

# Ontario Provincial Police

## Background

Under the *Police Services Act*, the Ontario Provincial Police (OPP) primarily provides:

- patrols on all provincial highways, waterways, and trail systems;
- front-line police services in smaller rural communities that do not have their own municipal police service;
- emergency support services to all communities in Ontario;
- support for complex criminal and organized crime investigations, as well as intelligence with respect to anti-terrorism activities; and
- laboratory services in support for criminal investigations.

With approximately 5,500 uniformed officers, 1,800 civilian employees, and 800 auxiliary officers, the OPP is one of North America's largest deployed police services. The service maintains 79 local detachment offices and 87 satellite offices (which report to one of the detachments) throughout the province. Each detachment reports to one of six regional headquarters, which in turn report to OPP General Headquarters in Orillia. The Commissioner of the OPP reports to and is accountable to the Minister of Community Safety and Correctional Services.

The OPP provides municipal policing services to over 300 municipalities and First Nations communities throughout the province. Of these, 130 municipalities have entered into five-year fee-for-service contracts with the OPP, while 182 other municipalities (commonly referred to as non-contract municipalities) have no contractual arrangements, but are billed based on the level of policing services provided.

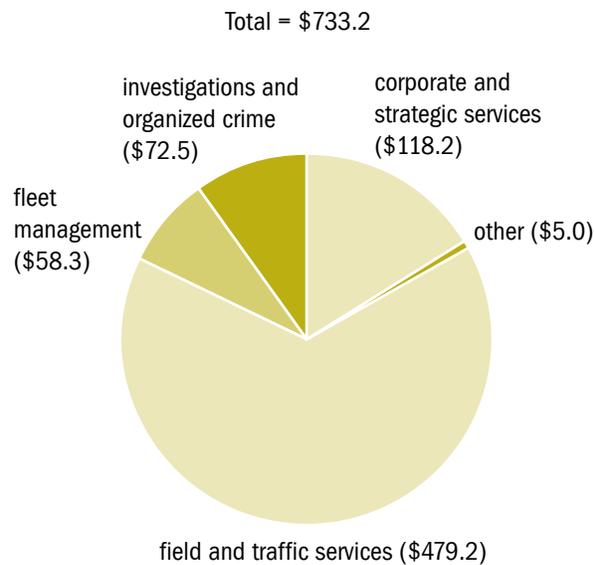
In addition to the responsibilities specifically set out by the legislation, the OPP has other duties assigned by the Minister of Community Safety and Correctional Services, such as maintaining specialized provincial registries—including ViCLAS (Violent Crime Linkage Analysis System) and the Ontario Sex Offender Registry—and providing security at Queen's Park, as well as protective services for key Ontario government officials and visiting dignitaries. In addition, the OPP is engaged in a number of multi-jurisdictional policing initiatives aimed at co-ordinating law enforcement efforts to reduce criminal activities.

For the 2004/05 fiscal year, OPP expenditures before municipal recoveries (costs paid by municipalities for policing services) totalled \$733.2 million, as detailed in Figure 1.

Since the time of our last audit in 1998, OPP expenditures net of recoveries for the provision of municipal policing services (billed by the OPP but collected and recorded by the Ministry of

**Figure 1: OPP Expenditures Before Recoveries from Municipalities for Policing Services, 2004/05 (\$ million)**

Source of data: Ontario Provincial Police



Finance and the Ontario Shared Services within the Ministry of Government Services) have increased, as detailed in Figure 2. We note that the 23% increase in total OPP expenditures between 1999/2000 and 2002/03 is similar to the increase in total expenditures for all policing in Canada, based on the most recent information available from Statistics Canada.

We also note that the per-capita cost of municipal and provincial policing in Canada for 2003 was \$205. Ontario, Quebec, and Manitoba have the highest municipal and provincial policing costs per capita, while the four Maritime provinces have the lowest, as Figure 3 illustrates.

## SIGNIFICANT DEVELOPMENTS SINCE THE TIME OF OUR LAST AUDIT

Since our last audit in 1998, a number of significant developments or initiatives have impacted on the OPP's delivery of police services. These include:

- the passage of Regulation 3/99 under the *Police Services Act*, which establishes minimum service standards for all police services in Ontario, including standards in such areas as crime prevention, law enforcement, and the maintenance of public order;
- the establishment within the OPP of a corporate Quality Assurance Unit that conducts reviews of OPP operations to assess compliance with legislative requirements and with applicable policies and procedures;
- the OPP's implementation of a new computerized Daily Activity Reporting (DAR) system that tracks how officers' time is spent, as well as a Records Management System (RMS) that records and permits the analysis of case-related information; and
- a significant expansion of the number of municipalities that have contracted with the OPP for policing services, as well as the introduction of billing for services provided to non-contract municipalities (which, prior to 1998, received the services for free).

