



## **Staff Report CL2024-010**

**Title of Report:** CL2024-010-Grey Bruce Detachment Joint Police Services Board – Final Implementation Report  
**Department:** Clerks  
**Branch:** Legislative and Council Services  
**Council Date:** April 3, 2024

### **Recommendation:**

**Be it resolved that** Council receive Staff Report CL2024-010 for information; and  
**That** Council supports appointment of the following members to the 4 Community Appointee positions on the Grey Bruce Detachment Joint Board:

1. Michelle Reynolds, Township of Georgian Bluffs
2. Karl Ellis, Township of Southgate
3. Gerry Solursh, Township of Northern Bruce Peninsula
4. Nicole Martin, Municipality of Grey Highlands; and

**That** Council consider by-law 2024-031 to confirm the appointment on Karl Ellis on the Grey Bruce Detachment Joint Board at the April 17, 2024 Council Meeting; and

**That** Council supports the Township of Georgian Bluffs to provide administrative support to the board; and

**That** Council supports the Township of Georgian Bluffs to on-board a part-time shared staff resource, with costs to be shared evenly amongst the nine participating detachment parties; and

**That** staff be directed to circulate the Joint Board's 2025 Operating Budget to all participating bodies prior to commencement of 2025 Budget deliberations.

### **Background:**

On March 26, 2019, Ontario passed the *Comprehensive Ontario Police Services Act, 2019* (Bill 68) and established the *Community Safety and Policing Act, 2019* (CSPA, 2019), which once proclaimed, will repeal the *Police Services Act, 1990*.

Following communications and feedback sessions, held over the course of 2020 and 2021, the collective communities of the Grey Bruce Detachment area submitted a proposal to the Ministry of the Solicitor General, proposing creation of the Grey Bruce Detachment Joint Board. Each participating Council reviewed the proposed composition and provided their authorization prior to submission of the proposal.

In accordance with the CSPA, the Grey Bruce Detachment Joint Board will be comprised of the following:

- Township of Georgian Bluffs – 1 elected official

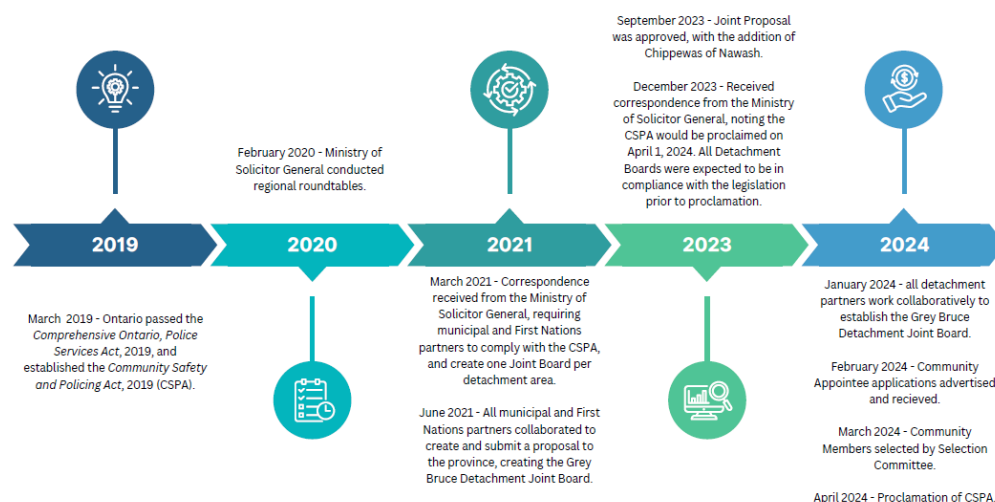
- Township of Chatsworth – 1 elected official
- Municipality of Meaford – 1 elected official
- Municipality of Grey Highlands – 1 elected official
- Township of Southgate – 1 elected official
- Town of South Bruce Peninsula – 1 elected official
- Municipality of Northern Bruce Peninsula – 1 elected official
- Saugeen First Nation – 1 representative
- Neyaashiinigmiing First Nation (Chippewas of Nawash Unceded First Nation) – 1 representative
- 3 Provincial Appointees, and
- 4 Community Appointees

Totaling a Board of 16 members.

On December 18, 2023, members of the Grey Bruce Detachment Joint Board received correspondence from the Ministry of the Solicitor General, providing notice that the CSPA will be proclaimed on April 1, 2024. All police services, and by extension, all police boards, are expected to be in compliance with the regulations of the CSPA by April 1<sup>st</sup>.

