

Criminal Code of Canada

Ontario Human Rights Code

## **9. Consequences of Non-Compliance**

Board Members and Staff who breach this policy may be subject to discipline up to and including dismissal.

## **10. Review Cycle**

This policy will be evaluated by the Collingwood OPP Detachment Board as often as necessary, but at least annually.

# **Collingwood OPP Detachment Board**

## **By-law No. OPP-2025-001**

**Being a By-law to affirm the name of the Collingwood OPP Detachment Board.**

**And whereas** the Police Services Act, 1990 has been replaced by the Community Safety and Policing Act, 2019 as of April 1, 2024;

**And whereas** subject to O.Reg. 135/24 of the Community Safety and Policing Act, 2019 the Board is deemed an OPP Detachment Board in the geographical area serviced by the Collingwood O.P.P. Detachment;

**And whereas** O.P.P. Detachment Boards are permitted to name their Board's in accordance with the Community Safety and Policing Act, 2019;

**And whereas** the Board passed a resolution at their May 9, 2025 Board Meeting to operate as the Collingwood OPP Detachment Board as provided in the Regulation;

**And whereas** a by-law is required to officially name the Board;

**Now therefore the Collingwood OPP Detachment Board enacts as follows:**

1. **That** until such time as the Community Safety and Policing Act, 2019 or O. Reg. 135/24 is amended to reflect the name of our Detachment Board in the corresponding table within O. Reg. 135/24, this Board shall be named Collingwood OPP Detachment Board.

**Enacted and passed** this 17th day of July, 2025.

---

Chair

	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Actual	2021 Actual	2022 Actual	2023 Actual	2024 Actual	2024 Budget	2025 Actual YTD May-25	2025 Budget
Revenues												
Expense Recoveries	\$ -	-\$ 7,357	-\$ 5,143	-\$ 286	-\$ 259	\$ 525	\$ -	\$ -	-\$ 1,906	\$ -	\$ -	\$ -
Other Municipalities	- 13,000	- 6,500	- 6,500	- 6,500	- 6,500	-	- 13,000	- 6,500	-	- 6,500	-	- 6,500
Permits	- 24,445	- 24,938	- 26,039	- 32,537	- 6,601	-	-	- 20,172	- 38,621	- 25,000	- 9,767	- 25,000
Provincial Funding	- 36,000	- 36,000	- 42,971	- 43,217	- 52,658	- 35,811	- 37,665	- 40,975	- 122,574	- 41,500	- 73,256	- 161,500
Provincial Offenses Act	- 168,258	- 146,456	- 89,073	- 125,357	- 27,232	- 15,150	- 5,469	- 32,511	- 72,207	- 120,000	- 48,515	- 50,000
total Revenues	-\$ 241,703	-\$ 221,251	-\$ 169,726	-\$ 207,898	-\$ 93,250	-\$ 50,436	-\$ 56,135	-\$ 100,158	-\$ 235,308	-\$ 193,000	-\$ 131,538	-\$ 243,000
Expenses												
Contracted Services	\$ 4,838,695	\$ 4,895,756	\$ 4,858,663	\$ 4,960,953	\$ 5,128,397	\$ 5,390,839	\$ 5,216,019	\$ 5,015,862	\$ 5,446,963	\$ 5,169,613	\$ 2,435,337	\$ 6,032,013
COVID Expenses							22,127	-	-	-	-	-
Court Expenses	1,750	1,347	1,071	2,706	1,160	1,309	508	1,134	1,773	2,500	737	2,500
OPP Kids Program	- 0	-	- 0	0	3,028	-	-	-	-	-	-	-
Employee Benefits	-	-	-	-	-	-	-	-	-	-	1,451	3,758
Insurance	9,855	6,938	7,164	8,595	7,863	10,437	10,677	13,166	10,764	11,892	12,979	11,892
Janitorial Contract	32,604	32,848	38,429	35,984	30,640	30,784	31,313	43,452	34,793	45,000	15,492	40,000
Janitorial Supplies	6,690	3,964	3,375	2,713	3,777	2,730	3,126	3,715	3,694	3,432	1,535	3,432
Natural Gas	6,294	8,279	8,803	8,001	8,822	9,337	9,948	9,789	6,976	13,933	4,277	13,933
Police Services Board	761	1,426	2,938	1,401	2,581	5,237	3,555	4,683	7,292	7,000	4,646	30,000
Repairs & Maint - Building	40,516	29,609	34,806	46,918	30,021	34,193	43,395	33,234	35,967	25,400	17,476	25,400
Repairs & Maint - Equipment	1,090	635	1,088	-	-	-	-	-	-	2,500	-	2,500
Replacement Equipment	500	-	-	-	-	-	-	-	-	-	-	-
RIDE Program	7,490	13,851	16,716	13,576	10,204	15,579	9,806	13,483	9,729	-	-	-
Salaries - Allocated	-	-	-	-	-	-	-	-	-	-	3,132	15,539
Shared Costs	12,537	19,360	13,534	754	743	751	819	893	936	10,200	393	10,200
Sundry	387	623	100	-	-	-	2,503	-	-	1,000	-	1,000
Telephone	2,997	-	-	-	-	-	-	-	-	-	-	-
Utilities	43,738	36,527	34,673	32,107	28,427	28,349	27,898	29,405	34,507	30,000	18,861	30,000
total Expenses	\$ 5,005,903	\$ 5,051,163	\$ 5,021,360	\$ 5,113,706	\$ 5,255,664	\$ 5,529,546	\$ 5,314,061	\$ 5,168,815	\$ 5,593,394	\$ 5,322,470	\$ 2,516,318	\$ 6,222,167
<b>Net (Surplus)/Deficit</b>	<b>\$ 4,764,201</b>	<b>\$ 4,829,913</b>	<b>\$ 4,851,634</b>	<b>\$ 4,905,809</b>	<b>\$ 5,162,414</b>	<b>\$ 5,479,110</b>	<b>\$ 5,257,926</b>	<b>\$ 5,068,657</b>	<b>\$ 5,358,086</b>	<b>\$ 5,129,470</b>	<b>\$ 2,384,781</b>	<b>\$ 5,979,167</b>

DRAFT Collingwood OPP Detachment Board 2026 Estimates

Budget Need	Description	2025	2026	2027
Remuneration*	remuneration to be paid to public appointees (\$300 each)	\$900.00	\$900.00	
Education - Conferences	education and learning opportunities, attendance to annual conference	\$4,000.00	\$4,000.00	
Travel & Business Expenses	mileage and accomodations while attending education and training opportunities	\$3,000.00	\$3,000.00	
Communications	outreach described in local action plan	\$10,000.00	\$10,000.00	
Annual Support	approximately 0.2 FTE has been funded to support the Board	19,779.15	\$19,779.15	
Dues, Fees and Memberships	OPSBA	\$3,800.00	\$3,800.00	
Office Supplies**	business cards (quantity 250/\$65.54) - public members	\$225.00	\$225.00	
Insurance	Liability insurance for board memebrebrs	\$5,000.00	\$5,000.00	
Investigations/Legal	Respectful Workplace Policy Investigations and other legal advice as may be needed		\$5,000.00	
Computer Hardware**	Tablets	\$1,600.00	\$0.00	
Computer Software**	Microsoft Business Basic (\$7.14/month/user)	\$300.00	\$300.00	
2026 Collingwood OPP Detachment Board Budget Estimates		\$48,604.15	\$54,030.15	

\*provided for information only. The Board cannot approve its own remuneration. Remuneration for non-council members only

\*\* Specific to non-council members

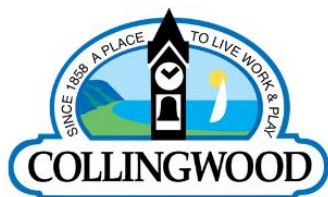
Communications Budget Breakdown	Description
	1 Radio Campaign on PEAK FM and MAX FM
	1000 rack cards
	Caada Post Snapmail
	Bulk mailout \$1/letter *not included in above due to cost
Information Technology	Cellular Internet ranges up to \$45/month depending on usage - not included in above

**DRAFT Collingwood OPP Detachment Board 2026 Estimates**

2028	2029	2030



# South Georgian Bay and Springwater Community Safety and Well-Being Plan 2025-2029







# Contents

A Shared Commitment .....	3
Land Acknowledgement .....	4
Introduction .....	5
Plan At A Glance .....	6
This Plan Was Informed By .....	7
Actioning And Overseeing The Plan .....	7
Plan Update .....	8
Approach .....	8
Momentum And Lessons Learned From The 2021-2025 CSWB Plan .....	9
Understanding Our Community .....	12
Insights .....	13
Key Data .....	15
Strategies .....	16
SAFE AND SUPPORTED: PATHWAYS OUT OF HOMELESSNESS .....	17
TRANSITIONAL-AGED YOUTH SERVICE NETWORK .....	18
OPP / 211 E-REFERRAL PATHWAY .....	19
INFORMING ACTION .....	20
Coordinating Action And Measuring Progress .....	21
Other Important Priorities Beyond This Plan .....	22
Building On What Exists .....	23
Appendix A: Organizations And Voices That Helped Inform The Plan .....	25
Appendix B: Helpful Acronyms And Terms .....	26
Appendix C: CSWB Framework .....	27

# A Shared Commitment

As members of the Geographical Municipal Coordinating Committee, and on behalf of the members of Council from the Township of Clearview, Town of Collingwood, Township of Springwater and the Town of Wasaga Beach, we are pleased to present the 2025–2029 South Georgian Bay and Springwater Community Safety and Well-Being (CSWB) Plan.

We thank the County of Simcoe for its continued leadership and support, and we gratefully acknowledge the many community partners, service providers, and residents who shared their insights and completed the community survey.

Our commitment to safety and well-being is long-standing. We recognize that experiences of safety and connection vary across our communities. South Georgian Bay and Springwater are known for strong partnerships and a spirit of collaboration. Trusted relationships among municipalities, service providers, police, and community members form the foundation of this work. This Plan reflects a shared responsibility to create conditions where all residents can feel safe, supported, and included.

This refreshed Plan focuses on three priorities: mental health and addictions, housing, and access to services. These complex issues require aligned action and the voices of those with lived experience.

The South Georgian Bay and Springwater CSWB Plan is our collective commitment to improving the factors that influence safety and well-being for everyone.



**John Ferguson**  
CAO,  
Township of Clearview



**Sonya Skinner**  
CAO,  
Town of Collingwood



**TBD**  
Township of Springwater



**Andrew McNeill**  
CAO,  
Town of Wasaga Beach

**Craig Williams**  
Fire Chief,  
Town of Wasaga Beach



**Insp. Loris Licharson**  
Detachment Commander,  
Collingwood and the Blue Mountains  
Detachment, Ontario Provincial Police

**Insp. Brooke McRoberts**  
Interim Detachment Commander,  
Huron West Detachment,  
Ontario Provincial Police

**Michael Edwards**  
Representative,  
Collingwood Ontario Provincial Police  
Detachment Board

**Mayor Doug Measures**  
Representative,  
Huron West Ontario Provincial  
Police Detachment Board

# Land Acknowledgement

We acknowledge and support the First Nations, Métis, Inuit, and Urban Indigenous communities, along with the organizations that work every day to enhance safety and well-being.

In recognition of the longstanding history of the land on which we live and where this Plan will be carried out, we offer this land acknowledgment

**We acknowledge that the land on which our community safety and well-being planning will take place is the traditional land of the Anishinaabe People.**

**The Anishinaabe include the Ojibwe, Odawa, and Potawatomi Nations, collectively known as the Three Fires Confederacy. It should be noted that the Wendat and the Haudenosaunee Nations have also walked on this territory over time.**

**In times of great change, we recognize more than ever the importance of honouring Indigenous history and culture and are committed to moving forward in the spirit of reconciliation, respect and good health with all First Nation, Métis and Inuit people and our community as a whole.**

As part of our commitment to reconciliation, this Plan respects the right of Indigenous Peoples to self-determination and Indigenous-led planning.

We acknowledge the ongoing impacts of colonialism and the need to repair fractured relationships.

We are committed to working in partnership with Indigenous communities and to learning from the knowledge and skills they bring, as we work together to enhance safety and well-being for all.





A person wearing a cycling jersey and helmet is riding a road bike on a paved path. The path is adjacent to a body of water, and the sun is low on the horizon, creating a warm, golden glow. In the background, a large industrial building with multiple silos is visible across the water. The scene is captured in a low-angle shot, emphasizing the cyclist and the sunset.

# Introduction

Safety and well-being are built over time through strong relationships, access to services, and a shared commitment to community.

In Ontario, every municipality is required to develop, adopt, and implement a Community Safety and Well-Being (CSWB) Plan under the [Community Safety and Policing Act, 2019 \(Part XVI\)](#). These plans follow a provincial [CSWB framework](#) that focuses on four key areas: social development, prevention, risk intervention, and emergency response. The goal is to work together, across sectors, to address issues early and create stronger outcomes for everyone.

This refreshed CSWB Plan for South Georgian Bay and Springwater reflects what we have learned since the release of our first Plan (2021-2025), through local data, community input, and close collaboration with our partners. Three key priorities remain the same, but this refreshed Plan takes a more focused and action-oriented approach to strategies that can drive real change.

We are taking a more connected approach, one that looks at how services and systems can work better together. By coordinating efforts across health, housing, policing, and social supports, we aim to make a meaningful difference in people's lives and strengthen our communities.

# Plan At a Glance

The 2025-2029 South Georgian Bay and Springwater Community Safety and Well-Being (CSWB) Plan outlines Clearview, Collingwood, Springwater and Wasaga Beach's shared priorities to support a safer, healthier community. Built on [what we have learned since 2021](#), this Plan reflects the [insights](#) from data and the voices of local residents, service providers, and community partners. It highlights where we can have the most impact by working together on the issues that matter most, based on our [understanding of our community](#). The Plan is designed to be agile and responsive to emerging needs and opportunities, while maintaining clear, actionable strategies to guide progress.

## Priorities:

Housing and  
Homelessness

Mental Health and  
Addiction (MHA)

Access to Services  
and Supports

## Strategies:

While there were various ideas on how to address different aspects of safety and well-being and [other important priorities](#), the Plan includes the following [four aligned strategies](#), informed by community insight, that will guide our next steps and collective efforts :



### Safe and Supported: Strengthening Pathways Out of Homelessness

Improves safety and stability through better housing access, outreach, and referral supports.



### Transitional-Aged Youth Services Network

Supports the coordination of youth mental health and addiction services across agencies as an initial area of focus.



### County-Wide Phased Data Approach

Builds a practical, collaborative foundation for sharing data to guide decisions and measure the progress of CSWB activities.



### Police and /211 e-Referral Pathway

Connects individuals with non-emergency needs to community services through a direct e-referral made by officers to 211.





## This Plan Was Informed By

- An initial review of the original CSWB Plan
- Key Informant interviews
- A targeted engagement process including presentations to collaborative tables and short online polls to gather preliminary insights from key stakeholders
- An online Resident CSWB Survey (April – May 2025)
  - 55 responses
- A Local South Georgian Bay and Springwater Provider Session (March 2025) - 12 providers participated
- A County-Wide Provider Session (March 2025)
  - 27 providers participated
- An online Provider Survey (March-April 2025)
  - 35 responses
- Data Analysis (available local data)

## Actioning and Overseeing the Plan

Each strategy in this Plan has a lead agency and partners responsible for [moving the work forward and oversight](#). These groups will coordinate activities, track progress, and report regularly to the Local Geographical Municipal Coordinating Committee (GMCC), which is a committee that serves as a collaborative forum for guiding, monitoring, and supporting the implementation of the Plan. Additionally, updates will be shared with the Advisory Body.

This Plan is designed to be useful and adaptable. As our communities grow and we learn what makes the biggest difference, we will keep adjusting, always aiming to make South Georgian Bay and Springwater safer, more supportive, and more connected for everyone.

A list of [helpful terms and acronyms](#) may be useful when reading this Plan.



# Plan Update Approach





# Momentum and Lessons Learned from the 2021-2025 CSWB Plan

Since launching our first CSWB Plan in 2021, we have made progress in several important areas.

## Housing and Homelessness

**Birch Street Affordable Housing Project (2025-2026):** In collaboration with the County of Simcoe, the Town of Collingwood is developing a 30-unit, 3-storey modular building at 29 & 45 Birch Street, aiming to increase affordable housing stock with a projected move-in date of spring 2026.

**Community Safety Teams (2024):** These teams build meaningful connections with people who are experiencing homelessness, intensify referrals to services, and work with the broader community to keep the community safe through safety walks, clean up, and more.

**Warming Centre (2024):** In partnership with the County of Simcoe and Faith Missionary Church, the Town of Wasaga Beach opened a temperature activated warming centre to provide shelter for individuals experiencing homelessness during the winter months.

**Collingwood's Affordable Housing Task Force (2021) & Master Plan (2023):** Established in 2021, the Task Force conducted a housing needs assessment and presented 53 recommendations to address the local housing crisis. This led to the development of the Affordable Housing Master Plan (AHMP), endorsed by Council in November 2023, outlining 26 initiatives to improve housing affordability.

**Coordinated Access: Homelessness System<sup>1</sup> (2022):** This was successfully implemented across Simcoe County, aligning with the federal mandate under Reaching Home: Canada's Homelessness Strategy<sup>2</sup> to streamline and enhance access to housing and support services across the region.

**10-Point Homelessness Prevention Strategy<sup>3</sup> (2022):** This strategy was introduced by the County of Simcoe and includes considerable added investment, enhancements, and support for the unhoused population in our communities.

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<sup>1</sup> [Overview: Coordinated Access for Homelessness](#)

<sup>2</sup> [Overview: Reaching Home](#)

<sup>3</sup> [10-Point Homelessness Prevention Strategy](#)







## Mental Health and Addiction

**Local Drug Strategy Table (2023)** - brings together community partners to share information, build relationships, and coordinate evidence-based strategies across prevention, harm reduction, and treatment to address the impacts of the drug toxicity crisis in South Georgian Bay and Springwater.

**MHA Working Group of the South Georgian Bay Ontario Health Team (ongoing)** - brings together local health and social service partners to improve access, coordination, and responsiveness of mental health services across the region.

**Mobile Crisis Response Team (MCRT) (ongoing)** - contributes to early intervention and crisis diversion by embedding a mental health professional with a sworn OPP officer, reducing emergency department visits and minimizing strain on frontline police resources.

## Access

**Wasaga Beach's After-Hours Clinic (2023)** - enhances healthcare accessibility courtesy of the Town of Wasaga Beach, in collaboration with the South Georgian Bay Ontario Health Team, Georgian Bay Family Health Team, and South Georgian Bay Community Health Centre. The municipally operated After Hours Clinic is located at 160 Beck Street.

**Community Connection's 24/7 Housing Helpline and Coordinated Access (2022)** - was launched as an expansion to its contact centre operations to 24/7, providing a dedicated housing helpline accessible via calling 211. Callers can receive immediate assistance and be connected to appropriate housing resources through the Simcoe County Coordinated Access system.