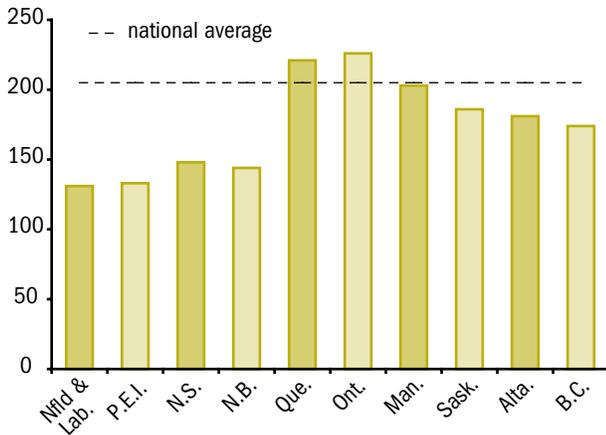
**Figure 2: OPP Expenditures and Recoveries from Municipalities for Policing Services (\$ million), 1998/99–2004/05**

Source of data: Public Accounts of the Province of Ontario

	1998/99	1999/2000	2000/01	2001/02	2002/03	2003/04	2004/05
total expenditures	535.6	565.5	616.7	648.3	695.4	717.1	733.2
recoveries from municipalities for policing services	208.2	184.3	183.8	181.0	187.8	209.4	249.4
net expenditures	327.4	381.2	432.9	467.3	507.6	507.7	483.8

**Figure 3: Per-capita Spending on Municipal and Provincial Policing, by Province, 2003**

Source of data: *Police Resources in Canada* (Canadian Centre for Justice Statistics, Statistics Canada, 2004)



## Audit Objective and Scope

Our audit objective was to assess whether the OPP's police services were:

- delivered with due regard for economy and efficiency; and
- of a quality that complied with Regulation 3/99 and related Police Orders (OPP policies and procedures).

The scope of our audit included a review of available documentation, including policies and procedures, at the OPP's General Headquarters, as well as interviews with senior officers and civilian staff. To get a better understanding of police operations, we also reviewed documentation and held discussions with officers at two regional headquarters, five detachments (including both the detachment's main office and any satellite offices), and two regional communications centres. To obtain further information, we sent a questionnaire to 25 detachments that we did not visit; all detachments that received our questionnaire responded to it.

At the time of our audit, the federal Auditor General's office was conducting an audit of the

RCMP. We therefore met with staff at the federal Auditor General's office in Ottawa and with senior RCMP officers to discuss common issues identified during our audit.

Prior to the commencement of the audit, we identified audit criteria to address our audit objective. These criteria were reviewed and agreed to by senior OPP management.

Our audit was performed in accordance with the standards for assurance engagements, encompassing value for money and compliance, established by the Canadian Institute of Chartered Accountants, and accordingly included such tests and other procedures as we considered necessary in the circumstances.

Because the Ministry of Community Safety and Correctional Services' Internal Audit Services had not conducted any substantial work at the OPP in the last four years, we were unable to rely on them to reduce the scope of our audit work. However, our review of reports and related supporting documentation prepared by the OPP's Quality Assurance Unit found that this work could be relied on, and in many cases it corroborated our own observations resulting from detachment visits.

## Summary

While several issues from our last audit—such as the use of overtime and billings to municipalities—have been largely addressed, in other areas—such as staff deployment, shift scheduling, and the implementation of community-oriented policing principles—much work remains to be done. With respect to the economy and efficiency with which the OPP was delivering police services, we found the following:

- The staff deployment model in effect at the time of our audit was not being used. As a result, the actual total workload of individual detachments

was not taken into account in assigning officers to each detachment.

- The 12-hour work shift that was adopted by the majority of OPP detachments does not provide an optimal match between the number of officers on duty and the demand for police services. In that regard, we note that research undertaken in other jurisdictions on police shift scheduling indicates that the 12-hour shift can have significant health implications and that a variable shift arrangement offers the best matching of available officers to demand for service.
- The Differential Response Unit function was not fully implemented in all regions, despite the fact that this function has proven very effective in freeing up officer time to respond to more serious calls for service. In fact, statistics from one region where the Differential Response Unit had been effectively implemented indicate that each Differential Response Unit officer handled approximately 950 calls per year, which compares very favourably to the approximately 200 calls per year handled by non-Differential Response Unit officers.
- Information provided in the Daily Activity Reporting system was not always complete and accurate. This information is critical for decision-making and for proper monitoring and assessment of operations by the OPP.