The transition to proclamation of the *Community Safety and Policing Act, 2019* (CSPA, 2019), has been a lengthy, long-awaited process, both within the Grey Bruce Detachment, and throughout the province. To outline all actions taken thus far, please consider Figure A.

**Figure A. Grey Bruce Detachment Joint Board Implementation Timeline**



**Staff Comments:**

Report [CL2024-002](#), outlined a four-step approach to implementing the Joint Board structure, thereby achieving compliance with the CSPA prior to April 1<sup>st</sup>.

To date, the collective Councils have successfully completed Step 1, via appointment of elected officials from each community to the Joint Board, and by extension, the ad-hoc selection committee. Steps 2 and 3 are anticipated to be completed following presentation of this report, and consideration of the recommendations contained herein.

**Step 2 - Advertise for Community Members and Appoint**

On March 12, 2024, the Grey Bruce Detachment Joint Board Community Appointee Selection Committee, formed of the appointed elected officials from each participating community, met to consider Community Appointee applications to the Joint Board.

Applications for the four (4) Community Appointee positions on the Joint Board opened on January 10, 2024, closing at 5:00 p.m. on February 26, 2024. Applications were facilitated online, via an application portal published to the Township of Georgian Bluffs website, via email to the Georgian Bluffs Clerks Department, or in hardcopy to the attention of any participating Municipal Clerk. Each participating municipality / First Nations community was responsible for advertising the call for applications within their respective community.

A total of 17 applications were received, from the following areas:

Community	# of Applications
Township of Georgian Bluffs	4
Municipality of Grey Highlands	3
Township of Chatsworth	0
Municipality of Meaford	0
Township of Southgate	3
Town of South Bruce Peninsula	1
Municipality of Northern Bruce Peninsula	5
Saugeen First Nation	0

Neyaashiinigmiing First Nation (Chippewas of Nawash Unceded First Nation)	0
Total	16*

\*Note: One application was received from an individual that currently resides outside of Canada, therefore is not eligible to hold appointment to the Joint Board.

The Committee reviewed eligibility for appointment to the Board, as established by the CSPA, prior to their review of all received applications in Closed Session. As also highlighted in the noted report, the Committee considered and prioritised the pillars of diversity, equity, and inclusion, as further prioritised by the Ontario Provincial Police service, and as referenced in the CSPA. Following their consideration of the applications in closed session, the Committee passed the following recommendation:

Moved By: Member Councillor Moore Coburn  
Seconded By: Member Jay Kirkland

**That the following appointments of Community Representatives for the Grey Bruce Detachment Joint Board be referred to the participating Councils for ratification:**

- 1. Michelle Reynolds – Township of Georgian Bluffs**
- 2. Karl Ellis – Township of Southgate**
- 3. Gerry Solursh – Municipality of Northern Bruce Peninsula**
- 4. Nicole Martin – Municipality of Grey Highlands**

**Approved**

Further to the recommendation of the Committee, Community Appointees from the communities of Georgian Bluffs, Southgate, Grey Highlands, and Northern Bruce Peninsula, are recommended for appointment to the 2024-2026 term of the Grey Bruce Detachment Joint Board. As described in the Grey Bruce Detachment Joint Board proposal, approved by the province in 2021, communities not represented in this term of the Joint Board, will be preferentially selected in the next Council term. Therefore, should the community appointments, as recommended by the Committee, be formalized, community representation from the Chatsworth, Meaford, South Bruce Peninsula, Chippewas of Nawash, and Saugeen Ojibway Nation communities, will be prioritized following the 2026 election cycle.

Per Section 34 of the CSPA, all members of the Board, including Community Appointees, are required to be appointed by resolution of Council. Via presentation of this report, and the recommendations contained herein, the four (4) selected community appointees are proposed to be appointed to the Joint Board. It is recommended that the four (4) communities, which they represent, appoint their respective community representative by by-law.

### **Step 3 – Create Board and Establish Procedures**

Upon notification of the April 1<sup>st</sup> proclamation date of the CSPA, the collective communities of the Grey Bruce Detachment Joint Board have been meeting to discuss, plan and prepare procedures for observance upon transition to the Joint Board structure. A sub-committee of representatives from the larger area, including Southgate, Georgian Bluffs, Grey Highlands, and South Bruce Peninsula, have been meeting most regularly on behalf of the detachment area, herein known as the "Implementation Team".