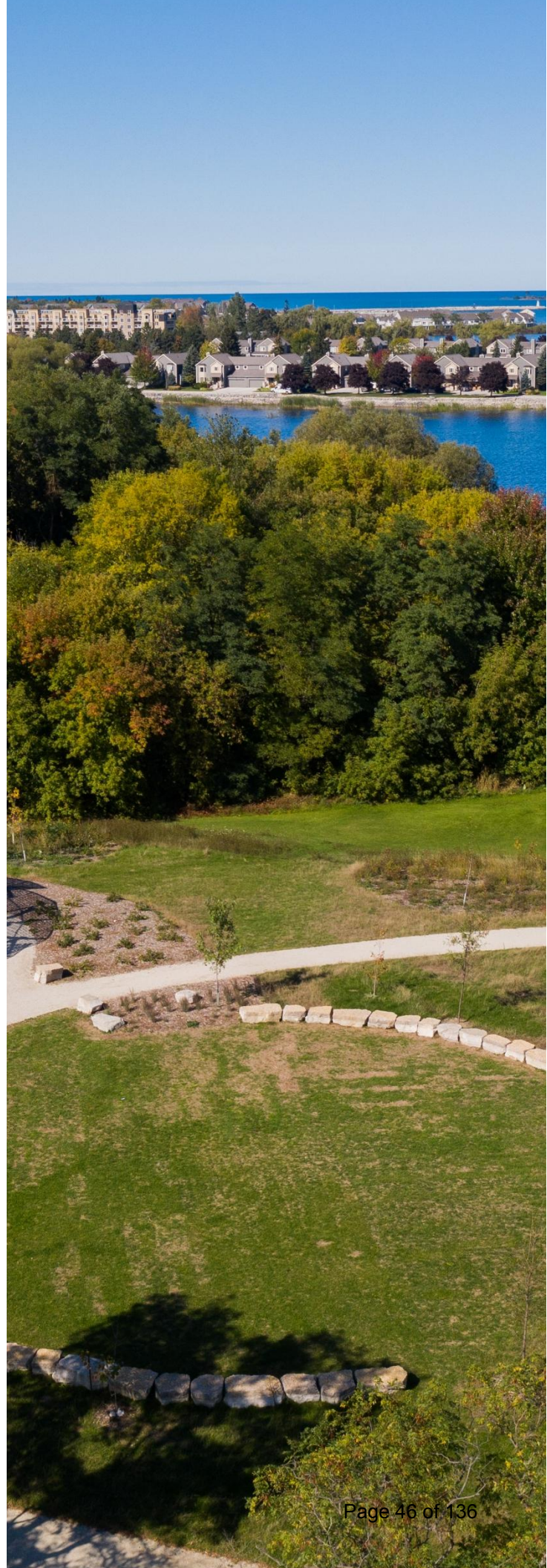


## Building on Experience

As we refresh the Community Safety and Well-Being Plan, we recognize the value of reflecting on what we have learned from the development and implementation of the 2021-2025 CSWB Plan. Through collaboration, experience, and community engagement, we have gained important insights alongside a clearer understanding of the implementation challenges and limitations that can impact progress.

As we move forward with our refreshed Plan, we recognize:

- CSWB initiatives are most successful when a lead agency is identified, and roles are clearly defined
- Data sharing remains an ongoing challenge that needs to be addressed
- Lived and direct service provider experience brings valuable insight
- Inter-sectoral collaboration needs dedicated support and infrastructure
- Starting with clear, doable steps creates progress
- CSWB makes us rethink how we define success when it may not always be visible in the short term (e.g., prevented crises)
- Flexibility is essential for real-time learning and adjusting to emerging needs and opportunities
- The need for ongoing communication and consultation can not be overstated







# Understanding Our Community

The South Georgian Bay and Springwater area includes the Towns of Collingwood and Wasaga Beach, and the Townships of Clearview and Springwater. Together, these four municipalities are home to just over 86,000 people<sup>4</sup> and continue to grow each year. While each community is unique, they share many of the same strengths and challenges when it comes to supporting the safety and well-being of local residents.

Spanning both rural and more urban areas, this area includes small towns, villages, and outlying communities. Many residents live outside walking distance to services, and public transportation options are limited, especially in rural areas<sup>5</sup>. For people who don't drive, especially youth, older adults, and those living on low incomes, this can make it harder to access health care, housing, food, and social supports.

The region also experiences strong seasonal shifts. Summer months bring an increase in temporary residents, short-term visitors, and seasonal workers. This seasonal growth places additional strain on housing availability, emergency response, and healthcare capacity.

South Georgian Bay and Springwater have a notably older population average than Ontario, with the average age for South Georgian Bay and Springwater being 45.6 years, compared to 41.8 years for Ontario<sup>4</sup>. At the same time, population growth is bringing in more families and newcomers, many of whom need affordable housing, child and youth supports, and access to timely mental health care.

The region has a strong foundation of collaboration among municipalities, service providers, police, and residents. There is a shared commitment to working together, listening to those with lived experience, and adapting to the changing needs of the community. This CSWB Plan builds on that commitment and focuses on the conditions that make safety and well-being possible for everyone, regardless of age, income, background, or where they live in the county.

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<sup>4</sup> [Statistics Canada, Census of Population 2021](#)

<sup>5</sup> Simcoe County Transportation Master Plan, 2021

# Insights

This Plan is shaped by what we heard from the community and what the data tells us. Together, these insights help us understand local needs and focus our efforts where they are needed most.

## Insights From Resident Survey Respondents<sup>6</sup>

### Access to Information

Residents most often search for services using online search engines, municipal websites, and word of mouth. While digital access is valued, respondents emphasized the need for printed materials and in-person support to ensure everyone can access information. Linking service directories directly from municipal websites was also recommended.

### Perceptions of Safety

Eighty-five percent of respondents feel safe in their community. When homelessness is visible in public spaces, residents suggested that expanding MHA supports, shelters, and outreach teams would help improve safety. Many also emphasized the importance of compassion, highlighting that homelessness does not inherently equate to danger.

### Youth Mental Health

Most respondents were unsure if youth aged 12–25 have access to the mental health supports they need, pointing to gaps in service visibility and availability. Barriers like low awareness, long wait times, and stigma were frequently noted. Residents identified the need for a single point of access, more programs in schools, and services in community spaces to help youth and families connect with support.

### Navigating Services

Sixty percent of respondents said they wouldn't know where to turn for housing or mental health help. Many supported the idea of a centralized, local service directory or app. To ensure accessibility, respondents also recommended offering printed guides, in-person assistance, and easy-to-find links on municipal websites.



## Insights From Providers<sup>7</sup>

### Coordinated Approaches to Homelessness and Housing

Service providers highlighted the need for a more coordinated outreach response to homelessness, with clearly defined roles and mandates across the housing system. People experiencing or at risk of housing instability need to know where to go for help and who to contact before a crisis occurs. There was a strong call for more deeply affordable housing options for individuals and families with minimal incomes, to help prevent homelessness and support long-term stability.

### Mental Health and Addictions (MHA) Supports

Stronger collaboration was seen as essential in the mental health and addictions sector, particularly when it comes to funding, service delivery, and problem-solving. Providers stressed the importance of securing permanent funding for mobile crisis response teams to ensure these services are stable and available for the long term. Shorter wait times across all services were seen as key to supporting people in need.

### Access and Transportation

Limited transportation options in rural areas of South Georgian Bay continue to create barriers to care. Providers emphasized the need for better transportation and more consistent access to primary and specialist healthcare. Structured pathways are also needed to help people navigate the system more easily and connect to the right supports.

### Data-Informed Planning

Improving how data is used to inform system planning was identified as a critical step forward. Better data can help identify gaps, inform decisions, and support more coordinated efforts across sectors.

### Supporting Equity-Deserving Groups

To better serve equity-deserving populations, providers said they need access to more training, culturally appropriate resources, and improved data on populations facing systemic barriers. Strengthening collaboration across sectors, through shared goals, improved communication, and better ways to share data, was seen as essential for building a more responsive and inclusive system of care.



<sup>7</sup> Insights were thematically grouped from January 2025–April 2025 provider consultation sessions, key informant interviews, a CSWB provider survey, a county-wide provider session, and a local provider session



# Key Data

## Housing and Homelessness

In the 2024 Point-in-Time (PiT)<sup>8</sup> Count, 9% of the 607 respondents were from South Georgian Bay and Springwater, up from 6% in 2022.

As of May 15, 2025, 135 people are identified in the Homeless Individuals and Families Information System (HIFIS)<sup>9</sup> as experiencing homelessness in the South Georgian Bay and Springwater area. This number is subject to change as the HIFIS database is continuously updated with new and ongoing entries.

## Mental Health and Addiction:

44.7% of elementary students reported feeling positive emotions like happiness and calm, which has decreased from 2019<sup>10</sup> (Simcoe Muskoka Catholic District School Board).

<50% of secondary students said they feel comfortable expressing their emotions at school<sup>11</sup> (Simcoe County District School Board).

60% of provider survey respondents reported a 'significant change' in mental health concerns in people served.

52% of provider survey respondents reported a 'significant change' related to substance use/addiction of their clients served.<sup>12</sup>

Simcoe County has higher rates of Emergency Department visits and hospitalizations for self-harm and death by suicide compared to the provincial average.<sup>13</sup>

Resident survey respondents' top three biggest barriers to youth accessing mental health and or addiction support and services were long wait times, lack of awareness, and stigma.

## Access:

7% increase in calls from South Georgian Bay and Springwater to 211 from 2019-2023  
Top reasons for 211 calls: 1. Housing 2. Income 3. Mental Health/Health

<sup>8</sup> A Point-in-Time (PiT) Count is a coordinated community effort to estimate the number of people experiencing homelessness in a community on a single night (the "enumeration") and includes a survey that is administered directly to individuals experiencing homelessness.

<sup>9</sup> HIFIS (Homeless Individuals and Families Information System) is a federally supported, real-time database used by service providers to track and coordinate homelessness-related data and services.

<sup>10</sup> Simcoe Muskoka Catholic District School Board, Elementary and Secondary Climate Reports, 2024

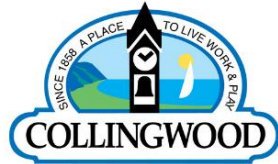
<sup>11</sup> Simcoe County District School Board's (SCDSB) School 2023-24 Climate Survey

<sup>12</sup> CSWB Provider Survey, 2025

<sup>13</sup> [Health Stats Dashboard, SMDHU 2020-2023](#)

# Strategies

## South Georgian Bay and Springwater CSWB Plan 2025-2029



The principles of equity, diversity and inclusion will underpin our approach

## Safe and Supported: Pathways Out of Homelessness

Everyone deserves to feel safe in their community. For people experiencing homelessness, the lack of stable housing can lead to increased vulnerability and involvement in high-risk situations. At the same time, some residents who are not experiencing homelessness may feel unsafe, particularly in parks or downtown areas where visible homelessness is more common. This strategy focuses on improving safety for everyone by strengthening connections to housing, outreach, support services, and ways to mitigate safety-related concerns for all residents.



### Lead Agency

County of Simcoe

### Partners:

Homeless System providers and appropriate Health System providers

### Goal

Improve perceptions of safety of the community and safety related to critical incidents for those experiencing homelessness

### Objective

Enhance coordinated access to housing and social supports to reduce housing-related safety incidents for those experiencing homelessness

### Action

Strengthen referral pathways to prevention supports and reduction strategies for homelessness through:

- Centralized Outreach
- Shelter/Supportive Housing
- Case Conferencing / Navigation Tables

### Exploratory Measures to Consider

- Perceptions of safety (housed and unhoused residents in the community)
- Safety related to critical incidents
- Housing-focused outcomes



## Transitional-Aged Youth Service Network

Young people aged 12 to 25 (transitional-aged) face growing mental health and addiction challenges. Currently, services can be hard to access and are often disconnected, leaving youth and their families unsure where to turn for help. This strategy supports the current development of an Integrated Youth Services Network that brings agencies together to make services easier to access, more connected, and better tailored to the needs of youth.

Creating a single-entry point (the networked system of providers) and encouraging collaboration between service providers will help reduce gaps in support, respond to the needs of a growing and changing population, and ensure services are appropriate for each stage of youth development. When youth and their families get the right help, they feel better and do better.



### Lead Agency

CFS Counselling and Well-Being through the work of the Integrated Youth Services Network

Partners: Youth Hubs, Justice, School Boards, Indigenous Services, Child Welfare, Ontario Health Teams (OHTs), Child Youth & Family Services Coalition of Simcoe County (CY&FSCSC), Youth

### Goal

Improved mental health and well-being outcomes for youth aged 12-25

### Objective

Enhance coordinated, accessible, and developmentally appropriate mental health and addiction (MHA) services for youth

### Action

Support the development and expansion of the emerging Integrated Youth Services Network that will prioritize:

- Creating a single access point into the system
- Expanding collaborative and integrated programs
- Adapting services to population growth and diversity
- Identifying service barriers and gaps

### Exploratory Measures to Consider:

- Collaboration
- Service-related outcomes for youth
- Youth and caregiver satisfaction results

## OPP / 211 e-Referral Pathway

Police are often the first point of contact for people facing challenges like homelessness, mental health issues, or financial hardship, but these situations do not always require a police response. This strategy helps bridge the gap by creating a simple referral process between the OPP and 211, a trusted service that connects people to local supports. When officers come across someone who needs help beyond what police can provide, they can send a quick e-referral to 211, ensuring that person gets a follow-up call and help navigating the system. It is a practical way to connect people to the right support at the right time, while making use of community resources and potentially reducing future calls to the police if the person is connected to the supports and services that they need.

### Co-Leads

OPP

Community Connection/211

### Goal

People who come into contact with police and need non-emergency support are connected to the right services, at the right time, through stronger partnerships and referral pathways.

### Objective

Create a simple and effective e-referral process between police and 211 so that individuals with social or health needs can receive follow-up support and help navigating services.

### Action

The Police will pilot a new referral process with Community Connection/211. When officers engage with someone who could benefit from community services, such as housing, mental health supports, income assistance, and other services, they will send an e-referral to 211.

### Exploratory Measures to Consider

- Access and reach
- Needs and navigation
- Outcomes and system impact



## Informing Action

Access to consistent, meaningful data was a key challenge during the first CSWB Plan. Many partners used different systems, tracked different indicators, and had limited capacity to share data, making it difficult to assess progress or respond to emerging issues.

This strategy takes a more practical and collaborative approach. By starting with an inventory of existing datasets and exploring shared indicators tied to plan priorities, the County can build a stronger foundation for future data work. This phased model emphasizes learning, trust-building, and achievable steps rather than overcommitting to complex systems too early.

Aligned with the provincial CSWB framework, this strategy supports collaboration, risk prevention, and information sharing by helping partners better understand what drives safety and well-being across communities. It also responds directly to lessons learned from the first plan: start small, focus on alignment, and use what's already available to guide smarter decisions moving forward.



### Lead Agency

County of Simcoe

#### Partners:

Police Services, Simcoe Muskoka District Health Unit, Community Connection, other relevant partners

### Goal

To support municipalities and community partners in better understanding and responding to community safety and well-being issues through practical, collaborative data initiatives

### Objective

Begin with achievable steps to map, access, and use shared data to support CSWB planning, decision-making, and ongoing learning

### Action

The County of Simcoe will lead this work by:

- Hiring a summer student to map available datasets across CSWB-related organizations and assess potential for sharing
- Exploring key indicators with partners that align with the priorities in the Plan(s)
- Identifying current data gaps and exploring potential sources of supplementary data (e.g., Environics Analytics), recognizing any cost limitations
- Exploring safe and practical ways to share data in the future
- Using lessons learned from this phase to inform future data-related collaborations

### Exploratory Measures to Consider

- Data and Inventory
- Partner Engagement
- Capacity-Building and Relationship Development
- Innovation and Learning

# Coordinating Action and Measuring Progress

## Governance and Advisory Support

The following three groups play key roles in the development, monitoring, and alignment of the CSWB Plan:

**South Georgian Bay and Springwater Geographical Municipal Coordinating Committee (GMCC)** – This group is responsible for oversight and governance of the CSWB Plan. The GMCC will provide oversight to create space for shared learning, reflection, and alignment across strategies, not day-to-day management.

**CSWB Local Table** – The local table serves as a subject matter advisory group that monitors progress on the CSWB Plan and provides input on the local application of both county-wide and locally developed strategies. A subset (executive group) from the local table will report back to the GMCC and to the Simcoe County CSWB Advisory Body.

**Simcoe County CSWB Advisory Body** (formerly referred to as the CSWB Steering Committee in the 2021-2025 Plan) - The advisory body, comprised of subject matter experts across areas of risk, plays a key role in matters of county-wide interest or application as well as aligning CSWB planning with broader system planning through joint strategic efforts that support the collective advancement of local and regional CSWB strategies.

## Actioning the Strategies

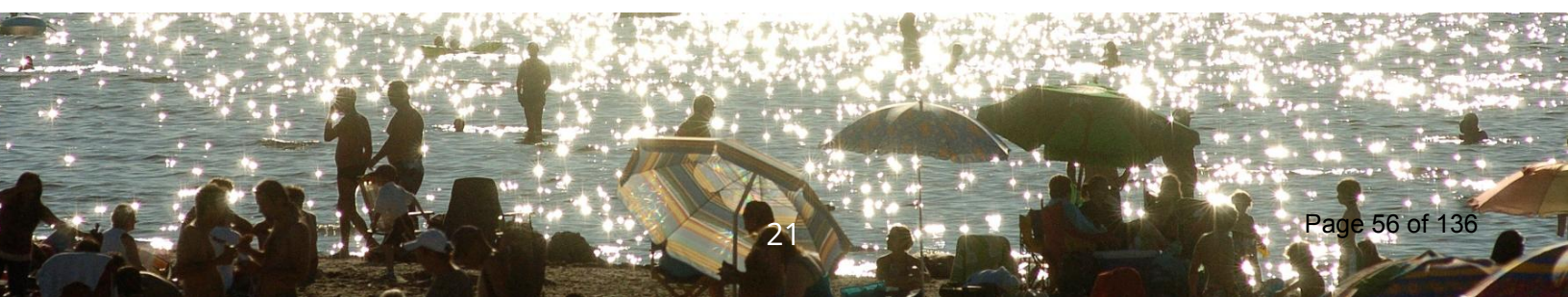
Each strategy in this Plan will be led by a designated lead agency with partner support.

Implementation of the strategies will be phased to encourage collaboration, learning, and adaptation.

In the first year, each strategy lead/table/group will:

- Clarify roles
- Explore early measures of success
- Identify key performance indicators
- Set baselines and data-sharing methods
- Launch activities toward their goals

This approach follows the CSWB Framework's focus on proactive planning, shared accountability, and continuous improvement, using local data and lived experience to keep strategies flexible and responsive.





## Other Important Priorities Beyond this Plan

During our engagement with community members and service providers, we heard many thoughtful and meaningful ideas. While not all are reflected in this version of the Plan, they remain important. Some are already underway, some need more time or resources, and some may inform future planning.

These priorities are included here, so they are not forgotten. They may guide future work, support others in shaping initiatives, or be part of a future Plan update.

- **Pathways to safety for victims of intimate partner and gender-based violence** – the absence of an articulated strategy in the refreshed Plan does not diminish the keen awareness that we need to work with community partners to improve access and outcomes for those at risk and victims.
- **Continuous engagement** – Recognizing that some voices and demographics may have been underrepresented in the initial engagement process, the implementation of this Plan will include a commitment to ongoing and responsive engagement, exploring methods beyond traditional approaches as needed to better reflect the diversity of perspectives in the community.
- **Access to healthcare** - Primary and specialist care, mental health supports, and timely services remains an important priority. Health system partners continue to work toward improving access and equity across the region, and their efforts will be key to supporting overall community well-being.
- **Addressing poverty** – Finding ways to identify poverty-risk earlier, so that early interventions and assistance can be offered. Collaborative groups are working to address this.

As this work moves forward, the principles of equity, diversity, and inclusion will remain essential to ensuring a wide range of voices and experiences are reflected.



# Building On What Exists

The South Georgian Bay and Springwater CSWB Plan was developed in the context of a wide range of ongoing work across the municipalities, Simcoe County, and the community. The Plan strategies are intended to align with and support these broader efforts. Where possible, actions in this Plan build on work already underway or amplify it through collaboration.