We also note that two of the operational issues identified at the time of our 1998 audit have been acted upon, as follows:

- Increases in overtime expenditures for the past seven years have been moderate; in fact, overtime has decreased over the past two years.
- Billings and collections for municipal policing services are up to date.

Regulation 3/99 of the *Police Services Act* (which became effective January 1, 2001) established minimum service standards for quality police services in Ontario. Related Police Orders provide further

policies and procedures to help ensure consistent, high-quality service. We found the following with respect to the consistency and quality of specific areas of service:

- There was little evidence that the objectives of community-oriented policing were being met at some detachments, and no minimum requirements had been established to guide detachments in the consistent implementation of community-oriented policing and solicitation of community input. Also, there were no internal measures in place to evaluate the effectiveness of community-oriented policing.
- There were no provincial standards for what an adequate level of traffic patrol should be; as a result, traffic patrol often had not been given high priority, and there was a significant variance in the level of traffic patrol provided by various detachments and regions.
- Although the Basic Constable Training course included both in-car and classroom-based driver training, no regular periodic or remedial training was being provided, despite the high collision rate of OPP vehicles and a number of preventable collisions that individual officers had in a relatively short period of time.
- The requirements for ensuring restricted physical access to seized property, seized drugs, and armaments stored at detachments, as well as the recordkeeping and disposal requirements for the same, were often not adhered to.
- The OPP's three quality-assurance processes, involving inspections and self-assessments, were not implemented fully and on schedule. The objectives of the quality-assurance function might be better met through another process that is less administratively cumbersome and more comprehensive, with appropriate follow-up procedures for ensuring that corrective action is taken.

## Detailed Audit Observations

### DUE REGARD FOR ECONOMY AND EFFICIENCY

#### Staff Deployment

The OPP has approximately 5,500 uniformed officers. Since our 1998 audit, the number of uniformed officers has increased at a slower rate than the demand for police services (as measured by the number of calls for service), as detailed in Figures 4 and 5.

Not only has the number of calls for service increased, but the amount of time spent on corresponding administrative functions such as travel and court duty has also increased accordingly.

Although the 12.5% increase in the total number of OPP police officers between 1998 and 2004 is somewhat higher than the 9.4% increase in police officers for all of Canada for the same period as reported by Statistics Canada, this difference can be attributed to the increase in the number of municipalities policed by the OPP since 1998.

#### Staff Deployment Model

Individual detachments can have up to three distinct policing responsibilities: municipal policing for contracted municipalities, municipal policing for non-contract municipalities, and provincial responsibilities such as highway patrol and provincial park security.

**Figure 4: Uniformed OPP Officers**

Source of data: Ontario Provincial Police

	1998	2004	% Change
commissioned officers	133	169	27.1
staff sergeants	231	198	(14.3)
sergeants	839	964	14.9
constables	3,685	4,169	13.1
<b>Total</b>	<b>4,888</b>	<b>5,500</b>	<b>12.5</b>

**Figure 5: Calls for Service Received by the OPP**

Source of data: Ontario Provincial Police

	1998	2004	% Change
Criminal Code	125,698	139,368	10.9
traffic	209,515	283,333	35.2
other	220,340	304,778	38.3
<b>Total</b>	<b>555,553</b>	<b>727,479</b>	<b>30.9</b>

The OPP currently has a staff deployment model that was developed in the 1980s. The model is to determine the required staffing levels for detachments based on the number of calls for service, which is considered to be the detachment's workload, with adjustments to allow for such activities as court attendance, training, patrol, and administration. We were advised that the OPP and RCMP are jointly working on a new model that, when completed, will replace the existing model.

However, in practice the current model is used only to estimate the number of officers required by a detachment for its municipal contract obligations at the time of either inception or renewal of a municipal policing contract. It should be noted that the cost of any additional officer(s) is billed to the municipality.