As has been communicated since conception of the Joint Board in 2019, administration of a Board this size, namely 16 people, with the importance of the work assigned to the Board, will be a challenge for any participating community, especially as municipalities continue to be expected to "do more, with less". In considering which participating community would provide administration to the Board, many factors were considered, including:

- Available staff resources: With many Clerks Departments either under-staffed due to vacancies, or fully staffed at two people, no municipal partner or First Nations community has excess staff capacity to act as a dedicated resource to the Board, or liaison to the OPP.
- Geographical position and available facilities: As noted, the Joint Board will be comprised of 16 individuals – a challenge with reference to space planning for Board meetings. The home community of the Board, ie. the community which will provide administrative support to the body, will need to either have a large meeting site within its jurisdiction, or closely located nearby. Further, for fairness throughout the detachment area, the home municipality is ideally centrally located for all participants.
- Hybrid meeting capabilities: Due to the large geographical area of the detachment, paired with inclement weather in the winter season, the home municipality must be capable of providing hybrid meeting accommodations to Board participants. Presently, not all communities within the detachment area are able to offer hybrid meeting participation.

The Township of Georgian Bluffs has acted as project lead on behalf of the collective communities, since creation and submission of the joint proposal in 2021. Being centrally located within the detachment area, and with hybrid meeting capabilities, the Township of Georgian Bluffs has offered to provide administrative support to the Joint Board, in an effort to maintain knowledge transfer and experience with the transition to the joint structure. Meeting space requirements

will be provided either through use of Grey County meeting facilities, or at the Shallow Lake Arena. Further, the province has indicated its preference to have one body act as administration to the Board, over sharing the responsibility amongst the detachment.

Like our municipal and First Nations counterparts, Georgian Bluffs does not have the capacity to properly support the Board, with existing staff resources. To provide administrative support to the Board, the public and OPP, it is recommended that the collective communities onboard a part-time, shared staff resource.

To fully comprehend the scope of work associated with the Joint Board, we must first consider and understand the shift in the province's approach to policing, via proclamation of the CSPA. While the former Police Services Board structure and Section 10 and 5.1 OPP contracts focused on an individual, municipal scope of policing, the CSPA highlights and requires all detachment communities to operate on a broader scale – approaching policing as a community, over an individual. Through prioritising pillars of diversity, equity and inclusion, and provision of ongoing education and training opportunities, the CSPA lays the foundation for a greater, more diversified policing portfolio, province-wide.

To further accompany this shift to community policing, the CSPA requires that the Board, in consultation with the Detachment Commander, develop a Local Action Plan for the provision of policing provided by the detachment, including:

Section 70, CSPA.

1. *How adequate and effective policing will be provided in the area served by the detachment, in accordance with the needs of the population in the area and having regard for the diversity of the population in the area.*
2. *The objectives and priorities for the detachment determined by the OPP detachment board and such other objectives and priorities determined by the detachment commander.*
3. *Quantitative and qualitative performance objectives and indicators of outcomes relating to,*
  - a. *The provision of community-based crime prevention initiatives, community patrol and crime investigation services,*
  - b. *Community satisfaction with the policing provided,*
  - c. *Emergency calls for service,*
  - d. *Violent crime and clearance rates for violent crime,*
  - e. *Property crime and clearance rates for property crime,*
  - f. *Youth crime and clearance rates for youth crime,*

- g. Police assistance to victims of crime and re-victimization rates,*
  - h. Interactions with persons described in paragraphs 4 and 5 of this subsection,*
  - i. Road safety, and*
  - j. Any other prescribed matters.*
4. *Interactions with:*
- a. Youths,*
  - b. Members of racialized groups, and*
  - c. Members of First Nation, Inuit and Metis communities.*
5. *Interactions with persons who appear to have a mental health condition.*
6. *Interactions with persons who appear to have a mental illness or a neurodevelopmental disability”.*

Said Local Action Plan must also be created with respect to all applicable Community Safety and Well-Being Plans.

The province has been clear in its delineation of this Board structure as an entity which operates completely separate to the Council sphere. While the existing structure acted with municipal influence, the new body will operate at arm’s length to all participating bodies. Essentially, the Grey Bruce Detachment Joint Board is expected to operate as its own, independent body, with needs similar to that of governing, local councils.

The OPP has indicated their preference to have the Board meet on a monthly basis, with scheduled off-months in the summer and holiday seasons. Moving beyond policy making demands of the Board, the pure administration of monthly meetings for a Board of 16 people is more than a “side of the desk” task. The part-time resource would be responsible for all tasks related to the Board, including:

- Agenda creation, facilitation, and circulation, in partnership with the Chair and OPP,
- Arranging meeting facilities, including hybrid participation, live streaming, hard set-up and calendar coordination,
- Appointed recording secretary for the Board,
- Maintain and manage records of the Board, including facilitating Freedom of Information and access requests,
- Remuneration of Community and Provincial Appointees,

- Act as a liaison with the OPP and Detachment Commander,
- Assist the Board in drafting reports, policies, joint by-laws and scheduling delegations and creating correspondence,
- Assist the Board in creation of a records management program, complaint policy and governing policies, all required by the Act,
- Assist the Board and Detachment Commander, to develop the Local Action Plan and implement the proposed Code of Conduct, required by Sections 4 and 70 of the CSPA.