## [Housing / Homelessness](#)

Plan / Strategy Name	Lead	How it Aligns
<a href="#">Collingwood - Affordable Housing Master Plan (2023)</a>	Town of Collingwood	Provides 26 actionable recommendations to address local housing challenges
Collingwood - Supportive Rapid Rehousing Program	Town of Collingwood (in partnership with the County of Simcoe)	This initiative provides modular housing with supports to help adults 55+ experiencing homelessness quickly transition to permanent housing
Clearview – Establishment of Affordable Housing Committee – <i>Under review and consideration</i>	Township of Clearview	An Affordable Housing Committee would lead local efforts to identify needs, align partners, and drive strategies to improve housing affordability.
<a href="#">Springwater - 20-Year Community-Based Strategic Plan</a>	Township of Springwater	Guides sustainable growth by advancing strategic priorities, including increasing housing diversity
<a href="#">Official Plan of the Town of Wasaga Beach</a> – <i>Currently in Development</i>	Town of Wasaga Beach	Guides housing location, type, and density to support growth, while balancing development, infrastructure, and environmental protection
<a href="#">10-Year Affordable Housing and Homelessness Prevention Strategy</a> And the <a href="#">10-point homelessness prevention strategy</a>	County of Simcoe	Outlines steps for the development and implementation of creative solutions for increasing affordable housing
<b>Also Aligned:</b> the work of Simcoe County Alliance To End Homelessness, Coordinated Access for Homelessness, the Municipal Liaison Group		

Plan / Strategy Name	Lead	How it Aligns
<a href="#">SCDSB Mental Health Strategy and Action Plan</a>	Simcoe County District School Board	Guides priorities for advancing school mental health
<a href="#">SMCDSB Mental Health and Well-Being Strategic Priorities and Action Plan</a>	Simcoe Muskoka Catholic District School Board	Guides priorities for advancing school mental health
<b>Also Aligned:</b> South Georgian Bay and Springwater Opioid Working Group, Simcoe Muskoka Opioid Strategy (SMDS)		

## Data

Plan / Strategy Name	Lead	How it Aligns
<a href="#">County of Simcoe Interactive Map (GIS)</a>	County of Simcoe	Provides interactive maps and spatial data that help identify community needs, plan services, and support evidence-based decision-making for community safety and well-being
<a href="#">County Of Simcoe Data Portal</a>	County of Simcoe	The online portal supports Simcoe County and its partners in identifying community needs through data
<a href="#">Health Stats Simcoe Muskoka</a>	Simcoe Muskoka District Health Unit	Provides information and data about the health status of Simcoe and Muskoka people and communities
Local Immigration Partnership (LIP) Diversity Hub Contact: <a href="mailto:sclip@simcoe.ca">sclip@simcoe.ca</a>	Simcoe County Local Immigration Partnership	To connect stakeholders and provide local access to resources that support inclusion, diversity, equity, and accessibility for vulnerable populations in Simcoe County
<b>Also Aligned:</b> Simcoe County Data Consortium		

# Appendix A: Organizations and Voices that Helped Inform the Plan

Barrie Area Native Advisory Circle /  
Mamaway Wiidokdaadwin

Barrie Native Friendship Centre

Biminaawzogin Regional Aboriginal  
Women's Circle (BRAWC)

Brad's Place Addiction Treatment of  
Southern Georgian Bay

Canadian Mental Health Association  
Simcoe County

Catulpa Community Support Services

CFS Counselling + Well-Being

Child Youth & Family Services Coalition of  
Simcoe County

Collingwood Downtown BIA

Collingwood General and Marine  
Hospital

Community Connection

County of Simcoe – Health and  
Emergency Services

County of Simcoe – Housing and  
Community Social Services

Elizabeth Fry Society Simcoe Muskoka

Empower Simcoe

Family Connexions

Huronian Transition Homes

John Howard Society of Simcoe &  
Muskoka

New Path Youth and Family Services

North Simcoe Muskoka Specialized  
Geriatric Services

Ontario Provincial Police (Huronian West,  
Collingwood and The Blue Mountains  
Detachments)

Simcoe County District School Board

Simcoe Muskoka Catholic District School  
Board

Simcoe Muskoka District Health Unit

South Georgian Bay and Springwater  
Ontario Health Team

South Georgian Bay and Springwater  
Residents (survey respondents)

South Georgian Bay Community Health  
Centre

The Collingwood Youth Centre

The Gilbert Centre

The Salvation Army

Town of Collingwood

Town of Wasaga Beach

Township of Clearview

Township of Springwater

United Way Simcoe County

Wasaga Beach Fire and Emergency  
Services



# Appendix B: Helpful Acronyms and Terms

## Acronyms

- **CMHA** – Canadian Mental Health Association
- **CSWB** – Community Safety and Well-Being
- **GMCC** – Geographic Municipal Coordinating Committee
- **MHA** – Mental Health and Addiction
- **OHT** – Ontario Health Team
- **SMDHU** – Simcoe Muskoka District Health Unit

## Terms

- **Case Conferencing / Navigation Tables** – Regular meetings where service providers collaboratively coordinate care and support for individuals with complex needs.
- **Coordinated Access** – A streamlined process where individuals are matched to services through a shared intake and referral system across agencies.
- **Equity-Deserving Groups** – Communities who experience systemic barriers to access, opportunities, and resources, such as racialized people, Indigenous populations, 2SLGBTQIA+ individuals, and others.
- **Integrated Youth Services Network** – A group of service providers working together to improve access, coordination, and quality of services for youth.
- **Navigation / Navigators** – People or services that help individuals understand and access the right support systems.
- **Outreach Services** – Services delivered directly to people in the community (rather than in a fixed location), often targeting individuals who face barriers to accessing traditional services.
- **Risk Intervention** – Targeted actions to support people facing escalating challenges before a crisis occurs.

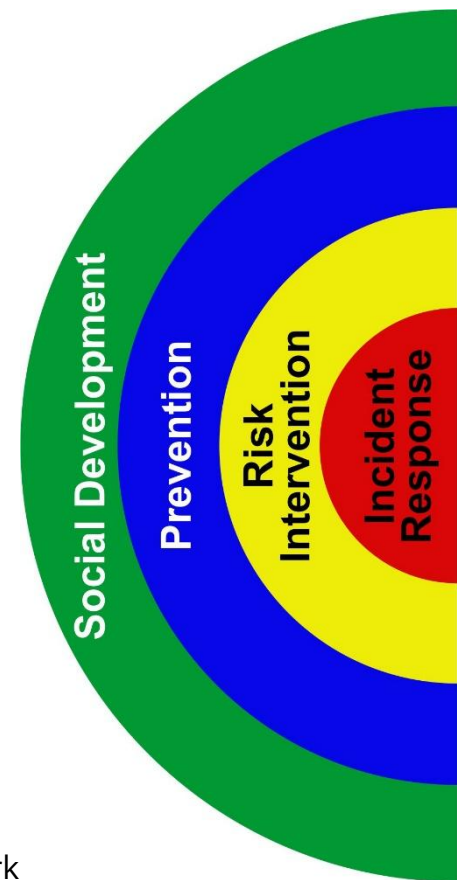
# Appendix C: CSWB Framework

The Community Safety and Well-Being Framework is a way for communities across Ontario to work together to make life better and safer for everyone. It helps us look at the big picture, what people need to live well, and focus on preventing problems before they become emergencies.

The Province of Ontario created a model to guide how communities do this work. It resembles a bullseye with four layers, or “areas of focus.” Each layer shows a different way we can support people in our community, from long-term planning (green) to immediate help in a crisis (red).

## The Four Areas of Focus

- **Social Development**  
Improving housing, education, mental health, and employment over time creates stronger communities and reduces future risks.
- **Prevention**  
Early action through programs and outreach helps address issues before they become serious.
- **Risk Intervention**  
Coordinated support is provided to individuals or families showing signs of serious challenges to prevent crises.
- **Incident Response**  
Emergency services address urgent situations, with a long-term goal of reducing the need for crisis intervention.



## How We Work Together

- **Collaboration**  
Bringing together partners from various sectors and services to work towards more effective and coordinated solutions.
- **Information Sharing**  
Sharing de-identified data helps partners understand emerging needs and risks, leading to better-informed and unified responses.
- **Measuring Progress**  
Tracking results shows what is working and where.







# Spotlight Report

**Policing of Protests and Major Events: Public Order Maintenance in Ontario**

**Inspection of Ontario Police Services and Police Service Boards for years 2023-2024**

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Inspector General of Policing of Ontario  
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# Table Of Contents

Message from the Inspector General of Policing of Ontario .....	4
This Spotlight Report.....	9
Ontario's Inspector General and the Inspectorate of Policing .....	10
Our Inspection .....	12
Acknowledgments.....	13
Methodology for this Inspection .....	13
Changes to Ontario's Policing Legislation .....	15
Key Highlights .....	16
Promising Practices and Recommendations.....	19
Our Findings.....	22
Police Service Board Policy.....	22
Recommendation 1:.....	24
Police Service Agreements.....	24
Recommendation 2:.....	27
Chief of Police Procedures .....	28
Recommendation 3:.....	29
Recommendation 4:.....	31
Recommendation 5:.....	33
Recommendation 6:.....	35
Recruitment and Training .....	36
Recommendation 7:.....	37
Equipment .....	38
Recommendation 8:.....	39
Recommendation 9:.....	40
Deployment .....	40
Recommendation 10:.....	44
Recommendation 11:.....	45
Recommendation 12:.....	48
Promising Practices Towards Continued Improvement.....	49

Conclusion .....	53
Appendix A:.....	55
Contact Us .....	57



## Message from the Inspector General of Policing of Ontario

Public order policing continues to be complex and is constantly evolving. Mass public events such as protests, demonstrations and riots have garnered significant public and media attention in recent years, often shining a spotlight on policing responses. In Ontario and across Canada, the volume and frequency of these events, and the ability to mobilize large groups of individuals with the ease of a smartphone, is on the rise. Whether the events are reoccurring celebrations or domestic and international protests, all of these events require adequate responses from police to maintain public order, consistent with Ontario policing legislation and Canadian legal norms. This ‘Spotlight Report’ is an example of how the Inspectorate of Policing (IoP) works to fulfill its mission of making everyone in Ontario safer. Through this report, the IoP acknowledged and profiled areas that work well within Ontario’s public order policing system, while identifying ways to drive improved performance.

### *Striking the balance between public order maintenance and democratic rights and freedoms*

In some cases, – such as the 2022 anti-COVID-19 mandate protests – domestic or international incidents create moments where the natural tensions inherent in a democracy can surface. These events reveal deep division within communities and oftentimes pose a risk to public safety. These public events can also be dynamic, unpredictable, and rapidly evolve, requiring police officers to make on-the-spot decisions to reconcile different rights, including those protected by the *Canadian Charter of Rights and Freedoms*.

The way police services respond greatly impacts public trust in policing. On the one hand, if the police rely too heavily on their coercive powers, many Ontarians’ rights and freedoms can suffer. On the other hand, if the police do not apply their public order maintenance powers effectively and on time, public safety, the economy and civil society can suffer. The balance can be easy to articulate in theory, but difficult to apply in practice.

Navigating this delicate balance between competing rights and safety needs is essential to prevent escalation and ensure public safety in mass gatherings that require a public order response. In potentially escalating situations, officers must be able to rely on



well-established governance policies, operational procedures, training in both operational practices and the effective application of the law, and tools that can be deployed appropriately. Recent and ongoing events in Ontario and across Canada have highlighted the importance of continuing to ensure that Canadian, provincial, territorial and municipal laws strike the most responsive balance between the public's freedom of expression and assembly and the right of others to conduct their activities safely. Given the increasing quantity and complexity of public order events in Ontario, I recommend in this report that the Ministry of the Solicitor General engage its provincial, territorial, and federal counterparts to review the legal framework governing protests.

### ***It is time to get real about the resource demands and impacts of public order maintenance policing in a democracy***

The impact of these events on police resources, budgets and the officers who engage in this serious work are now more significant. For example, the 'Freedom Convoy' in 2022 is estimated to have cost \$1 million per day, with \$800,000 for policing alone.<sup>1</sup> It has been publicly reported that the Ottawa Police Service incurred a total of more than \$55 million in costs associated with the policing of those protests.<sup>2</sup>

More recently, between October 2023 and April 2024, demonstrations related to the Israel-Hamas war surpassed \$12 million in policing costs, with more than 500 demonstrations in Toronto alone.<sup>3</sup> Last year, the Toronto Police Service responded to over 2,000 unplanned events – a significant portion of which was funded through premium pay (i.e., overtime).<sup>4</sup> Recurring events in other areas of the province, such as unsanctioned St. Patrick's Day gatherings, result in policing deployment needs that incur significant costs. For example, the Waterloo Regional Police Service incurred \$318,000 for the three-day St. Patrick's Day event.<sup>5</sup> The demand for public order maintenance in Ontario continues to rise, with no signs of slowing down.

Police are tasked with facilitating the freedoms of those that participate in these events, while ensuring the safety of the communities around them. Police services must be adequately resourced to meet this societal imperative. Despite police service boards

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<sup>1</sup> Joanne Chianello, "Protest Has Cost City of Ottawa More than \$30M," CBC news, February 23, 2022, <https://www.cbc.ca/news/canada/ottawa/ottawa-protest-demonstration-cost-city-1.6361367>.

<sup>2</sup> These include costs associated with regular, overtime and statutory holiday hours for Ottawa Police Service members; costs associated with provision of direct supports to the City of Ottawa and loss of revenues and economic support through the City of Ottawa; payments to external policing agencies for surge capacity resources; and Ottawa Police Service operational supplies, equipment, leased space and vehicle costs.

Public Order Emergency Commission, Institutional Report of the Ottawa Police Service, February 17, 2023, pp 21.

<sup>3</sup> Of the \$12 million total cost, almost \$5 million was overtime costs.

John Marchesan, "Police Price Tag for Protests Surpasses \$12M", City News, April 5, 2024.

<sup>4</sup> Toronto Police Service Board Meeting Public Agenda (April 10, 2025), Re: 2024 Operating Budget Variance for the Toronto Police Service, Period Ending December 31, 2024: <https://tpsbc.ca/jdownloads-categories?task=download.send&id=865:april-10-2025-public-agenda&catid=32>, pp. 5-6.

<sup>5</sup> Waterloo Regional Police Service Board Open Agenda, Chief of Police Reports 2024-098, <http://calendar.wrps.on.ca/Board/Detail/2024-04-17-1030-Waterloo-Regional-Police-Services-Board-of-Directo/4c557755-56c5-42da-b387-b150013b9f37>, April 17, 2024.

incorporating funds for public order maintenance and related supports, police budgets are struggling to keep pace with public safety demands given increases in the sheer volume, complexity and unpredictability of this police work. Even among Ontario police services with their own public order units, members are not dedicated full-time to public order work. Instead, they perform regular policing duties and are deployed to the public order unit as needed. This means that when they are called to public order duties, their regular tasks are left unattended, creating stress on frontline policing, criminal investigations, and other functions as one area receives attention while another suffers from a service gap. Additionally, prolonged deployments to public order units increase stress for individual officers as they juggle these responsibilities with their regular duties. In many cases, too, many police services rely on overtime work to fulfill their core function of providing adequate and effective public order policing.

I recognize the risk and complexity involved in the policing of protests, demonstrations and other events. I also recognize the skill and dedication of police officers from across Ontario that engage in public order maintenance. These officers are placed under increased strain, often stretched too thin when we need them the most. In turn, this can lead to fatigue and overall challenges when recruiting officers for this important function. These trends are not sustainable, and are realities that police chiefs, police service boards, local municipalities and the province must work to confront together. The well-being of those that do the difficult work of maintaining public peace must remain a priority. Adequately resourcing police services to maintain public peace during mass events – and to look after those that do that work – is the price we should all be prepared to pay in a democracy that values our freedoms and way of life.

### ***The coordination of Ontario's public order policing needs to be formalized to ensure its long-term effectiveness and success***

Public order events are often not confined to a single municipality, and are increasingly animated by provincial, national, and international issues. This reality requires an “all of us” approach to maintaining provincial public safety. Currently, 11 police services, including the Ontario Provincial Police (OPP), provide public order policing across Ontario – meaning that 33 police services rely on another service to discharge this core element of adequate and effective policing. This places a significant demand on one quarter of Ontario police services. While the “some delivering for all” model may work for Ontario, its long-term sustainability must account for the financial and human resource impacts on the services delivering this policing function across the province.

The reality is that the scope and magnitude of public order events are taking on a new shape. This new shape makes it evident that public order policing is a whole-of-province priority and responsibility. With this responsibility, comes a need to open up important discussions on how to sustain the “some delivering for all” approach to public order

policing in the long-term. To maintain the highest level of public order policing provincially amid rising demand and complexity, we need to invest in it appropriately to ensure it is not stretched too thin. The price to pay for not paying for these resources is just too great, both in terms of what the public should expect, and what police officers should expect in terms of their health and welfare. In this report, I recommend formalizing and enhancing the mobilization structure for public order units – the ‘Hub’ model approach – so that it becomes a permanent fixture of public order maintenance in this province that drives strategic coordination and consistency of response in the overall provincial public order system. I also recommend initiating discussions between the public safety sector and the province on sustainable, long-term funding for the entirety of Ontario’s public order system. Increased collection and access to data, including demand analysis, must drive these resource-allocation discussions.

### ***Police preparedness is essential for effective public order maintenance***

In Ontario, every police service needs to plan for the way in which world incidents can create local impacts. Police services, governed by local police service boards, must maintain a constant state of public order maintenance readiness to ensure public safety is delivered in a lawful, professional, and effective manner, particularly when unpredictable mass gatherings occur in local communities. Effective policing in response to these events relies on credible intelligence and preparedness. With clear insights, police can approach these gatherings with informed planning and avoid overly reactive responses that can provoke public mistrust and tension, especially in the glare of cameras. Beneficially, police preparedness can also positively impact police officer wellness during fast-paced, high-pressure situations, which is often compounded by political and community pressures that unfold in real-time. My recommendations address ways in which police preparedness and insights into these types of events can be enhanced, ultimately for the purpose of ensuring the most relevant intelligence picture and risk assessment is available to police services that are to these sometimes fast-moving and demanding public order events. My recommendations also are aimed at creating not just consistency, but increased overall effectiveness in risk assessment and information-sharing across the Ontario policing sector, ultimately for the benefit of police services, their members, and the public they serve.

### ***Approaching the new CSPA requirements for public order maintenance policing in Ontario***

While governance and operational policies, processes and practices vary across Ontario police services and the boards that oversee them, maintaining public order is a core legislated requirement in Ontario. The Public Order Maintenance requirement that

previously existed under the now-repealed *Police Services Act (PSA)*<sup>6</sup> and its revoked *Adequacy and Effectiveness of Police Services Regulation*, now exist under the new *Community Safety and Policing Act, 2019 (CSPA)*,<sup>7</sup> with specific requirements outlined in the new *Adequate and Effective Policing (General) Regulation*. These requirements came into force on April 1, 2024. The statutory requirements are designed to ensure that police services' Public Order Units (POU) possess the necessary ingredients to adeptly manage a range of situations and facilitate expressive rights alongside public order maintenance. In this report, I make various recommendations for police boards and police services to align their approaches with the new requirements under the CSPA to bring them into compliance.

### ***My conclusion on the overall state of public order policing in Ontario***

Following this inspection and based on its findings, **my conclusion is that the state of public order policing in Ontario is strong**. The legal and governance infrastructure that should surround POUs and their operational work is, generally, in place in the form of police service board policy and governance, Chief of Police procedures and direction, and operational planning processes. Ontario POUs have proven themselves to be generally responsive to emerging and evolving conditions, where they can deploy effectively in both planned and unplanned circumstances. This has led Ontario's POUs to establish a 'Hub model,' which allows multiple POUs from across the province to coordinate deployments on a larger scale.

There are also signs that the system is becoming stretched due to demand and complexity, and that this trend is increasing. Therefore, in this report, I have identified areas – **both in relation to compliance and long-term effectiveness – that the public order policing system in Ontario should focus on to improve its overall performance and strengthen Ontario's position as a national leader in this space**. Given my statutory responsibility to oversee adequate and effective policing in the province, the IoP will continue to monitor the operation of the public order system in Ontario, with a view to evaluating the system's ability to manage evolving demands and ensure the maintenance of public safety.



**Ryan Teschner**  
*Inspector General of Policing of Ontario*

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<sup>6</sup> Police Services Act, R.S.O. 1990, c.P.15,

<sup>7</sup> Community Safety and Policing Act, S.O. 2019, c.1, Sched.1. <http://www.ontario.ca/laws/statute/19c01>

# This Spotlight Report

In the context of more recent public order events across Ontario, the IoP chose to embark on an inspection of compliance with provincial Public Order Maintenance requirements, with a focus on POU requirements, by all municipal police services in the province, as well as the Ontario Provincial Police (OPP). The inspection was conducted while the PSA remained in force. The inspection identified areas of compliance with the now-repealed PSA, as well as recommendations for improvement in some cases. Overall, we observed a significant rise in the demand for deployments of POUs in Ontario, a trend anticipated to continue, emphasizing the need for continuous provincial oversight to ensure consistent adherence to public safety standards across the entire province.

This is the IoP's first Spotlight Report, which places our inspection findings in a broader, Ontario-wide context. In this report, we highlight our findings as factors the policing sector can consider in improving policing performance and governance in relation to their public order maintenance functions and its delivery. The report only includes these factors as 'recommendations' because the inspection was not conducted under the now-in-force CSPA, which provides the Inspector General (IG) the authority to issue binding 'directions' for non-compliance. While our inspection primarily focuses on compliance with the requirements of the now-replaced PSA and regulations, **our goal in this report is to encourage the sector to apply still-pertinent findings to their work as they transition to Ontario's new policing legislation, under the CSPA, and to promote efforts towards continuous improvement.** Sharing the insights learned from this inspection is not only vital to the sector, but also in the interests of public transparency and accountability.

We are committed to publishing future Spotlight Reports to further develop the overall provincial picture of policing and police governance in various areas of interest to the policing sector, the government, and the public. We will shine a constructive light on any compliance shortfalls we discover, identify how to improve compliance overall, and promote leading and promising practices across jurisdictions so that Ontario can continue to distinguish itself as a leader internationally. Importantly, in line with the legislative commitment to transparency, and to enhance the public's understanding of key aspects of policing delivery in our province, all our reports will be publicly available on the IoP's website: [www.iopontario.ca](http://www.iopontario.ca).



# Ontario's Inspector General and the Inspectorate of Policing

In Ontario, now Chief Justice of Ontario's the Honourable Michael H. Tulloch's 2017 review of the provincial police oversight system provided recommendations on improving transparency, accountability and effectiveness in police service delivery and its oversight system. These recommendations, along with input from various sources including independent reviews, policing and police governance stakeholders, social services, and diverse Ontario communities, emphasized the need to modernize the laws that govern police service delivery in the province. This led to the establishment of the CSPA and its regulations, which came into effect April 1st, 2024.

The CSPA replaced the PSA– which was over 30 years old – and aims to ensure that policing practices remain responsive to contemporary challenges and community needs. One of the more significant elements of the CSPA is the new role of the IG, who is responsible for ensuring that adequate and effective policing and police governance is provided to all Ontario communities. The IG is supported by the IoP, an arm's-length division of the Ministry of the Solicitor General, created to provide the operational support necessary to fulfill the IG's mandate under the CSPA.

The IG's duties, powers and responsibilities are described in Part VII of the CSPA. The IG, supported by the IoP, serves the public interest by promoting improved performance and accountability in the policing sector, while ensuring compliance with the CSPA and its regulations. Under Ontario's CSPA, the IG is empowered to:

- Independently assess and monitor legislated policing entities;
- Provide advice and support to legislated policing entities on governance and operational matters by sharing evidence-based research and data related to performance;
- Monitor and conduct inspections of policing services, develop, maintain and manage records and conduct research to ensure compliance with the CSPA and its regulations;
- Investigate complaints concerning the delivery of policing services and the conduct of police service board members;
- Issue directions to ensure compliance with the CSPA and its regulations, and if necessary, impose measures if there is a failure to comply; and,
- Publicly report on the activities of the IG, including publishing inspection results and an annual report.



The IG is responsible for overseeing the following Ontario policing entities:

- Municipal police services and police service boards;
- Chiefs of Police;
- The Ontario Provincial Police and OPP detachment boards;
- First Nations OPP boards and First Nations police service boards that opt-in to the CSPA;
- Any entity providing policing by an agreement authorized by the CSPA;
- Any public sector body that may be prescribed to provide policing; and
- Organizations that employ special constables.

The IoP remains committed to engaging all these entities to consider the diverse needs of the public as we work to improve policing performance that makes everyone in Ontario safer.

The CSPA marks a pivotal step towards enhancing policing and police governance delivery in Ontario. By establishing the IG and the IoP, the CSPA ensures a modernized framework for oversight, accountability, and support of excellence in policing across the province. The IG and the professionals in the IoP are responsible for upholding the public interest, working to ensure that every person in Ontario feels safe in their community and has confidence in the policing and police governance they receive, regardless of who they are or where they live.

# Our Inspection

Maintaining public order is a core legislated requirement for police services in Ontario. This requirement previously existed under the now-repealed PSA and its revoked Ontario Regulation 3/99 *Adequacy and Effectiveness of Police Services* regulation,<sup>8</sup> and now exists under the CSPA, with specific requirements outlined in the Ontario Regulation 392/23 *Adequate and Effective Policing (General)*,<sup>9</sup> which came into force on April 1, 2024.

At the time of our inspection (May 2023 – February 2024), the PSA continued to be in force and therefore, this public order maintenance inspection was completed under the authority and requirements of the PSA. The CSPA has changed some of the requirements applicable to public order maintenance and POUs in Ontario. While the general delivery options of public order maintenance are fairly similar, the CSPA sets out more prescriptive standards and procedural requirements, along with more prescriptive requirements for entering into policing agreements with another police service board or the OPP, and the delivery of temporary assistance.

As with any inspection, the conclusions we reach represent the circumstances and context at a point in time – in this case, previously in-force legislation that has since been modernized. While the initial objective of the inspection was to determine technical compliance with the requirements at that time, the reporting phase of the inspection has been modified to highlight general themes that may support police service boards (the “boards”), police services (the “services”), Chiefs of Police (the “Chief”),<sup>10</sup> and the OPP Commissioner as they transition to the new requirements set out under the CSPA.



<sup>8</sup> O.Reg. 3/99: Adequacy and Effectiveness of Police Services. <http://www.ontario.ca/laws/regulation/990003>

<sup>9</sup> O.Reg. 392/23: Adequate and Effective Policing (General). <http://www.ontario.ca/laws/regulation/230392>

<sup>10</sup> It should be noted that both the PSA and CSPA define “chief of police” as a chief of police of a police service maintained by a police service board or the Commissioner of the OPP and includes an acting chief of police.

## Acknowledgments

The IoP thanks all boards, chiefs of police and the members of their police services in Ontario, including the OPP and the Commissioner, for their assistance and cooperation during this inspection process.

## Methodology for this Inspection

The IoP's Policing Inspections Unit inspected all 43 municipal police services and the OPP for compliance with previously in-force Ontario Regulation 3/99 – *Adequacy and Effectiveness of Police Services*, which at the time of the inspection, prescribed specific requirements that boards and chiefs, and the OPP Commissioner must fulfill.

The Regulation required police services to have their own POU, or instead of having its own POU, have this function fulfilled by the POU of another police service or on a combined regional, or co-operative basis among more than one police service.

The Regulation also set out the legal requirements for:

- board policy concerning POU (sections 18[1] and 29),
- Chief's procedures concerning POU (sections 18[3] and 19), and
- composition and training related to POU (sections 19 and 33[iii]).

To support boards and Chiefs with their understanding and implementation of these requirements under the PSA, the Ministry of the Solicitor General maintained the Policing Standards Manual (PSM) which contained sample board policies and guidance for chiefs in developing and maintaining their procedures. The samples and guidelines contained in the PSM highlight key components of governance policies and procedural steps that may be considered when undertaking a policing function, like public order maintenance. It is important to remember that the PSM was only a tool to assist, and that its guidance must be applied and adapted to reflect the needs of the community receiving policing services and its local context.

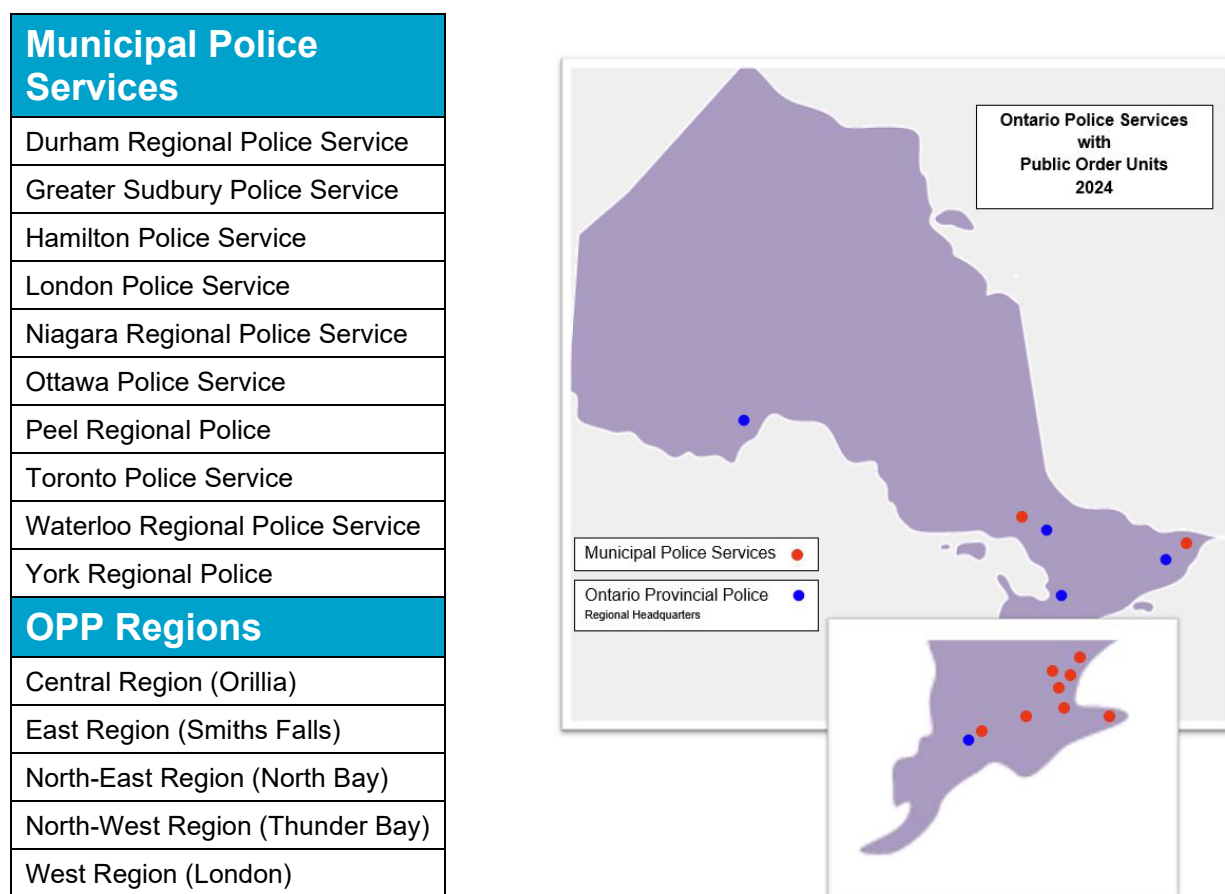
As part of the inspection, the IoP considered the extent to which ministry guidance on public order maintenance (PO-001) provided through the PSM was incorporated into the board policy, Chief's procedures, public order manual, training, and equipment. Ministry guideline content that did not address statutory or regulatory requirements was considered advisory in nature.

Commencing in May 2023, the inspection launched with two initial inspections of municipal police services that have their own POUs, and further expanded to the remaining 41 municipal police services and the OPP. The IoP also hosted three virtual

pre-brief meetings which were open to police services and boards that did not have their own POU to answer any questions with respect to the POU inspection.

Each inspection included an off-site review of relevant documents, such as board policies, chief's procedures, and where applicable, the police service's POU manual, training records, deployment records, and municipal agreements for sharing police services (which could be entered into between boards and/or the Commissioner under section 7 of the PSA, and now under section 14 of the CSPA). The Inspection also included an on-site component for the 11 police services that maintain their own POU. This included 10 municipal police services and the OPP, represented by all five of its operational regions:

**Fig 1: Map of Ontario police services that maintain a public order unit**





On-site assessments included interviews of board members and police service members, tours of police facilities, and checks of POU-issued equipment. The on-site inspections were generally one week in length, adjusting to accommodate operational needs of the police service when required. Each on-site inspection also consisted of a pre-brief with the Chief and/or their designated command staff, the board Chair or their designate, as well as a de-brief with the same individuals at the conclusion of the on-site inspection.

During the initial stages of the inspection, the IoP learned of the Ontario Public Order Hub model through the Ontario Public Order Advisory Committee (OPOAC), a subcommittee of the Ontario Association of Chiefs of Police (OACP). The Hub model is an initiative-taking approach to collaboratively coordinate planned public order deployments in Ontario and can also assist in coordinating deployments for unplanned POU events. The Hub model is an excellent example of the policing sector taking a leadership role in sharing resources, information and supporting the delivery of adequate and effective public order policing across the province. As the Hub model was outside the scope of this inspection, limited analysis was undertaken. However, the IoP can say that the Hub model does show promise with respect to coordination of POU response in Ontario and should continue to play this across-province coordinating role to support effective and responsive public order deployments.

## Changes to Ontario's Policing Legislation

As stated, on April 1, 2024, the CSPA came into force, repealing and replacing the PSA. Public Order Maintenance requirements under subsection 11(1) of the CSPA are comparable to the old subsection 4(2) of the PSA.

Ontario Regulation 392/23 is the *Adequate and Effective Policing (General)* Regulation under the CSPA, and replaces the previous regulation of this type under the PSA. Here, it is important to note, the content with respect to Public Order Maintenance has changed. Police service boards and services will need to be mindful of these changes as they review and revise their policies and procedures. These changes are highlighted within the “Our Findings” section of this report and **Appendix A: Comparison of Legislative Requirements for Public Order Maintenance**.

In addition, and importantly, similar to section 7 of the PSA, section 14 of the CSPA allows for a board or the OPP Commissioner to provide a policing function in an area for which they have policing responsibility by entering into an agreement with another board or the Commissioner to provide that policing function. Under the PSA, and we expect now under the CSPA, these agreements will allow one police service to provide its public order maintenance resources to a police service that does not have this dedicated capacity in circumstances where that policing function must be delivered.

# Key Highlights

## 1. In Ontario, POU deployments have increased 183.72 per cent between 2018 and 2022.

- There is a notable increase in public order deployments over the five-year period between 2018 to 2022 according to the data sample reviewed, as well as a continued increase in 2023 deployments, as revealed during the onsite interviews conducted during the inspection. Recent world events have had an unprecedented impact on the deployment of POUs<sup>11</sup>.
- With the recent increased demands, police services that have their own **POUs are actively looking to increase complements to balance potential officer fatigue and strain on current resources.**

## 2. There were no situations where current POU resources – either from the ‘home’ police service or a cooperating police service – were unable to respond within a reasonable amount of time.

- The CSPA now expands the criteria for what is a “reasonable time” to deploy POUs. Boards and services – both those with their own POUs and those who rely on other services for POU resources – should **analyze these new requirements to determine what a ‘reasonable time’ for POU deployment should be locally**, in different sets of public safety risk circumstances, in accordance with the new CSPA factors. Ultimately, going forward, it is the IG who will determine if the reasonable time standards are met.

## 3. In Ontario, public order maintenance is delivered through 11 dedicated POUs, which are currently provided across the province by ten municipal services and the OPP.

- At the time of this inspection, one additional municipal police service was actively working towards creating their own POU to become the twelfth in the province. This leaves **32 municipal police services in Ontario that rely on another police service to deliver this function** through an agreement with another police service. Of those police services, **28 rely on the OPP for POU services when required, with the remaining three having an agreement with another municipal service.** Beyond these agreements, the CSPA allows Chiefs the ability to request temporary

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<sup>11</sup> Under the former *Police Services Act*, POUs must be able to be deployed in a reasonable time. The now in-force *Community Safety and Policing Act* expands on this by requiring POUs to be able to be deployed in a reasonable time having regard to specific criteria that helps define the reasonableness requirement.

assistance in providing adequate and effective policing from another police service on an *ad hoc* basis, in the absence of such an agreement as required for events that may impact their resources (e.g., in April 2024, officials in Niagara Falls, Ontario were expecting up to one million visitors to witness a total solar eclipse directly over Niagara Falls<sup>12</sup>).

- This mechanism to access another police service's POU capacity on a temporary and *ad hoc* basis is particularly noteworthy for both the 28 police services that relied on the framework agreement with the OPP under the PSA, and those that sought the OPP's assistance outside of that agreement. For the years this report covers, 2023 and 2024, the OPP absorbed approximately 70% of the costs associated with its deployment of public order units to assist other police services. **The IoP was advised that the OPP is developing a new approach to assessing and evaluating the potential impacts of any new agreements on its ability to meet its own and others' demands.**
- **The 11 POUs in Ontario all met the minimum complement requirements as per the PSA.** Most services exceeded the minimum and had resources reflective of the size and needs of their communities. It was clear that many of the police services were in the process of selecting additional members to add to their public order strength to allow for increased demand, better down time, succession planning, and compliance with the new CSPA.
- With the addition of the twelfth police service, **every municipality that showed a need for deployments within the five-year window analyzed will have an operational POU.**
- As the demand for public order policing increases and is more complex in nature, there is benefit in exploring other potential service delivery, funding and deployment models over the short, medium and long-term to ensure Ontario's public order policing system remains responsive to public safety needs across a large and disperse geography.

#### **4. The inspection discovered a few challenges with respect to POUs throughout Ontario.**

- All Ontario police services staff their POUs by deploying police officers from their regular duties to this work as circumstances require. This model leads to increased strain on those officers who fulfill multiple functions, and results in other core policing functions – and the public that depend on them – suffering from gaps in service.

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<sup>12</sup> Niagara Falls Solar Eclipse, "April 8<sup>th</sup> Solar Eclipse in Niagara Falls" <https://niagarafalls.ca/pdf/eclipse/cnf-solar-eclipse-important-information-businesses-detailed.pdf>.

- With increased POU deployments, **officer fatigue is an ongoing challenge for some police services** and in particular POU members. This has also led to some **challenges with general recruitment of prospective new POU members**.
- The IoP found examples of outdated and/or **minor inconsistencies between the Chief's procedure and the local board's policy**, including three instances where either a policy or procedure was not maintained in compliance with the Regulation. This reinforces the importance that boards and Chiefs regularly review their quality assurance process relating to compliance with the legislation.
- Five police services **did not have a debriefing process** as suggested in the Ministry of the Solicitor General's PSM guideline. While this guidance was advisory in nature under the PSA, the requirement has now been prescribed in regulation under the CSPA.
- There were three police services that **did not address the circumstances in which a POU should be deployed in their procedure** as required by regulation. This requirement continues under the CSPA.

## 5. Police services are actively transitioning to new legislative requirements under the CSPA.

- While this inspection was conducted under the PSA between May 2023 and January 2024, **the inspection notes consideration of, and progress underway by police services concerning the new requirements under the CSPA**. Whether delivering public order services to another jurisdiction, or receiving public order services from another police service, police service boards should pay particular attention to ensure compliance with the new requirements for policing agreements under section 14 of the CSPA.



# Promising Practices and Recommendations

## 1. Ontario's Public Order 'Hub' model should be formalized and made permanent.

- The inspection noted an effective communication and coordination strategy throughout the province to mobilize public order deployments, known as the Ontario Public Order Hub. After the historic events in January of 2022 related to the Freedom Convoy, the OPP in collaboration with municipal police public order units, initiated the POU Hub model to ensure public order units could be concurrently deployed across the province in an integrated, strategic, and risk-based manner to prevent injury, preserve life, and protect critical infrastructure.

At the time of this inspection, the Ontario Public Order Hub included all 11 individual police service POUs within Ontario. These services are also represented at the OPOAC, a sub committee of the OACP. that meets regularly, and its members share recent public order experiences, best practices, upcoming service needs, and discuss how the various POUs can assist one another. We have learned that the success of the Hub model has generated interest by other police services outside of Ontario, including among the Canadian Association of Chiefs of Police.