The OPP is supportive of welcoming a shared resource to assist the Joint Board. In discussion with our counterparts throughout the Province, the Grey Bruce Detachment Joint Board is not alone in its request to have dedicated support. Many of our counterparts, including those in Wellington County, have successfully onboarded and maintained a full-time resource for their joint policing services. Wellington County amalgamated their municipal policing services in the early 2000s and is a marker for successful implementation of shared policing services.

With introduction of the shared resource, and delegating responsibility of the Joint Board to the Township of Georgian Bluffs, all policies of the Township of Georgian Bluffs would be extended out to the Board, with the Board's endorsement and feedback. At their first meeting, the Board will have the opportunity to review and provide feedback on a proposed Procedure By-law, currently being drafted by the Township of Georgian Bluffs Clerks Department.

The Board will be required to have its own insurance policy. With the legislation currently in draft form, insurance, being the policy specifics and cost impacts remain unknown. A secondary, follow-up report, discussing insurance specifics for the Board, will be presented upon finalization of negotiations with insurance providers.

Through administration of the Board, the Township of Georgian Bluffs will facilitate remuneration arrangements with the Province for Provincial Appointees, and directly with Community Appointees. To decrease budget impacts, elected officials will continue to be remunerated per their home Council Remuneration policies. The Board will have the opportunity to implement their own remuneration policy, setting per diems for Community Appointees and annual allotments for training, education and conferences. While elected officials will continue to observe their existing remuneration policies, it is paramount that Community Appointees be remunerated per a new, Board policy, to ensure equity amongst the four positions. Each participating body has differing remuneration policies, including many that do not establish or provide for per diems. Therefore, should Community Appointees be remunerated per their home municipality's remuneration policy (the municipality they represent), each appointee would be paid at a different rate, for the same position, thereby failing to achieve a distinct pillar of this transition – equity.



Similar to all existing Joint Municipal Service Boards, the Board will develop an annual budget, with assistance of the Township of Georgian Bluffs Finance Department. Section 71 of the CSPA establishes the framework and legislated budgetary responsibilities of the Board. Further, and is also established by the regulations, the Board will set their annual operating budget, to account for expenses of the Board. Upon presentation of the budget, municipal partners will be provided the opportunity for written feedback for consideration of the Board. The operating expenses of the Board are explicitly separate to the costs of community policing established by OPP service contracts.

While the Township of Georgian Bluffs is prepared to provide all administrative responsibility for the Joint Board, it cannot do so in the absence of the shared resource. Township of Georgian Bluffs staff have absorbed the workload of transitioning to the Joint Board structure, we cannot continue to do so in the long term. The Township of Georgian Bluffs Clerks Department all respective Councils for their consideration of the proposed shared staff resource.

#### **Step 4: Training**

The CSPA will support enhanced and modernized training requirements for the policing sector in Ontario. This will include continuing, updated and/or new legislative and regulatory training requirements for police officers, special constables, members of police service boards (PSBs), and identified classes of employees of oversight bodies (e.g., Law Enforcement Complaints Agency, Inspectorate of Policing).

The courses will include:

1. Roles and Responsibilities Training (Approximately 2 hours in length)
  - development of a course on the role of a police service board and the responsibilities of members of a board or committee.
  - must be aligned with the content of the CSPA and its regulations.
2. Thematic Training: the procurement of (4) courses that cover:
  - a. human rights;
  - b. systemic racism;
  - c. diversity and inclusion, and
  - d. the rights and cultures of First Nation, Inuit and Métis Peoples.

The province has indicated its intent to commence making virtual training modules available effective April 1<sup>st</sup>. Per the CSPA, all appointed members to the Joint Board must complete the Roles and Responsibilities training prior to becoming a voting member of the Board. For clarity, members may sit on the Board in the absence of training, but do not constitute quorum, nor have voting privileges, until the mandated training is completed.

Training will be offered via a virtual training platform, with approximately an 8-hour time commitment. As the Grey Bruce Detachment Joint Board is an OPP Board, established via Section 67 of the CSPA, training requirements of the 16 members

will differ from those representing municipal boards, established by Section 31. For example, while the Grey Bruce Detachment Joint Board, governing OPP policing services, will complete different training courses, than those of their counterparts in the City of Owen Sound, which represent the City's own, municipal policing service.