- To expand upon this success, the **IG strongly recommends that the current Hub model to be formalized and enhanced to ensure its long-term sustainability, effectiveness and permanence. This includes:**
  - The Ministry of the Solicitor General considering making the Hub model a permanent entity within Ontario's public order maintenance system, through amendments to the relevant Regulations under the CSPA.
  - Establishing clear Terms of Reference for, and a defined access path to the Hub that would enhance its operation and ensure ease of access for police services across the province; and,
  - Formalizing the responsibilities for the Hub within the OPP, with an OPP representative serving as its Chair, and retaining the discretion of each Hub member to accept or not accept a specific request for POU assistance.



## 2. A standardized Public Order Risk Assessment Tool should be developed to support effective decision making for public order deployments.

- An additional area of standardization that could continue to drive improvements is **the development of an overall public order risk assessment tool to be used by all police services across the province.**
- A consistent assessment tool used by all Ontario police services would assist in decision-making standardization across provincial POUs that considers risk levels and appropriate levels of response. The tool should be designed in a way that takes relevant local factors into consideration, but the overall approach to how POU deployments and risks are determined should be consistent across the province.
- **The IG strongly recommends that the Ontario Public Order Hub and the Ministry of the Solicitor General collaborate in the development of this tool. Once a tool is developed, the IG strongly recommends that its consistent use by police services become a compliance requirement under the CSPA's Regulations.**

## 3. Additional training offerings should be made to assist police officers who engage in Public Order functions.

- Following the conclusion of the inspection, the IoP became aware that additional training was being provided to officers about the historical and political reasons behind recent protests. The IG is supportive of this supplemental training, as it may assist with supporting policing approaches that are culturally sensitive that further support effective communication and management during public order events.
- In addition, **the IG strongly encourages police services to continually access and contribute to the continued development of training to assist police officers performing public order functions in properly applying the full range of existing provisions in the *Criminal Code*, provincial law, and municipal by-laws in circumstances where hate-based offences and other offences related to protests, demonstrations and occupations are occurring.** While much attention is paid to the hate speech provisions in the *Criminal Code*, there are a range of other offence provisions that police could apply in appropriate protest, demonstration or occupation situations (e.g., mischief to property; mischief relating to religious and other property connected to an identifiable group; blocking or obstructing a highway; disguise with intent to commit an indictable offence; etc.).

#### 4. Specialized resources and technology should be further integrated into Public Order Response.

- Although it was not a focus, the inspection did note additional promising practices and resources utilized by Ontario's POUs:
  - Police Liaison Team (PLT) officers work with demonstration organizers or groups to maximize the peaceful facilitation of events. Police services that had PLT officers routinely expressed their value with regards to helping to manage public order events. This role was profiled during the 2022 Public Order Emergency Commission as being a front-facing tool to look at strategies, planning, and building front-end relationships with participants during demonstrations.<sup>13</sup> The inclusion of a PLT, with consistent training in building trust, engaging demonstrators, and understanding crowd-dynamics could provide a valuable tool for intelligence and managing demonstrations to ensure lawful, peaceful and safe events. Given their promising results and the importance of their role, the **IG recommends that chiefs of police embed PLTs into their public order training to support their readiness for integration into public order responses, where appropriate.**
  - Most POU services had external partners such as Fire services, Paramedic services, and other medical professionals. Partnering with external emergency services and medical professionals required enhanced training but increased public and police safety during deployments. The police services that did use Fire and Emergency Medical Services (EMS) in particular spoke of their positive contributions to their POUs. **The IG is supportive of police services continuing to develop and enhance their partnerships with external emergency services and medical partners and recommends that Memoranda of Understanding (MOUs) detailing the nature and expectations in these partnerships become a body of work that the Ontario Public Order Hub explore with these external partners, with assistance from the Ministry of the Solicitor General.** The IG also recommends to the Ministry of the Solicitor General that **these MOUs eventually become a compliance requirement contained in Ontario Regulation 392/23 *Adequate and Effective Policing (General)*.**
  - Finally, the inspection noted that POUs are utilizing a blend of new and old technology, with the use of Remotely Piloted Aircraft Systems to issuing fluorescent ball caps to their POU members on the ground, all with the aim to improve visibility and the management of POU operations.

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<sup>13</sup> Public Order Emergency Commission, "Interview Summary: Inspector Marcel Beaudin (Ontario Provincial Police), February 17, 2023, <http://publicorderemergencycommission.ca/files/exhibits/WTS.00000037.pdf>

# Our Findings

## Police Service Board Policy

### Provincial Compliance Requirements

Section 18(1) of the PSA's Ontario Regulation 3/99 *Adequacy and Effectiveness of Police Services* required a police service to have a POU, or instead of having its own POU, section 18(2) permitted a board to enter into an agreement to have the service of public order provided by another police service. Regardless of whether the police service maintains its own POU, Section 29 of the Regulation required a board to have a policy on POU services.

The ministry guideline, PO-001, included a recommended sample board policy for both contracted delivery of public order maintenance policing, or for a direct, combined, regional or cooperative delivery method. The sample policy included elements for the board to give direction to the chief on the method of POU services, composition, reasonable time for deployment, equipment, and training. Alternatively, where a board has an agreement to receive public order maintenance from another service, the sample policy suggests identifying the contracted board and including directions to the chief to establish procedures in consultation with the chief of the police service being contracted to provide the services of POUs.

The requirement for a board to have policies with respect to public order maintenance is continued, with modifications under the CSPA and its regulations, including the requirements that all board policies must be publicly posted.

### The IoP's Findings

The inspection found that 10 board policies had not been reviewed or revised since they were initially created and/or had minor inconsistencies with the other documents, including board agreements or chief's procedures. Of that number, seven were boards that did not have their own POU and relied on a police service agreement under section 7 of the PSA.

Our inspection found that most boards appear to either copy the sample board policy from the PSM verbatim or had used a board policy from a comparable board. While the sharing and access of these templates is a good practice to drive some standardization and consistency for certain components (particularly as some boards do not all have full-time, professional policy staff) it does reveal risks of complacency and lack of oversight resulting in a policy that provides little or no relevant local governance direction to the chief. Put another way, to the extent that a board policy is legally

required to govern the operational decision-making of the chief, governance done this way is weak, at best. One example that may seem minor, but is illustrative, is a board policy that references the police service from which the policy was obtained, rather than naming the police service for which the board has governance responsibility.

Further, of the three board policies whose services maintain their own POU, the inspection found minor inconsistencies, mainly around the naming of their POU. For example, over the years, POUs have been renamed several times, such as Crowd Management Units, Public Safety Units, Public Safety Teams, among others. Some of the board policies referenced their services POUs by a previous name and not the name currently used. Again, while a minor issue on its face, this highlights deficiencies in the board's approach to reviewing, updating, and assuring the quality of its policies in providing appropriate governance to the Chief, and through them, to the service. Of course, where similar minor issues exist due to lack of regular review and updating of governance, the potential for a more significant governance gap to manifest becomes more probable.

In analyzing this further, the inspection noted that several of the board policies had a review date scheduled. However, upon further inquiry many of those policies had not been reviewed as per their schedule. It is essential that boards follow a process to review and update board policies on a regular schedule. However, despite these minor inconsistencies and/or lack of review, the issues identified did not appear to impact police operations as required under legislation.

Boards should have a process to continually review their policies with regards to updates that may flow from new or amended legislation, or in response to local issues and experiences that give rise to a need for governance reform. The Chief should be engaged and consulted in the board's policy-making work, as the governance infrastructure boards put in place through policy sets parameters on the Chief's operational mandate.

## Recommendation 1:

### Boards should update public order maintenance policies to create more effective governance

Boards should **review and update their public order maintenance policies in light of new requirements in the CSPA and its regulations**. More specifically, boards must maintain up to date policies for every matter that a chief is required to establish procedures for maintaining the public peace under section 8 of Ontario Regulation 392/23: *Adequate and Effective Policing (General)* of the CSPA.

As part of the strategic planning requirements, boards whose service maintains a POU, and the OPP Commissioner, must ensure adequate resource planning of public order services. **Greater analysis of deployment trends, assistance requests, public order intelligence, current capacity training and equipment requirements will assist to understand operational needs for police service board budget and resource decisions.**

To support the discharge of the board's responsibility to ensure adequate and effective policing is provided within its jurisdiction of responsibility, those public order maintenance policies should include ongoing communication with, and reporting by, the chief in relation to significant public order events. Among other things, this may include **annual reporting on the use of a POU by the service, or in support of another service, as well as trends in the delivery of public order maintenance policing**, so the board can continue to monitor the delivery of adequate and effective policing and apply this information to board decision-making (e.g., operating and capital budget decisions).

To maintain the accuracy and relevance of its policies, boards should have a process to **continually review** their public order maintenance policies to ensure they can account for evolving community needs and continued compliance with the CSPA and its regulations.

## Police Service Agreements

### Provincial Compliance Requirements

As previously noted, section 18(2) of Ontario Regulation 3/99, under the PSA, allowed a board to enter into an agreement, pursuant to section 7 of the PSA, to provide the services of a POU through another police service or on a combined, or regional, or co-operative basis. This is a sensible legislative approach that means a smaller police service does not have to operationalize its own POU, so long as it has the necessary agreement in place to access a POU from another police service when public order maintenance is required.



The ability to enter into an agreement with another police service board, or the OPP to provide public order maintenance is continued, with modification, under section 14 of the CSPA and its regulations.

## **The IoP's Findings**

Currently in Ontario, public order maintenance is delivered through 11 dedicated POUs provided across the province by 10 municipal services and the OPP. At the time of this inspection, one additional municipal police service was actively working towards creating their own POU and will become the twelfth in the province. This translates into 32 municipal police services in Ontario that rely on another police service to deliver this function through a police service agreement. Of those services, 28 rely on the OPP for POU services, with the remaining have an agreement with another municipal service. Of the police services that rely on the OPP for POU capacity, none of the 28 police services are charged back for the OPP's assistance.

The IoP confirmed that each of the 28 municipal police service boards had entered into an agreement (under the PSA) with the OPP to have the services of a POU provided to their police service. This agreement, referred to as the Framework Agreement, commenced in 2001, for a term of five years, with an option for renewal for another five years. In 2013-2014, the OPP issued letters to all boards that had this agreement to indicate that the OPP would continue to provide the services listed within, including that of a POU. The IoP received confirmation that the OPP will continue to provide these services until revised police service agreements are implemented in accordance with the new requirements of section 14 the CSPA. Some of the 11 operational POUs police services also maintained an agreement with other boards or with the OPP to augment their own local capabilities.<sup>14</sup>

As Ontario has now transitioned to the CSPA, the IoP stresses the importance for the 33 municipal police services relying on another services' POU have their boards review their policies and policing agreements, with particular attention to ensure compliance with the new requirements for policing agreements under section 14 of the CSPA, and put the necessary new agreements, board policy, and Chief's procedure(s) in place to ensure they continue to have a legal mechanism for the provision of public order, whether through another board or the OPP Commissioner. This same analysis and updating also applies to those police services that do have their own POUs, but also have agreements with other police services for assistance to augment their own police services capabilities. The requirements for these CSPA section 14 agreements are

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<sup>14</sup> It should be noted that section 19 of the CSPA has a mechanism whereby any board may request temporary assistance from another board, the Commissioner, or an entity that employs First Nations officers.

outlined in subsection 14(6), with further details found under Ontario Regulation 398/23 – *Alternative Provision of Police Functions*.

While undertaking a review of their existing policies, boards also need to recognize the increased demands for public order when entering an agreement to receive services or to deliver services to another board. This is particularly noteworthy for the 28 police services that relied on the framework agreement with the OPP under the PSA. The IoP was advised that the OPP is developing a new approach to assess and evaluate the potential impacts of any new agreements on its ability to meet its own and others' demands. The IoP commends this, as it will provide both the OPP and those police services that currently rely on the OPP for public order support a realistic supply versus demand picture. Alongside the OPP's ongoing evaluation, boards should also consider potential capacity issues given how many services the OPP supports from a public order perspective. Boards, in close consultation with their Chief, may wish to consider other police services as alternative options to the OPP when considering entering into an agreement for POU services. By law, boards are required to ensure adequate and effective policing for the local community the police service delivers policing to. An adequate level and effective operation of public order maintenance (or under the CSPA, maintaining the public peace) is one of the core policing functions boards are responsible for ensuring the adequate and effective delivery of. This includes adhering to the standards set out in Ontario Regulation 392/23 *Adequate and Effective Policing (General)* for minimum complement capacity and ability to deploy in a reasonable time. A proper assessment of how well previous arrangements are meeting evolving needs in this area, as well as the Chief's operational perspective, will assist boards in evaluating whether current arrangements should be maintained, or new/enhanced arrangements should be considered. Given the IG's mandate to monitor the delivery of adequate and effective policing across the province, this will inevitably be an area that the IoP will continue to pay attention to – including by obtaining and analyzing data related to POU demand, POU supply and the ability of the provincial POU model to meet the whole-of-province need.

The increased demand in public order has also seen police services more proactively addressing issues arising from multi-jurisdictional and prolonged public order events, which has led to the Ontario Public Order Hub model to support the coordination and facilitation of information sharing among all of Ontario's POUs.

## Recommendation 2:

### Boards should enter into section 14 agreements to ensure adequacy of POU resources

**Where a police service does not maintain its own POU, the board must ensure it has a valid agreement in place, in compliance with section 14 of the CSPA,** to have another board or the OPP Commissioner provide POU services.

Boards should ensure they update any previous agreement under the PSA to comply with section 14 of the CSPA and applicable regulations. This should be undertaken after thorough consultation with the chief, with consideration for what a **‘reasonable time’ for POU deployment should be locally**, in different sets of public safety risk circumstances, having regard to the new CSPA factors, namely:

- i. the policing needs of the community,
- ii. the geographic and socio-demographic characteristics of the police service’s area of policing responsibility,
- iii. the total population and population density of the police service’s area of policing responsibility,
- iv. the presence of critical infrastructure in the location where the POU is to be deployed,
- v. information about public order incidents in the police service’s area of policing responsibility within at least the previous three years, including information about the scope and severity of the incidents, and,
- vi. best practices in relation to response times for POUs.

Boards and Chiefs should also consider past/current practice and known or predictable capacity issues (informed by data and trend analysis) that may arise from the ability of the police service that historically provides POU services to meet current and evolving demands. A copy of any policing agreement made under section 14 must be provided to the IG.

# Chief of Police Procedures

## Provincial Compliance Requirements

Section 19 of Ontario Regulation 3/99: *Adequate and Effectiveness of Police Services*, of the PSA, requires the Chief to establish procedures on POU services that:

- set out the circumstances in which a POU, or a squad within a unit, may be deployed;
- require that if the police service maintains its own POU, the police service's procedures on public unit services are contained in a manual that is available to all members of the unit; and,
- ensure that a person who is a member of a POU has the knowledge, skills and abilities to provide that service.

The PSM guideline, PO-001, also provided advice on what the procedures, public order manual, and skills development and learning plan should address, along with a list of designated equipment and facilities.

While our inspection largely found chief's procedures to be compliant with PSA regulatory requirements, the IoP found some instances requiring attention or further consideration, including:

- inconsistencies within the procedures;
- no procedural steps outlining a debriefing process;
- not providing circumstances in which a POU can be deployed; and,
- instances of not maintaining a Public Order Manual.

The requirement for the chief to establish procedures on public order maintenance is continued, with modification, under the CSPA and its regulations. Multiple advisory features from the PSM are now prescribed requirements for the purpose of establishing written procedures on public order maintenance, including, but not limited to:

- debriefing a public order incident; and
- setting out circumstances for deployment.

Both are important elements, and the current state of compliance in relation to them, are discussed further in this section.

## The IoP's Findings

### *i) Inconsistencies*

Our inspection found four police services with inconsistencies in their respective Chief's procedure. The inconsistencies were minor in nature (such as the Chief's procedure not referring to its own police service, but to the originating service that provided its procedure) and appear to be a result of copying verbatim the police service guidelines provided in the PSM or from a chief's procedure from another service.

There was also an example of references to other procedures that have since been renamed or assigned updated reference numbers. Similar to issues identified in board policy, these inconsistencies signal gaps in the service's quality assurance process and suggest that further internal assessment is required to ensure regular maintenance of procedures that align with board direction and police service practice. While the minor inconsistencies and/or lack of review did not appear to alter the understanding of the Chief's procedure and did not impact police practices, it signals a lack of attention to details that can matter. This attention to detail is important: it ensures the service will identify more significant issues and adjust to address them before they manifest into more serious problems that can disrupt the effective delivery of policing locally.

Our inspection also noted that several procedures from different police services had a review date scheduled, however, upon further inquiry, we determined that many of those procedures had not been reviewed in line with this schedule. It is essential that police services follow a process to review and update procedures on a regular schedule.

### **Recommendation 3:** **Chiefs should review and update their public order maintenance procedures to ensure compliance**

**Chiefs should review their respective public order maintenance procedures through the lens of the CSPA** to ensure consistency and accuracy with their service delivery practices for maintaining the public peace.

Chiefs should implement a process to **continually review** their procedures to ensure they maintain focus on the evolving community needs and continued compliance with the CSPA and its regulations, as well as board policy.



## ***ii) Debriefing Process***

Continuous improvement in police service delivery comes with honest evaluation of what worked well, and what could be improved. When it comes to policing operations, debriefing practices allow for a deconstruction that can highlight strong practices and areas for improvement. Ensuring a debriefing process is captured in the procedural steps following all major incidents in which a POU is deployed is vital. However, our inspection found the Chief's procedures of five police services did not include a debriefing process.

While the incorporation of a debriefing process following all major incidents within the Chief's procedures and public order manual was discretionary under the PSA, the requirement for debriefing a public order incident is now mandatory and regulated in Ontario Regulation 392/23 of the CSPA under subsection 8(3). A robust debriefing is required following the deployment of a POU that must include the preparation of a summary of information regarding the incident, analysis of the outcome of the incident including what worked well and recommendations for improvements and matters to be addressed through changes to procedures or training.

The five police services that did not have a debriefing process outlined in their Chief's procedure were services that did not have their own POU and relied on agreements with another police service or the OPP Commissioner to provide POU services. Regardless of whether the police service has their own POU, the legal requirement for a debriefing process to be part of the service's procedure does not depend on which service is responsible for the deployment of the POU. Although one service may rely on another for the POU itself, the local service of jurisdiction must still assess its own decision-making to access that POU and then evaluate the delivery of public order maintenance locally. The IoP did find that all 11 police services that maintain their own POU had a debriefing process included in their Chiefs procedure. Interviews with members of police services confirmed that a debriefing was conducted at the conclusion of each POU deployment. Debriefs are also shared at OPOAC meetings where the group shares any tactics observed or used that assisted in resolving the incident. Debriefs are discussed at every quarterly meeting.

## **Recommendation 4:**

### **Chiefs should ensure that procedures include a debriefing within the police service following a public order incident**

**Chiefs should review procedures to ensure they include a debriefing of public order incidents within the police service following the deployment of a POU** (regardless of whether they utilized their own POU, or a POU from another police service accessed through an agreement), as now required under section 8 of Ontario Regulation 392/23: *Adequate and Effective Policing (General)* of the CSPA.

The **debriefing process should include**, at a minimum, a summary of information regarding the incident, including:

- i. the nature of the incident;
- ii. the date, time, and location of the incident;
- iii. the environment in which the incident occurred; and,
- iv. the details on the response to the incident by the POU. The debriefing should also include an analysis of the outcome of the incident, including what operationally worked well, as well as recommendations for improvement, as well as matters to be addressed through changes to procedure and training.

While the term “following the deployment” suggests that the debriefings occur soon after a POU deployment is possible, there may be instances where there is reason to believe that a public order incident may give rise to the Special Investigations Unit (SIU) invoking its mandate. **In those instances, the police service should liaise with the SIU to determine whether a debriefing could complicate their investigation into the incident and should therefore be delayed.**

Note, the debrief mentioned above refers to an internal process within the police service. These are distinct from after incident reporting requirements found under Ontario Regulation 393/23 *Active Attacker Incidents* and the Extreme Incident Response Plan, referenced under Ontario Regulation 392/23 *Adequate and Effective Policing (General)*.

Furthermore, **through the Ontario Public Order Hub, the sector is encouraged to facilitate the sharing of in-service debriefs** so that different POUs can learn from tactical examples applied, with a focus on assessing future needs and enhancing interoperability in joint service public order deployments. **This information should also be shared with the Ontario Police College to assist in the continuous improvement of its POU training curriculum.** This will improve future practices and operations in POU tactical decision-making across the province.

### ***iii) Circumstances for Deployment***

There were three police services whose Chief's procedures were found non-compliant with the requirement to identify circumstances in which a POU may be deployed. The three police services did not have their own POU and all of them relied on a PSA section 7 of the agreement.

Again, regardless of whether the police service has its own POU or relies on an agreement with another board to provide POU services, subsection 19(1) of Ontario Regulation 3/99: *Adequate and Effectiveness of Police Services* under the PSA required every Chief to, "...establish procedures on public order unit services which set out the circumstances in which a public order unit may be deployed." The inspection did find that police services that maintained their own POUs were all compliant with this requirement.

Of note, this requirement is further expanded under the CSPA Ontario Regulation 392/23 to now require that the Chief establish procedures respecting the deployment of a POU for both planned and unplanned incidents, including setting out the circumstances for deployment, specifying the process for authorizing deployment, and identifying operational responsibility for authorizing deployment. The IoP encourages these procedures to also include a consistent assessment tool used by police services in evaluating the risk level and an appropriate level of response, including whether to request temporary public order assistance from another service.

## **Recommendation 5:**

### **Chiefs should include deployment circumstances in POU procedures, and the sector should develop a standardized risk assessment tool for effective POU deployment decision-making**

**Chiefs should review their procedures to confirm they include a catalogue of circumstances in which a POU should be deployed.** More specifically, the procedures should address the deployment of a POU for planned and unplanned public order incidents, including setting out circumstances for deployment, specifying the process for authorizing deployment, and identifying operational responsibility for authorizing deployment.

**The Ontario Public Order Hub and the Ministry of the Solicitor General sector is encouraged to collaborate on the development of a single risk assessment tool to standardize the factors and risks to be considered for POU deployments in Ontario.** The tool should guide decisions around consistent relevant points and should support and not run contrary to the Chief's ultimate authority of deciding whether and how to deploy a POU locally.

Upon completion of this work, **police services that maintain a POU are further encouraged to incorporate the risk assessment tool into their procedures** as part of their decision-making process to determine the risk level and an appropriate level of response, including whether to request assistance from another service through an agreement or temporary assistance under section 19 of the CSPA.

**Once a tool is developed, the IG strongly recommends of its consistent use by police services to become a compliance requirement under the relevant CSPA Regulation.**

#### ***iv) Public Order Manual***

Up until April 1, 2024, police services were required to ensure that procedures on POU services were contained in a manual made available to all members of the POU. This requirement was contained within Ontario Regulation 3/99: *Adequate and Effectiveness of Police Services* of the PSA, and further guidance on the content of the public order manual was provided in the PSM.

While the requirement to maintain a manual is no longer prescribed under the CSPA, the IoP does note considerable value in maintaining a public order manual that is available to members of the POU. The IoP recommends that police services that maintain their own POU continue the practice of maintaining a public order manual that is specific to the individual police service. The manual should include the guideline items that were listed in the PSM public order guidelines (PO-001), such as:

- the unit's mandate, functions, and members' responsibilities;
- deployment and reporting relationships;
- command and control;
- communications with unit members;
- crowd management procedures, including response levels and negotiation;
- incident assessment;
- provision and use of equipment;
- operational training;
- the circumstances and processes for liaising with appropriate officials for the purposes of Sections 63 - 68 of the *Criminal Code of Canada*, regarding unlawful assemblies and riot situations;
- use of training, operational and equipment logs;
- debriefing process; and,
- the selection process for members of the POU to ensure that the members have the knowledge, skills and abilities to provide the services of the POU; and,
- the recording and reporting of incidents involving a POU.



## **Recommendation 6:**

### **Chiefs should ensure their POU manuals are maintained, up to date and reflect guidance from the Ministry of the Solicitor General**

Chiefs of police services that have their own POU should **continue maintaining a public order manual and making it available to all members of the POU**. This manual should be specific to needs and procedures of individual police services that have a POU, with consideration to include common training provided by the Ontario Police College and other provincial initiatives.

It is recommended that the content of the public order manual continue to reflect guidance from the Ministry of the Solicitor General's PSM public order guidelines (PO-001), until such time that updated guidance may be provided.

## Recruitment and Training

### Provincial Compliance Requirements

Section 18(3) of PSA Ontario Regulation 3/99 requires every POU to consist of a unit supervisor and at least four squads of seven officers, including a squad leader.

In addition, section 33(c)(iii) of the Regulation requires every police service to have a skills development and learning plan that addresses members of a POU.

Complement requirements for POUs have increased under the CSPA Ontario Regulation 392/23 and its regulations, with standardized initial and ongoing training now prescribed under regulation. Further details concerning these requirements are included under the Deployment section of this report.

### The IoP's Findings

At the time of the inspection, police services with a POU appeared to have a sufficient number of trained POU members, with many services indicating ongoing efforts to expand on their own complement of POU members. Basic POU member training is now mandated under the CSPA to be delivered by qualified instructors through the Ontario Police College (OPC). Previous training was provided by the individual police services and was developed with input from the OPOAC. Importantly, this previous training was part of the foundation of the new OPC curriculum.

All the POUs work closely together with respect to training. A basic public order training class will be hosted by a police service and will quite often consist of members from different police services. In addition, the OPOAC supports the communication of training details to support ongoing training needs.

Additionally, another finding indicates that through the inspection that there are smaller to mid-size police services that, although they do not maintain their own POUs, are providing a limited number of members with POU training. Those police services do not have the resources to provide a complete POU on their own but utilize trained members to complement other police services that do have a POU. We remind boards and services that, while combining resources with another service is permitted, the combined POU must comply with legislation, including training and equipment standards.

## **Recommendation 7:**

### **Police services should access supplementary training relevant to POU context and this training should be centrally coordinated to best prepare Ontario POUs**

The CSPA now requires that every police officer assigned functions of a POU must complete mandated training provided by OPC. OPC now provides training on safe crowd management and maintaining public order, supervision of a POU and tactical command. **In addition, police services are encouraged to continue additional, ongoing joint training and learning between services. It is recommended that such initiatives be identified centrally and coordinated through the Ontario Public Order Hub.**

Further, **services should consider supplementing mandated training with education that is specific to the context in which they are policing.** For example, further education to improve relations, foster cultural understanding and historic injustices experienced by Indigenous communities, and the historic and/or geo-political subtext driving current demonstrations and protests, may assist with approaches that are culturally sensitive to further support effective communication and management of such events.

Police services should continually access and contribute to the **continued development of training to assist police officers performing public order functions in properly applying the full range of existing provisions in the *Criminal Code*, provincial law, and municipal by-laws** in circumstances where hate-based offences and other offences related to protests, demonstrations and occupations are occurring.

These **events are not confined to Ontario but often cross provincial boundaries**, requiring coordinated responses across the country. This underscores the importance of ensuring that Canadian, provincial, territorial, and municipal laws strike a responsive balance between the public's freedom of expression and assembly and the right of others to conduct their activities safely. Accordingly, the **Ministry of the Solicitor General should engage provincial, territorial, and federal governments to review the legal framework governing protests in Canada to ensure this framework remains relevant and responsive, having regard to more recent experience and learnings across the country. This review should consider expertise from a range of sectors that can provide advice, including policing, legal, civil liberties, and other sectors.**

# Equipment

## Provincial Compliance Requirements

Section 38 of the PSA Ontario Regulation 3/99: *Adequate and Effectiveness of Police Services* requires that a municipal police service shall be provided with adequate equipment and facilities. Guidance about public order equipment was provided in the PSM under the ministry's Designated Equipment List. However, the quality, age, and manufacturer of the equipment varied from service to service. Therefore, the equipment issued and available to POU members across the province varies considerably.

While the ministry's Designated Equipment List in the PSM is advisory only, Ontario Regulation 392/23 of the CSPA now has a prescribed list of required equipment as of April 1, 2025 (the Regulation builds in a transition timeline for the acquisition of this required equipment).

## The IoP's Findings

Although the equipment used by different POUs is similar in type – for example, shields, batons, helmets, etc. – it is the manufacturer of the equipment that varies considerably from police service to police service. With that comes different manufacturers' recommendations with respect to maintenance, longevity, and overall state of the equipment. Given the varying recommendations from manufacturers, it is critical that police services track and test the equipment on a regular basis and consistent with manufacturer's recommendations, to maximize officer safety and instill user confidence in the equipment.

At the time of this report, global economic uncertainty is impacting material costs and supply chains. Police services are not immune to these impacts. Rising material costs may impact the manufacturing and availability of public safety equipment. Given the significance of this issue and the importance of ensuring policing equipment is available to Ontario services, the Ministry of the Solicitor General, the OACP, and the Ontario Association of Police Service Boards (OAPSB) should monitor supply chain issues and engage other orders of government where their jurisdiction may assist in resolving issues that arise.

## **Recommendation 8:**

### **Chiefs should maintain a system for tracking issued protective apparel and equipment**

**Chiefs should maintain a system for tracking issued protective apparel and equipment in a manner that is consistent with the manufacturers' suggested specifications**, and regularly **inspect and re-assess** the equipment according to manufacturer specifications to ensure its ongoing effectiveness.

Furthermore, **the Ministry of the Solicitor General, OACP, and OAPSB should collaboratively monitor supply chain impacts to ensure police services can procure the necessary public order equipment** prescribed under Schedule 1 of Ontario Regulation 392/23 *Adequate and Effective Policing (General)* and engage other orders of government where their jurisdiction may assist in resolving issues that arise.

The PSM guideline for public order also suggested that POU members' emergency medical information be made available for rapid information sharing in appropriate situations. However, our inspection revealed that not all POUs had put in place an approach to facilitate this sharing of medical information. That said, many services require the POU member to carry their own medical information in a consistent location of their uniform (for example, front body armour pocket).

With the surge in POU demand and more multi-jurisdictional deployments, there is increased risk and concern with regards to potential delays in finding emergency medical information in a timely manner – especially if the approach to facilitating quick access to this information varies from service to service. The IoP strongly urges the POU sector, through the Ontario Public Order Hub, to agree upon a consistent format and location for the carrying and access to this information. This will ensure minimal delay in retrieving such vital information, even during combined and cross-jurisdictional events. To mitigate privacy concerns, the information should be secured by the individual in the prescribed location upon their own uniform, only to be drawn upon in the event of a medical emergency.



## Recommendation 9:

### All Ontario POUs should ensure consistent location and access to medical information for members

**Chiefs should ensure that all POU members' emergency medical information be carried in a consistent location for rapid sharing in emergency situations.** The sector is encouraged to ensure that all POUs agree to a consistent format and location of medical information to ensure minimal delay in retrieving such vital information, particularly during combined and cross-jurisdictional events. To mitigate privacy concerns, the information should be secured by the individual in the prescribed location of their uniform only to be drawn upon in the event of a medical emergency.

The **POU sector, through the Ontario Public Order Hub, should agree on a consistent format and location for the carrying and access to this information** and work to facilitate the integration of the agreed-upon approach across all Ontario POUs.

## Deployment

### Provincial Compliance Requirements

Section 18(3) of PSA Ontario Regulation 3/99 required that every POU, whether maintained by one police force or on a combined or regional or co-operative basis:

- a) shall consist of a unit supervisor and at least four squads of seven officers, including the squad leader; and,
- b) must be able to be deployed in a reasonable time.

The CSPA has expanded slightly the complement requirement with Ontario Regulation 392/23, stating that a POU shall have the capacity to deploy to a public order incident, at a minimum, a section of the unit consisting of,

- a) at least 32 police officers, including a section leader; and,
- b) a public order commander.

The CSPA requirements also now identify considerations that bear on the reasonable time for deployment criteria for POUs, stating that the POU must be able to be deployed in a reasonable time to ensure:

- the policing needs of the community;
- the geographic and socio-demographic characteristics of the police service's area of policing responsibility;

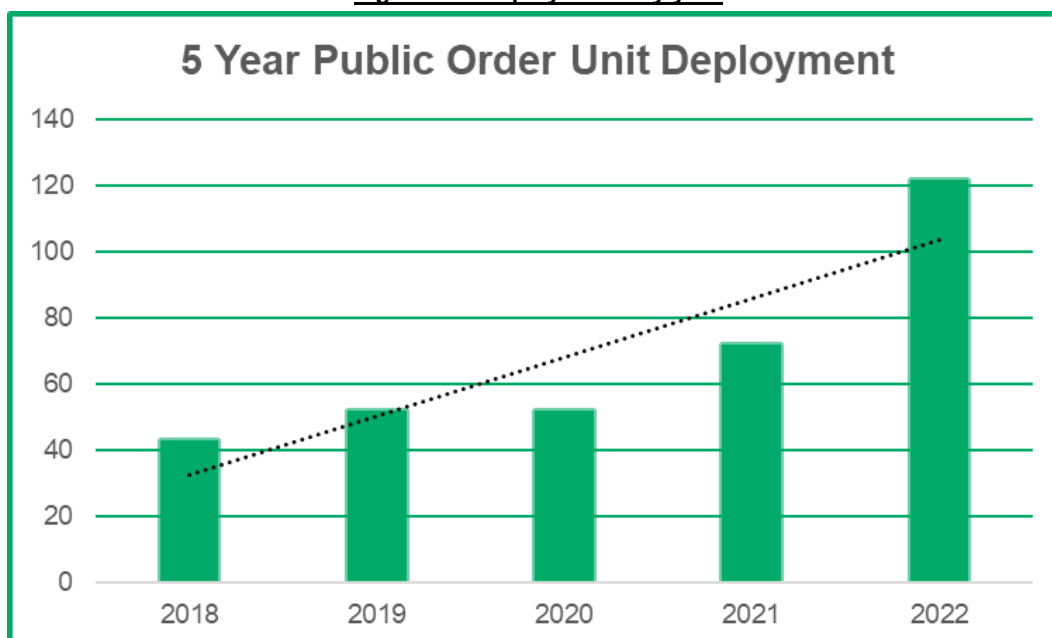
- the total population and population density of the police service’s area of policing responsibility;
- the presence of critical infrastructure in the location where the POU is to be deployed;
- that information about public order incidents in the police service’s area of policing responsibility within at least the previous three years, including information about the scope and severity of the incidents; and,
- best practices in relation to response times for POUs.

## The IoP’s Findings

Our inspection revealed that there is a 184 per cent increase in POU deployment in Ontario between 2018 and 2022 (see “Fig 2”). Recent world events have had an unprecedented impact on the deployment of POUs. With the increased deployments of POUs over the last five years, many Chiefs, the OPP Commissioner, and boards are becoming more focused on the increased demands on their POU members. These events, and the public order maintenance they require locally, significantly impact police resources and budgets. Importantly, our inspection revealed that despite this increase in demand, there have been no situations where current POU resources were unable to deploy within a reasonable amount of time.

The IoP takes note that police services that have their own POU are actively looking to increase complements to balance potential fatigue of current resources, especially as members are redeployed from their regular duties to POUs. In other words, the long-term sustainability of the current resource landscape is a matter that requires ongoing attention.

**Fig 2: POU deployments by year**



### ***i. Composition of a Public Order Unit***

As previously noted, under the PSA a POU had to consist of a unit supervisor and at least four squads of seven officers, including the squad leader (28 police officers in total). Under the CSPA, a POU must now deploy, at a minimum, a section of the unit consisting of at least 32 police officers, including a section leader, and a public order commander. POU commanders that were interviewed recognize the change in POU composition from the PSA to the CSPA. Additionally, some services are taking proactive steps to augment their current public order complement through other emergency response units that take part in annual public order maintenance training and can be more readily deployed to augment their numbers.

### ***ii. Deployment in a Reasonable Time***

The IoP recognizes that the requirement to deploy a POU within a “reasonable time” necessarily includes subjective determinations. There is no set requirement – in terms of hours within which deployment must occur – to use as a benchmark. The varying geography within the province will interpret that what is reasonable in one context, may not be reasonable in another context. For example, what might be considered a reasonable deployment time within an urban centre may not be reasonable for deployment in rural areas of the province.

POU members were asked in their interviews about their ability to deploy in a reasonable time. The inspection revealed no situations where current resources were unable to react within what the IoP considers a reasonable amount of time, having regard to the factors now applicable through the CSPA. Operational POUs are constantly in contact with each other, including through the Hub, to minimize any potential delays in required deployment.

As mentioned above, subsection 18(3) of the now revoked Ontario Regulation 3/99 only required POUs to be “able to be deployed in a reasonable time.” The CSPA expands on this by requiring POUs to be able to be deployed in a reasonable time having regard to specific criteria that helps define the reasonableness requirement. The IoP strongly suggests that these new requirements should spur analysis and collaboration by boards and services across the province – both those with their own POUs, and those that rely on other services for the POU resources. Boards and services should work to determine what a ‘reasonable time’ for POU deployment should be locally, in different sets of public safety risk circumstances, with consideration of the new CSPA factors. Those services that rely on another’s POU should necessarily integrate that service into this analytical process so that that service’s capacity issues are taken into account. Of course, ultimately, the IG is mandated under the CSPA to determine whether the ‘reasonable time’ standard is met in a specific situation, either in response to a public

complaint, a proactive inspection, or a determination under section 20 of the CSPA about the adequacy and effectiveness of policing locally. That said, boards and chiefs collaborating in determining local service standards for POU deployment is both consistent with boards' governance role and may well inform any evaluation the IG ultimately conducts.

When it comes to real-time deployment, our Inspection found that different police services use different platforms to notify members of public order events and that both on-duty and off-duty members are required. Although there are different platforms used, they were all effective platforms that addressed unique local needs to facilitate POU deployment in a reasonable time.

Services are encouraged to go beyond the minimum and find ways to incorporate effective planning, intelligence-gathering and analysis resources when preparing to deploy for a particular public order event. During the inspection, the IoP was impressed by the work of PLTs. A more organized PLT network between services could share intelligence, identify collaborative strategies to engage demonstrators, and promote education on issues relevant to the public order context.



## **Recommendation 10:**

### **To ensure POUs can deploy at a reasonable time, Boards and Chiefs should consider the factors under the CSPA and build capacity of PLTs to support planning strategies, as appropriate**

**Police service boards should confirm with their Chiefs that the service is, at a minimum, and pursuant to subsection 7(2)(1)(i) of Ontario Regulation 392/23 of the CSPA, meeting the deployment requirements in terms of the complement of their POU.** This includes deploying a minimum of one section consisting of 32 police officers including a section leader and a POU commander in a reasonable time.

**Boards should ensure that a POU is able to be deployed in a reasonable time, having regard to the new factors set out in the CSPA, namely:**

- i. the policing needs of the community,
- ii. the geographic and socio-demographic characteristics of the police service's area of policing responsibility,
- iii. the total population and population density of the police service's area of policing responsibility,
- iv. the presence of critical infrastructure in the location where the POU is to be deployed,
- v. information about public order incidents in the police service's area of policing responsibility within at least the previous three years, including information about the scope and severity of the incidents, and,
- vi. best practices in relation to response times for POUs.

**The IG encourages services, boards and stakeholders to cooperate in developing some type of analytical approach to determining what a reasonable time is.** The IG would ultimately determine in the future whether the reasonable standard is met, but a cooperative approach now can assist in creating some consistency in the model.

In addition, PLT network between services could, where appropriate, share intelligence, combine strategies to engage demonstrators, promote education and work towards lawful, safe and peaceful events. To aid in this approach, **Chiefs of Police are encouraged to embed PLTs into their public order training to support their readiness and involvement in public order responses, where appropriate and at the discretion of the service.**

Furthermore, **the Ministry and Chiefs of Police should collaborate to ensure consistent training for PLTs across the province to support interoperability between services on joint service public order responses.**

### ***iii. Embedded Fire and Paramedic Emergency Medical Services***

The IoP observed that many POUs effectively embed fire and paramedic services as part of their POUs. These fire and paramedic members receive initial training and participate in annual POU training. Recognizing this could be more challenging for fire and paramedic participation in regional services and for the OPP, those that do have fire and paramedics embedded in their POUs speak favorably of their involvement and increased public and police safety during deployments. Although not mandated, continued work by police services to include and integrate these vital partners enhance a police service's ability to more fulsomely respond to public and officer safety issues that can arise in public order maintenance deployments.