Staff will continue to provide the Board, and participating Councils, of updates received regarding the Board training portfolio.

### **Next Steps**

While the CSPA remains on track to be proclaimed on April 1, 2024, the province has indicated leniency regarding implementation of the Joint Board structure. In accommodating nine (9) participating Council schedules, it is anticipated that all participating Councils will consider this report within the month of April. Following consideration of this report, and the recommendations contained herein, all existing, local Police Services Boards will be dissolved. Upon their dissolution, and completion of the required training, the Joint Board will host its inaugural meeting, expected to be scheduled for May or June of 2024, dependent upon local, collective progress.

### **Financial Implications:**

The 9 participating communities each allocated \$5,000.00 in the 2024 Budget to facilitate transition to the Joint Board structure.

To fund the Board's operating expenses for the remaining months of 2024 (May-December), nothing beyond the \$5000.00 transition budget, from each participating body, is required. This includes funding for the part-time shared staff resource, per diems for Community Appointees, mileage and administration costs incurred by the Township of Georgian Bluffs. For a detailed breakdown, please see below:

A	B - May to December 2024	C - Estimated Annual 2025
Part-Time Shared Staff Resource	\$20,250.00	\$40,500.00
Finance & Admin	\$16,000.00	\$24,000.00
Per Diems (Community)	\$7,000.00	\$10,500.00
Mileage	\$2,000.00	\$3,500.00
Professional Development (Community and Provincial Appointees)	N/A	\$15,000.00
Insurance	Unknown	Unknown
Provincial Funding (Credit)	- \$4,300.00	- \$6,500.00
Total	\$40,950.00	\$87,000.00

Contribution from 9 participating parties	\$4,550.00	\$9,666.67
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Prior to the 2025 budget cycle, the Joint Board will have the opportunity to review and develop its annual operating and expenses budget, as required by the CSPA. Column C, as included above, provides an estimated 2025 Board operating budget, based on projected costs, informed by those of 2024. 2025 operating costs will be provided to the participating parties prior to commencement of 2025 budget discussions. Funds in surplus to annual budgets will be moved to a working capital reserve, created for use of the Board, upon its establishment.

Section 71 of the CSPA defines budgetary requirements of the Board, and further, the responsibility of participating Councils. While the Board will generate an annual budget, to which all participating parties will have the opportunity to provide written comment, the legislation defines that municipalities "shall contribute their share of the costs to the OPP detachment board's budget" (Section 71,3, CSPA, 2019). Upon creation of the Board, the Board will develop a budget process, including providing opportunity for feedback of all contributing Councils.

To minimize budget impact in 2024, professional development has not been accounted for. As the Board is not expected to meet until May or June, costs associated with the annual OAPSB conference, scheduled in June, are to be funded by local communities via their respective remuneration policies. Upon creation of the Board's remuneration policy, annual allotments will be budgeted for. It is not yet known if the Board or province will be responsible for covering conference costs for Provincial Appointees.

While the Township of Georgian Bluffs will facilitate remuneration for Provincial Appointees to the Board, the province will reimburse the Township of Georgian Bluffs Finance department for mileage and per diems paid to provincial representation. As per diem rates for Provincial Appointees have not yet been communicated, these figures are approximate.

The Township of Georgian Bluffs has included an annual administration and finance fee for the coordination of finance support, including payments, expenses, and Board budgeting.

All costs have been prorated to accommodate a monthly meeting of the Board, for the remaining half of 2024, with scheduled breaks in the summer and holiday seasons.

### **Concluding Comments:**

Following five years of discussions, feedback sessions and transitionary planning, the Community Safety and Policing Act, 2019, will be proclaimed on April 1, 2024, dissolving all existing Section 10 and 5.1 Police Services Boards. Following their formal dissolution, the Grey Bruce Detachment Joint Board will be formed, shifting

the traditional sense of individualistic policing, to a broader, community based approached, founded in the pillars of equity, diversity and inclusion.

With the collective support of the nine participating communities, the Township of Georgian Bluffs is prepared to take the administrative responsibility for transitioning the Board to this community-based perspective, through the addition of a part-time shared staff resource. With the support of the detachment community, OPP and the newly created Board, the Grey Bruce Detachment will be successful in its transition to the Joint Board structure, while prioritizing a connected, well-balanced approach to policing and community safety.

Respectfully Submitted,

**Dept. Head:** *Original Signed By*  
Lindsey Green, Clerk

**CAO Approval:** *Original Signed By*  
Dina Lundy, CAO

**Attachments:** None.