## **Recommendation 11: Police Services should continue developing and enhancing their partnerships with local Fire and Emergency Medical Services to facilitate integration into their public order deployments, as appropriate**

Most POU services had external partners such as fire services, paramedic services, and other medical professionals. The services that did use fire and EMS spoke of their positive contributions to their POUs and the enhancements they bring to public and police safety.

**Chiefs of Police should continue developing and enhancing their partnerships with external emergency services and medical partners through integrated training, where feasible.**

**The Ministry of the Solicitor General should also examine options to coordinate and enhance the integration of Fire services in public order deployments, as appropriate.**

**The Ontario Public Order Hub should explore putting in place a MOU detailing the nature and expectations of these partnerships. The IG also recommends to the Ministry of the Solicitor General that if the Hub is able to develop a model MOU, these MOUs become a compliance requirement contained in Ontario Regulation 392/23 *Adequate and Effective Policing (General)*.**



#### ***iv. Ontario Public Order Hub Model***

During the events in 2022 related to the Freedom Convoy, the OPP was required to respond to many convoys, demonstrations, and blockades that were consistently and repeatedly emerging in communities across Ontario. This included requirements to concurrently deploy public order units to large scale protests occurring simultaneously in Ottawa, Toronto, and Windsor.

To effectively manage the simultaneous public order events, coordinated support was required from municipal police, the OPP, and RCMP public order units.

As a result, in collaboration with municipal police public order units, the OPP initiated the Ontario Public Order Hub model to ensure public order units were concurrently deployed across the province in an integrated, strategic, and risk-based manner to prevent injury, preserve life, and protect critical infrastructure.

Ultimately, the Hub model enabled the execution of an integrated planning process that facilitated the deployment of multiple public order units from not just Ontario, but throughout Canada, to effectively manage the operational priorities and respond to the Freedom Convoy occupation.

There are currently three Hubs in Ontario (East, West, and Central). The Chair of each Hub is contacted when assistance is required for POU incidents. Typically, these are planned events that are known in advance. The Hub assists by mobilizing POU deployments to public order events throughout Ontario, both in circumstances where the local police service has its own POU, but the event is beyond the scope of what they can manage with their own POU assets – and in circumstances where the public order event is occurring in a jurisdiction where the local police service does not have its own POU. The Hub model facilitates near-constant exchange of information and allows for collaborative and coordinated operational response to dynamic situations such as recent Israel and Hamas war-related demonstrations that have occurred in various locations across the province. The Hub provides immense value for POUs to collaborate, pool resources, and manage deployments in an intelligent fashion that supports a local police Chief's deployment decision-making.

However, the Hub is not formalized as an entity within Ontario's public order policing landscape. It is important to address this, and ensure that the coordination, information-sharing and policing support that it offers becomes a permanent fixture of Ontario's public order policing system. It is vital that through this formalization, police services that are part of the Hub are able to both deliver adequate and effective public order policing locally in their 'home' jurisdiction and provide effective support to others when called on to do so.

This inspection identified an increase in demand for public deployment in Ontario, that is expected to continue trending upwards. Coupled with the complexity of events witnessed in recent years that transcend jurisdictions, including areas of federal jurisdiction (e.g., international borders), these factors risk putting very real pressures on existing POUs and their services without a sustainable approach. Ontario's Public Order Hub model offers a strategic and scalable solution that not only supports Ontario but can be adopted at a national level.

Recommendation 3 in the *Report of the Public Inquiry into the 2022 Public Order Emergency* states that:

*"Police and other law enforcement agencies [to] develop, in conjunction with affected governments, protocols around requests for additional law enforcement resources, where a police service is unable to respond on its own to major events, including certain protests" (Recommendation 3)<sup>15</sup>.*

The Ontario Public Order Hub is the framework to bring the Inquiry's recommendation into practice, as it will address the imperative for coordination of public order resources during major events. In addition, given that public order needs are increasingly crossing jurisdictional boundaries, all orders of government should work together to find sustainable funding solutions or risk potentially greater pressure on the current system and its ability to effectively ensure public safety.

Given the IG's mandate to ensure compliance with the CSPA, the Ontario Public Order Hub model should consider the new requirements in the CSPA when entering into policing arrangements (under section 14) or making requests for temporary or emergency assistance (under section 19). There are also new requirements to provide notification to the IG where these arrangements or requests occur. It is vital that any public order maintenance collaboration directly between police services or through the Hub comply with these new requirements.

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<sup>15</sup> The Honourable Paul S. Rouleau, "Report of the Public Inquiry into the 2022 Public Order Emergency" Volume 1: Overview. (2023): pg. 252.

## **Recommendation 12:**

### **The Ministry of the Solicitor General should formalize and enhance the Ontario Public Order Hub model by making it a permanent and sustainable fixture of public order policing in the province**

With a view to strengthen Ontario's public order policing system so it can meet evolving challenges and deployment needs, **the IG recommends:**

- i. **That the Ministry of the Solicitor General formalize the current Ontario Public Order Hub model to ensure its long-term sustainability, effectiveness and clarity in operations. This formalization should occur through amendments to the relevant Regulations in the CSPA** that address the following:
  - A clear operational framework, with the OPP serving as Chair of the Hub and with representation from all Ontario police services that maintain a POU;
  - A single pathway for police services to request POU assistance through the Hub;
  - A coordinated approach among Hub member police services with a POU that includes the discretion for each individual police service to decide whether to provide assistance based on their own ability to continue to deliver adequate and effective public order policing locally in their 'home' jurisdiction; and
  - Mechanisms for effective planning, intelligence-gathering and resource analysis on public order policing matters, including through an organized PLT network within the mandate of the Hub.
- ii. **That the operations structure of the Ontario Public Order Hub provides appropriate notifications to the IG**, given the IG's statutory responsibility in section 20 of the CSPA to oversee and act to ensure the delivery of adequate and effective policing in the province.

Formalizing the Hub will enhance the effectiveness of Ontario's Public Order policing system, improve the coordination of resource deployments, and facilitate information-sharing that improves outcomes. This formalization will also ensure that the Hub becomes a permanent fixture of Ontario's policing system.

# Promising Practices Towards Continued Improvement

Beyond evaluating compliance with the CSPA, the IoP is committed to identifying leading practices that are working well in policing, assisting the sector in embracing these practices, and raising the overall performance bar. While inspecting for compliance with the PSA, the IoP was also able to observe promising practices within police services as they relate to public order maintenance. The IoP strongly encourages boards, Chiefs' and the OPP Commissioner to consider adopting these promising practices as they move towards compliance with the CSPA and its regulations concerning public order maintenance.

## Continued Development of Training

The inspection revealed that every police service in Ontario either met or exceeded the previous training guideline provided in the PSM. Initial POU training is now regulated in the CSPA's training regulation (Ontario Regulation 87/24), which includes mandatory training for members, supervisors of POUs, and tactical commanders of a POU.

There are some services that are supplementing mandated training, such as cultural sensitivity training, that is specific to the context in which they are policing, to aid those POU members in understanding the best approach to these events. One example the IoP learned of is Toronto Police Service POU members receiving additional *"Foundations of Islam and Addressing Islamophobia, Community Trust and Allyship in Policing"* training through an online course available on the Canadian Police Knowledge Network (CPKN) platform. While it is beyond the scope of the inspection to evaluate any specific training of this kind, this is one example of culturally relevant training that police services are providing to their members to make them more aware and effective when engaging in public order maintenance. The IoP views this approach as promising to promoting effective management of events through awareness and education. The IoP also encourages services to share their approaches to training enhancements to drive improved overall performance of public order maintenance across the province.

## Additional Resources

During the on-site inspections, the IoP found that many POUs in the province use varying community resources and physical resources as part of their POUs. These include:

### ***j) Police Liaison Teams***

Although it was not the central focus of this inspection (as it is not a requirement under the PSA or CSPA), police services that had PLT officers routinely expressed their value in helping to mitigate issues that can arise in public order events. This role was highlighted during proceedings of the federal Public Order Emergency Commission as being a front-facing tool to look at strategies, planning and building front-end relationships with participants during demonstrations. The inclusion of a PLT, with a consistent focus on building trust, engaging demonstrators and understanding crowd dynamics, provides a valuable tool for better managing demonstrations to ensure lawful, peaceful and safe events for the participants, the broader public and the police officers on the ground.

There are currently several POUs that use PLTs. These teams interact with event organizers prior to the public order event, and often can open and maintain positive dialogue and interface capability that yields positive public safety results. The IoP strongly encourages those POUs that do not currently incorporate PLTs in their approach to consider them and consult with services that use PLTs to gain the benefit of their experience.

Given their promising results and the importance of their role, the IoP would recommend that the formal inclusion within the mandate of the Ontario Public Order Hub.



## ***ii) Mounted Police Units***

Two police services continue to maintain mounted police units, with other services taking steps towards establishing a mounted unit. Although there are few units currently, the option exists for police services to request assistance from these Mounted Police units from other police services when their support may be deemed beneficial.

Among other duties, these units can be used to supplement POUs and assist in responding to crowd management situations. Due to the tall stature of officers on horseback, they create a presence with a unique observation perspective, an expanded field of vision, while also providing the ability to move large crowds and effect crowd control.





### ***iii) Remotely Piloted Aircraft Systems***

Many POU are utilizing Remotely Piloted Aircraft Systems (RPAS) and have seen success with them. The RPAS provides real-time, 'birds-eye' view of mass gatherings. It features the ability to zoom closely on any area of interest to provide vital information in dynamic situations that may otherwise not be available. This information can assist POU in effectively identifying public safety risks that may not be visible, as well as serve as a command tool to observe, manage and direct POU operations. The value of RPAS technology is now cemented in the requirement under CSPA Ontario Regulation 392/23, where every POU shall be provided with an RPAS.

### ***iv) Fluorescent High Visibility Ball Caps***

POUs are often deployed in large crowd settings with public order members dispersed within the large crowds. Both given the nature of these dispersed deployments, and what will become the increasing use of RPAS, a few services opted to issue fluorescent ball caps to their POU members to improve visibility on the ground for members of the public, and from above for the police service managing the POU's operations.

The overall feedback from services that used fluorescent ball caps were positive, noting that members of the POU are easily identified and can be tracked during a fluid and evolving deployment. This was beneficial at large events with multiple POU's present. The fluorescent ball caps make easier for command staff to visualize where their members were within the crowds, both by traditional observation or new RPAS assistance, and then better manage and respond to evolving public order events.



# Conclusion

Over the course of recent years, Ontario experienced a surge in protests, demonstrations, and civil disobedience to express dissatisfaction with government policy, local matters, and world events. As displayed in 2022, with the vaccine anti-mandate protests and blockades, these events can become complex and span multiple jurisdictions across the province. The ability for police to maintain their preparedness to effectively manage these events in a lawful, peaceful, and safe manner is crucial.

Overall, Ontario's police services continue to adapt to address public order situations. Collaboration among POUs in Ontario, facilitated through the Ontario Public Order Hub model, is one such example. Formalizing, clarifying the mandate, and strengthening the governance of the Ontario Public Order Hub model will better support the coordination and mobilization of resources across Ontario jurisdictions and stands out as an approach that should continue to be strengthened. This Spotlight Report includes the IG's recommendations for several enhancements to Ontario's Public Order policing system that will serve the broader provincial interest.

Also, it is encouraging that boards and police services demonstrate a high degree of compliance with the inspected sections of the PSA and its regulations, up to the transition to the CSPA. The inspection did not reveal situations where current resources were unable to react within a reasonable amount of time. Although the factors to consider in defining what is a 'reasonable time' have evolved under the CSPA, this is an encouraging finding.

The CSPA and its regulatory requirements concerning public order maintenance now better position boards, police services and the IoP to assess the extent and manner to which policing services are meeting the needs of Ontario communities. This work appears to be underway, with services that have POUs actively reviewing their needs to increase complements to balance potential fatigue of current resources. At this time, it is recommended that all police services and boards expedite a review of their procedures and policies to ensure compliance with both CSPA and its regulations, all with a view to putting in place the necessary governance and operational direction to ensure the delivery of adequate and effective policing.

Beyond compliance with legislative and regulatory requirements, and as we have outlined in this report, there are several areas where boards and services must use data and trend analysis to ensure they are as prepared as possible to deliver adequate and effective policing locally. Whether a police service has its own POU, or relies on another service's POU, the dynamic nature of public order maintenance requires advanced planning and the necessary mechanisms in place to meet what is clearly an increasing

need for these resources. To this end, boards must also consider the specific financial needs associated with public order maintenance as part of their mandate to ensure adequate and effective policing is being delivered locally.

Given the IG's mandate to monitor the delivery of adequate and effective policing across the province, the IG and IoP will continue to pay attention to public order maintenance in Ontario. Through its continued activities, the IoP is committed to equipping police services and boards with evidence-based research and data to support their efforts in providing the best possible policing services to their communities.

The IoP looks forward to unlocking the improved performance that can come from the implementation of the specific recommendations made in this Spotlight Report.

# Appendix A:

## Comparison of Legislative Requirements for Public Order Maintenance

### Prescribed requirements under **Police Services Act** vs **Community Safety and Policing Act**

**Note:** This is a high-level summary of the requirements only. For detailed information, please refer to the legislation.

	<b>Police Services Act</b> <i>(Repealed)</i>  <u><b>Ontario Regulation</b></u> <u><b>3/99</b></u>	<b>Community Safety and Policing Act</b> <i>(In Force)</i>  <u><b>Ontario Regulation</b></u> <u><b>392/23</b></u>
<b>Responsibilities of the Board</b>	Shall have a POU or have an agreement with another board/OPP for the service  Shall establish a Policy	Shall have a POU or have an agreement with another board/OPP for the service  Shall establish a Policy
<b>Responsibilities of the Chief of Police / OPP Commissioner</b>	Shall have establish Procedure: <ul style="list-style-type: none"> <li>• Circumstances for deployment</li> <li>• Labour disputes</li> </ul> Shall have Manual available for all members  Ensure POU members have the appropriate skills, knowledge and abilities  Must have skills development and learning plan for members of a POU	Shall establish Procedure: <ul style="list-style-type: none"> <li>• For functions and responsibilities</li> <li>• Deployment of POU</li> <li>• Debriefing following deployment</li> <li>• Labour disputes</li> <li>• Protests, demonstrations &amp; occupations</li> </ul> Ensure training as per Ontario Regulation 87/24 and the Ontario Police College: <ul style="list-style-type: none"> <li>• Public Order Operator</li> <li>• Public Order Section Lead</li> <li>• Public Order Commander</li> </ul> Must have a skills development and learning plan for members of a POU as per Ontario Regulation 399/23

## Public Order Unit

Shall consist of a unit supervisor and at least four squads of seven officers, including the squad leader

Must be able to be deployed in a reasonable time

At a minimum, a section of the unit consisting of at least 32 police officers, including a section leader, and a public order commander.

Must be able to be deployed in a reasonable time, having regard to,

- i. the policing needs of the community,
- ii. the geographic and socio-demographic characteristics of the police service's area of policing responsibility,
- iii. the total population and population density of the police service's area of policing responsibility,
- iv. the presence of critical infrastructure in the location where the POU is to be deployed,
- v. information about public order incidents in the police service's area of policing responsibility within at least the previous three years, including information about the scope and severity of the incidents, and
- vi. best practices in relation to response times for POU.

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## Inspector General of Policing Memorandum

**TO:** All Chiefs of Police and  
Commissioner Thomas Carrique  
Chairs, Police Service Boards

**FROM:** Ryan Teschner, Inspector General of Policing of Ontario

**DATE:** May 26, 2025

**SUBJECT:** Inspector General Memo #5: Release of the Inspector General of Policing's first Spotlight Report, *Policing Protests and Major Events: Public Order Maintenance in Ontario*

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I am pleased to announce the release of my first provincial Spotlight Report, ***Policing Protests and Major Events: Public Order Maintenance in Ontario***. This report provides my assessment of the current state of public order policing, while advancing recommendations that, I believe, will improve policing performance and governance concerning public order maintenance functions in the province. In line with the Inspectorate of Policing's (IoP) commitment to transparency, and to enhance the public's understanding of key aspects of policing delivery, the Spotlight Report is available on the [IoP's website](#). I would ask that you share this Spotlight Report with members of your organization and others within the policing sector, both in Ontario and beyond, that would find it of interest.

Between May 2023 and February 2024, the IoP conducted an inspection to ensure compliance with provincial Public Order Maintenance requirements, focusing specifically on public order unit (POU) standards by all municipal police services, boards and the OPP. This inspection was conducted under the former *Police Services Act*, prior to the implementation of the *Community Safety and Policing Act* (CSPA) and the coming into force of the Inspector General's statutory mandate. However, given the continued relevance of the inspection's analysis to the policing sector and Ontario government, I am pleased to share our findings. These findings have been published

in a broader, Ontario-wide context along with **12 recommendations** that focus on the shared responsibility of police services, police service boards, and the Ontario Ministry of the Solicitor General, to further strengthen Ontario's public order system.

Overall, **I conclude that the state of public order policing in Ontario is strong.**

Ontario POUs have proven themselves to be generally responsive to emerging and evolving conditions, where they can deploy effectively in both planned and unplanned circumstances. Based on the inspection findings, identified trends in public order policing, and applying a CSPA-compliance lens, I also identify areas that merit attention in order to strengthen Ontario's position as a national leader in this space.

I would like to extend my appreciation to Ontario's policing sector, including all chiefs of police and police service board members that participated or facilitated their organization's participation in this inspection. I would also like to extend a special thanks to the Ontario Association of Chiefs of Police (OACP), including members of the public order policing system that were engaged by the OACP, and the Ontario Association of Police Service Boards for their constructive engagement throughout the IoP's work. This invaluable cooperation and commendable patience have contributed to a report that, I believe, accurately assesses the state of public order policing and charts a path to keep the province's system strong and responsive to public safety needs.

Sincerely,



*Ryan Teschner*  
**Inspector General of Policing of Ontario**

c: Mario Di Tommaso, O.O.M.  
Deputy Solicitor General, Community Safety

**From:** [Ontario News](#)  
**To:** [Amanda Pegg](#)  
**Subject:** Ontario to Introduce Legislation to Strengthen School Board Oversight  
**Date:** Thursday, May 29, 2025 12:13:45 PM

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**May 29, 2025**

[Ministry of Education](#)

TORONTO —Today, Ontario will introduce the *Supporting Children and Students Act, 2025*, that, if passed, would strengthen government oversight, accountability and transparency in public school boards, postsecondary education and children's aid societies. The changes would also increase the safety, well-being and academic and personal achievement of children and youth.

To further [address several cases](#) of financial mismanagement by school boards, the proposed enhanced measures would increase government's oversight of school board finances, governance and program performance, including giving the Minister of Education the ability to respond quickly to matters of public interest.

"Parents deserve confidence that school boards are making decisions in the best interests of their children's education," said Paul Calandra, Minister of Education. "That's why we are strengthening accountability and transparency across Ontario's education system — to ensure that every

dollar invested is preparing students with practical skills for good-paying, stable careers. These new measures would build on our previous actions to improve governance, enforce compliance and focus school boards on what matters most: student success. We are making it clear that school boards must put students first — not politics, not bureaucracy — and that we will act decisively when they fall short of that responsibility.”

Other key accountability and oversight measures being proposed include:

- Setting out requirements for board expense policies and requiring school boards to post key individuals’ expenses on their public-facing website
- Increasing the accountability of children's aid societies by taking measures to strengthen financial oversight, board governance and transparency
- Improving fee transparency for postsecondary students
- Requiring all publicly assisted colleges and universities to have clearly outlined, merit-based admissions policies

Additional proposed changes would promote student success and enhance student, child and youth safety by:

- Incentivizing student volunteerism by introducing a new Minister’s Certificate of Recognition for Community Involvement for students who earn 50 or more community involvement hours
- Requiring school boards to implement School Resource Officer (SRO) programs where they are offered by local police services starting in the next school year
- Expanding the Ombudsman’s investigative authority to include 18- to 22-year-olds who are eligible for, or are in the Ready, Set, Go program and requiring children’s aid societies to notify these youth about the Ombudsman’s services regularly
- Consulting on requiring children's aid societies and out-of-home care licensees to physically post age-appropriate information about children and youth rights and internal complaints processes in areas of a residence that are accessible to them

The measures contained in this legislation would build on the government’s

ongoing work to ensure students, children and youth interact with accountable and transparent public systems and benefit from the supports they need to reach ultimate achievement academically and personally.

## Quick Facts

- In 2025-26, Ontario is investing \$30.3 billion in Core Education Funding to focus key resources where they matter most: on student success.
- In 2024, Ontario introduced the [Supporting Children's Futures Act, 2024](#), to improve the safety, well-being and privacy of children and youth receiving services under the [Child, Youth and Family Services Act, 2017](#), by modernizing and standardizing important safeguards throughout the child and youth services sector.
- This legislation builds on the [Strengthening Accountability and Student Supports Act, 2024](#), and associated directives which required postsecondary institutions to publish educational costs (such as textbooks and other learning materials) and establish anti-hate and mental health policies.

## Quotes

"The changes we are proposing would strengthen oversight and accountability for children's aid societies. This is part of our ongoing efforts to improve the lives of children and youth who are involved with the child welfare system. It is another important step towards ensuring all children and youth in Ontario are aware of their rights, and receive the care, support, and protection they deserve."

**- Michael Parsa**

**Minister of Children, Community and Social Services**

"When students choose Ontario's world-class colleges and universities to pursue their postsecondary education, they deserve to know where their fees are going, what criteria they need for admission, and how their research will be protected. Through the Supporting Children and Students Act, our government would be ensuring that colleges and universities are

taking responsible measures to protect our students as they prepare for successful careers that will strengthen Ontario's economy for decades to come."

**- Nolan Quinn**

**Minister of Colleges, Universities, Research Excellence and Security**

"Ensuring the safety and well-being of students across Ontario is a top priority. By requiring school boards to implement School Resource Officer (SRO) programs where offered by local police services, we would be taking a significant step toward protecting Ontario schools and students. This initiative would foster stronger relationships between students, educators and law enforcement, creating secure learning environments and promoting trust between communities."

**- Michael Kerzner**

**Solicitor General**

"The School Resource Officer (SRO) program plays a crucial role in fostering trust, safety and mentorship within our schools. Having experienced the positive influence of an SRO in my own life, I understand how impactful these programs can be for young people. My SRO inspired me to pursue a career in law enforcement, and later, I had the honour of serving as an SRO myself. The Ontario government's decision to support and mandate SRO programs where local police services offer them is a significant step towards building stronger, safer communities. The Police Association of Ontario fully endorses this initiative and looks forward to witnessing its positive effects in schools across the province."

**- Mark Baxter**

**President, Police Association of Ontario**

## **Additional Resources**

- [Ontario Strengthening Governance, Accountability and Transparency in School Boards, Postsecondary Institutions and Children's Aid Societies](#)
- [Ontario Appoints Supervisor for the Thames Valley District School Board](#)



- [Ontario Increasing School Board Accountability to Protect Students, Families and Taxpayer Funds](#)
- [Ontario Taking Action to Protect Students, Families and Taxpayer Funds](#)
- [Creating safe and accepting schools](#)
- [Improving the child welfare system](#)
- [Indigenous control over child and family services](#)
- [Child, Youth and Family Services Act, 2017](#)
- [Ready, Set, Go program](#)
- [Ontario Investing Nearly \\$1.3 Billion to Stabilize Colleges and Universities](#)

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# QUARTERLY NEWSLETTER

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April – June 2025

## Top Features

Message from Chair

Message from Executive Director

Open Surveys – Have your say!

Conference Summary

Municipal Board Updates

OPP Detachment Board Updates

Message from the IoP

News from our Partners

Training Update



## Message from the Chair

I am honoured to serve as Chair of the OAPSB at this pivotal moment in community safety and police governance across Ontario.

Over the years, I have witnessed the critical role police service boards play, not just in oversight, but in building public trust, ensuring transparency, and helping shape the direction of policing in our communities. As Chair, I am committed to strengthening the voice and capacity of boards province-wide, recognizing that strong, well-supported boards are essential to safe, effective, and accountable policing.

The road ahead presents both opportunities and challenges. The implementation of the Community Safety and Policing Act marks a new era in police oversight, one that calls for clarity, consistency, and collaboration. Our Association will be a strong partner to members as we navigate this transition, ensuring boards are equipped with the tools, training, and advocacy they need to lead effectively.

My vision for the OAPSB is rooted in three priorities: empowering boards through practical education and support; strengthening our collective influence with government and stakeholders; and promoting excellence in governance through shared learning and innovation. Whether through improved board practices, a stronger collective voice, or community engagement, we must lead with integrity and a shared commitment to community safety and public confidence.

To our members: thank you for your service. I look forward to working together to build a stronger, united voice for police governance in Ontario.

Sincerely,

Alan K. (Al) Boughton  
Chair, Ontario Association of Police Service Boards





# Message from the Executive Director

## Building Momentum Through Member Voice and Connection

As we move into summer, I want to thank everyone who joined us for our Spring Conference and Annual General Meeting. The energy, insight, and shared commitment from across our member boards were powerful reminders of why this work matters — and how important it is that we stay connected and aligned.

We are hearing clearly from you — our members — that your time, service, and lived experience at the governance table deserve both recognition and support. That's why we're moving forward with surveys to better understand and benchmark remuneration practices for Police Services Board and OPP Detachment Board members. Your feedback will directly shape our future advocacy and guidance.

At the same time, we're launching more focused member events and webinars to dive deeper into priority topics like onboarding, governance challenges, and adapting to the evolving policing landscape. These sessions have been thoughtful, practical, and grounded in the real experiences of our members — whether serving on Municipal boards, First Nations boards, or new OPP Detachment boards.

As always, we invite you to explore the updated resources available in the Member Portal at [oapsb.ca](https://oapsb.ca), including recent templates, guides, and supports.

Thank you for your continued leadership. Your collective voice is helping strengthen oversight, accountability, and safety across Ontario.



Lisa Darling, M.O.M.  
Executive Director,  
Ontario Association of Police Service Boards

## Board Spotlight

Does your board want to be featured in an upcoming Newsletter?

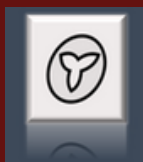
In coming editions of this newsletter, we will be featuring a Member Board!

contact:  
[media@oapsb.ca](mailto:media@oapsb.ca)

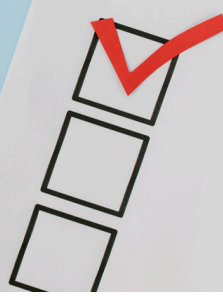
Website:  
<https://oapsb.ca/>

## Follow & Connect

Look for Our App available for iPhone and Android



# Open Surveys – Your Voice Matters



## Action Required: Urgent Survey on Bargaining Responsibilities (Municipal Boards Only)

We are distributing a high-priority survey specifically for Municipal Police Services Boards. This one has a **short turnaround**, so we ask for your prompt attention.

Deadline: **Thursday, July 11, 2025**

Goal: One survey per board – and if your board has an administrator, we encourage them to complete it too, using the separate link.

**Why it matters:** The more responses we receive, the stronger and more representative our data will be. This will directly inform next steps for supporting boards in their bargaining responsibilities.

Complete the Surveys Here:

- [Board Member Survey](#)
- [Executive Director and Board Staff Survey](#)

This summer, OAPSB is launching two province-wide surveys to gather crucial data on how Police Services Board and OPP Detachment Board members are being compensated for their time, responsibility, and service.

Watch your inbox later this month for your personalized survey link for the **Remuneration Surveys** which will be open until the 18 of August, 2025.

And thank you in advance for helping shape the future of board governance in Ontario.

If you have questions or would like more information, please visit the Member Portal or email us at [training@oapsb.ca](mailto:training@oapsb.ca).

**Want to contribute to our next newsletter, or have a topic you're interested in?**

[media@oapsb.ca](mailto:media@oapsb.ca)

## 2025 Spring Conference & AGM Recap

### Stronger Together: Highlights from the 2025 Spring Conference & AGM

This year's Spring Conference and Annual General Meeting brought together OAPSB members from across Ontario for a powerful few days of learning, connecting, and planning for the road ahead. Held in London, ON, the event drew strong participation from Municipal, First Nations, and OPP Detachment Boards; each bringing unique insights to the table.

Among the most well-received elements of the conference were the breakout sessions, which provided hands-on, facilitated discussions on practical governance issues. Topics like Critical Thinking for Police Governance to Rules of Engagement for Boards, these sessions gave members the chance to learn about best practices in a more focused, interactive format aimed at enhancing their skills and confidence. Feedback from our post-conference survey confirmed what we hoped: this was just the kind of practical support members are looking for.

These breakout learning sessions were only the beginning – a formal training and learning program is in development and will launch later this year, with modules inspired directly by member feedback and breakout session themes.

During the AGM, members also:

- Elected a new Board of Directors, now posted on our [website](#)
- Approved key governance updates and financials
- Endorsed continued work in strengthening remuneration practices and system-level collaboration

Thank you to everyone who made the 2025 Conference a success – your participation fuels the momentum we're building together. Stay tuned for more information on the upcoming Fall Webinar Series, training modules, and opportunities to participate.

If you could not join us for the conference, the conference presentations can be found via the member's portal on the website!



# Updates for Boards

## Municipal Police Service Boards: Key Updates for Compliance and Best Practices

The **Office of the Information and Privacy Commissioner of Ontario** has released a groundbreaking framework for the use of Investigative Genetic Genealogy (IGG) by police services—a first in Canada. This guidance is a vital step toward ensuring that emerging technologies are deployed responsibly, ethically, and with public trust at the forefront.

As leaders in police governance, we recognize the immense potential of IGG to solve cold cases and deliver justice. But we also carry the responsibility to ensure that its use aligns with principles of accountability, necessity, and proportionality. The IPC's twelve guardrails—ranging from lawful authority to public consultation—offer a roadmap for oversight bodies to support innovation while safeguarding privacy and human rights.

In light of the new guidance from the Information and Privacy Commissioner of Ontario on Investigative Genetic Genealogy (IGG), Boards should be leaning into their oversight role by asking thoughtful, forward-looking questions like:

### Governance & Legal Authority

- Has our police service established clear policies and procedures for the use of IGG?
- Under what legal authority is IGG being used, and how is that authority documented and reviewed?

### Privacy & Risk Mitigation

- What safeguards are in place to ensure compliance with privacy laws and the IPC's twelve guardrails?
- How is the service minimizing the collection, use, and retention of genetic data?

### Public Trust & Transparency

- Has the service engaged in public consultation or community dialogue about the use of IGG?
- What steps are being taken to ensure transparency and accountability in IGG investigations?

### Procurement & Partnerships

- Are third-party vendors involved in IGG investigations? If so, how are they being vetted and monitored?
- What contractual or oversight mechanisms are in place to ensure ethical and secure handling of data?

### Oversight & Evaluation

- How is the effectiveness and proportionality of IGG being evaluated?
- What role does the Board play in reviewing or approving the use of IGG in specific cases?

These questions can help Boards ensure that the use of IGG aligns with principles of necessity, proportionality, and public accountability—especially in the absence of a clear legislative framework. We have information posted on our member's portal resources page to help.

For Information on the Twelve Guardrails visit the Information and Privacy Commissioner website [here](#)

## OPP Detachment Boards: Key Updates for Compliance and Best Practices

OPP Detachment Boards continue to develop toward compliance to the CSPA. Don't forget about the number of resources that can be found on the website to help support your board and administrators. The website is a valuable tool!

Recently we've added:

- A Start-Up Checklist for boards that are still forming and getting started
- The Annual Report - A summary of what boards can use for their portion of the report, some guidance on delivery and a framework for the report.
- Information on Detachment Commander Performance Reviews
- Information on Detachment Commander selection.

*Coming this Summer, we will be launching our Administrative Handbook for Boards. Wait for announcements soon!*

*Can't find something you need or are looking for? Contact us anytime for help & support!*

*contact the OAPSB Team at [training@oapsb.ca](mailto:training@oapsb.ca)*

*Our member's portal continues to evolve and grow. There are lots of tips and tools to help boards with their activities.*





## **Inspectorate of Policing Spotlight – What My Inaugural Report Means for Police Service Boards in Ontario**

On May 26, 2025, I released my first Spotlight Report: Policing of Protests and Major Events: Public Order Maintenance in Ontario. The report provides insights and recommendations to support police service boards in their governance role. It highlights a 184 per cent increase in Public Order Units between 2018-2022, reflecting growing demands on police services and emphasizing the need for strong oversight, adequate resources, and officer wellness.

Overall, I concluded that the state of policing in Ontario is strong. The legal and governance infrastructure that should surround POU and their operational work is, generally, in place in the form of police service board policy and governance. However, there are also signs that the system is becoming stretched due to demand and complexity and this trend is increasing.

In preparing the report, we incorporated feedback from the Ontario Association of Police Service Boards (OAPSB) to help ensure board perspectives were reflected. I appreciate their input as we work to strengthen policing standards across the province.

As leaders responsible for police governance across Ontario, you represent your communities' voices and translate their values into the strategic direction that shapes policing services. This report highlights the growing challenges police services face when maintaining public order during protests and large-scale events – challenges I know you must actively engage with to ensure policing remains effective, accountable, and community-focused.

### **My Recommendations for Police Service Boards**

I recommend Police Service Boards do the following to ensure your service is ready for major public events or protests in your community:

#### **1. Review and Update Policies**

I recommend that you review and update your public order maintenance policies to fully align with the Community Safety and Policing Act (CSPA) and Ontario Regulation 392/23. Your policies should clearly address all procedural areas where the Chief must establish guidelines for maintaining public peace. Additionally, I encourage you to maintain ongoing communication with your Chief, including receiving:

- Annual summaries of POU deployments (internal and external).
- Trend analysis of public order policing to help inform your strategic oversight.

#### **2. Ensure Your Service Has Valid POU Support Agreements**

If your police service does not have its own POU, you must verify that valid support agreements are in place as required by Section 14 of the CSPA. I urge you to collaborate with your police service and any supporting services to establish deployment timelines that reflect local public safety risks and resource capacities.

#### **3. Oversee Procedure Reviews and Updates**

Chiefs should regularly review and update public order maintenance procedures, and you should expect this as part of your governance role. These procedures must:

- Align with the CSPA and accurately represent how your service maintains public peace.
- Define clear criteria for POU deployment for both planned and unplanned incidents, including the authorization process and operational responsibilities.
- Include mandatory debriefings after every POU deployment, as required under Ontario Regulation 392/23.

#### **4. Support Public Order Manual Maintenance**

For police services with POU, I recommend that Chiefs maintain a comprehensive public order manual tailored to the service's needs and ensure it is available to all POU members. Supporting consistent training through provincial initiatives like the Ontario Police College is also essential.

By acting on these recommendations, you will help strengthen public trust, improve officer well-being, and ensure Ontario's police services are prepared to maintain public order effectively and respectfully in your communities.

# Member Engagement – Discussion Groups in Action

## Driving Real Conversations

At the heart of effective police governance is the ability to learn from one another – and that’s exactly what our OAPSB Discussion Groups are designed to support.

These small, focused working groups are bringing together members from across the province to dig into the real-world issues boards are facing today. Whether you serve on a Municipal Board, a First Nations Board, or an OPP Detachment Board, these sessions are creating space for collaboration, innovation, and peer-based problem solving.

So far, participants have explored:

- Transitioning to the CSPA in a range of topics, areas and policy development
- Navigating dual accountabilities and community expectations
- Role clarity for effective communication with the media and your community
- Balancing transparency with governance limitations
- Preparing for Budgets, Annual Reports and so on...
- Developing information for your website



What we’re hearing is clear: these aren’t just helpful – they’re essential. The conversations are practical, confidential, and grounded in lived experience. Participants have walked away with sample templates, new contacts, and fresh ideas to bring back to their own boards.

As we continue to expand this initiative, we invite all members to get involved. Whether you’re looking to share your own lessons or simply want to listen and learn, there’s a place for you at the table.

Upcoming session dates and sign-up links are available on the OAPSB Member Portal. These sessions are free but registration is required.

## From Insight to Oversight: OAPSB’s New Expert Webinar Series

The Ontario Association of Police Services Boards (OAPSB) is launching a powerful new webinar series connecting Ontario’s police boards with expert-level knowledge traditionally reserved for direct police service stakeholders. This initiative is designed to strengthen governance, enrich decision-making, and enhance board leadership at every level.

Each month, the series will spotlight a theme vital to effective oversight and public safety. Sessions will deliver practical, actionable guidance that boards can use to gain a deeper understanding in their role of Governance. Whether you're newly appointed or a seasoned board member, this series is your invitation to learn, reflect, and lead more effectively. Stay tuned for registration details. Insightful conversations and invaluable tools await.

Each month, the series will spotlight a theme vital to effective oversight and public safety. Sessions will deliver practical, actionable guidance across key areas such as:

- Technology in Modern Policing
  - Data Intelligence and Geospatial Strategy (GIS)
  - Human Resources and Culture Building
  - Leadership and Succession Planning
  - Cybersecurity and Digital Threats
  - Diversity, Equity, and Inclusion
  - Budgeting and Fiscal Oversight
  - Crisis Communication and Media Relations
  - Community Engagement & Public Accountability
  - Intergovernmental Roles and Collaboration
  - Community Partner Overviews
  - Innovations in Mental Health Response
  - Strategic Planning for Police Boards
- .....and much more.....

# Training & Development Update

## Building Confidence and Capacity Through Learning



From foundational skills to strategic strategy, the 2025 Spring Conference reinforced OAPSB's commitment to providing evidence-based, practical training tailored to the evolving needs of Police Services Board and Detachment Board members across Ontario.

"I want to take this opportunity to thank the incredible team of facilitators I had the pleasure of working alongside in preparing and delivering our Spring Conference sessions," shares Linda Skoyles, OAPSB Training Specialist.

"Clemencia Bonsma, Natalie Champagne, Jen Naklie and Christine Weston – your dedication in developing and delivering the Critical Thinking and Assessment & Evaluation Tools workshops was outstanding. The feedback we've received from participants speaks to the clarity, relevance, and thoughtfulness of your approach."

Conference attendees also benefitted from a wide range of expert-led sessions, including:

- Public Speaking and Managing the Media, facilitated by Cherri Greeno, Director of Corporate Affairs, Waterloo Regional Police Service, and Dr. Jose Luis (Joe) Couto, Director of Public Relations and Communications, Ontario Association of Chiefs of Police
- Rules of Engagement for Police Governance, led by Diane Smithson, CAO of Carleton Place, ON, and Anitra Basant Sisavang, Executive Director, York Regional Police Services Board
- A pre-conference session on OPP Detachment Board Development, co-led by Jennifer Catterall, Strategic Business Planner, OPP Strategic Planning and Analysis Bureau, and Lisa Darling, Executive Director, OAPSB
- Recruiting an Effective Leader, co-facilitated by Lisa Darling and Bill Hagborg, Board Member, North Bay Police Services Board and OAPSB Director

The Introduction to Police Culture session, facilitated by Linda, sparked significant interest and robust dialogue – so much so that an expanded series will be launched later this year to continue exploring the values, norms, and structural dynamics of policing culture.

"We're listening," Linda adds. "These workshops were just the beginning. Please continue to share your training needs and ideas – they directly shape how we serve you."

Share your feedback or topic suggestions with Linda at [linda@oapsb.ca](mailto:linda@oapsb.ca).



**Upcoming Events**  
check [www.oapsb.ca/events](http://www.oapsb.ca/events)