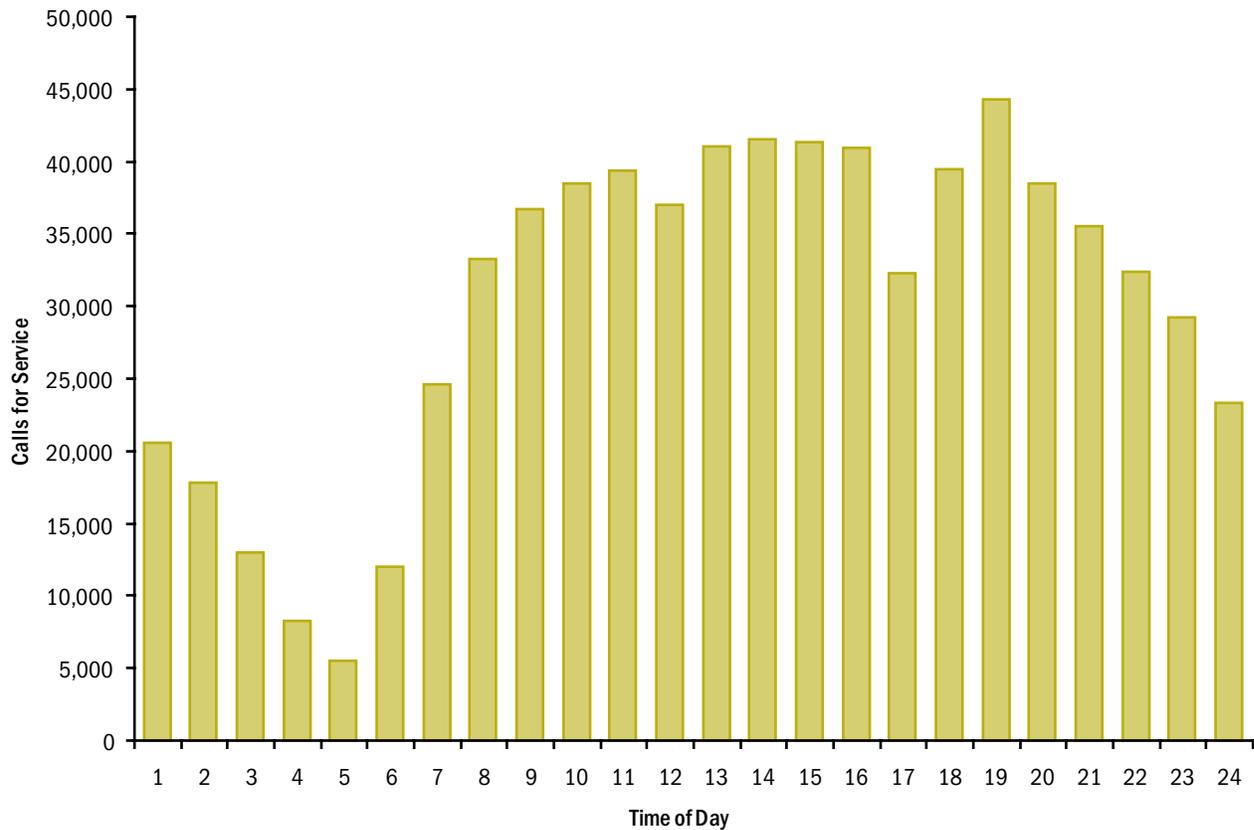
The staff deployment model has not been used to determine staffing requirements either for municipal policing for non-contract municipalities or for provincial responsibilities such as highway patrol. When compared to the staffing estimates arrived at where the deployment model is used, most detachments are understaffed given their overall policing responsibilities. In addition, 19 of the 25 detachments that responded to our questionnaire indicated they felt they were short-staffed, with the shortages ranging from one to 17 officers and averaging approximately six officers.

Detachments that do not have a municipal contract component are particularly adversely affected by this practice. For example:

- One detachment with only non-contract municipal policing and provincial policing

**Figure 6: Number of Calls for Service by Hour of Day, 2004**

Source of data: Ontario Provincial Police



responsibilities had a staff of 64 officers, while the detachment advised us that the staff deployment model indicated that 76 were required.

- Another detachment, which had only high-way patrol responsibilities, had a staff of 45 officers, even though, according to the detachment commander, the model indicated that 60 were required. The detachment commander also stated that the detachment had not had a staffing increase in more than 10 years, despite significant increases in all workload indicators. In fact, he noted that the detachment's staff complement had decreased during this time.

### Shift Scheduling

Clearly a key factor in optimizing detachment staff deployment is ensuring that staff scheduling is commensurate with peak workload periods.

In practice, we found that over 80% of all detachments scheduled their officers in 12-hour shifts, generally splitting the staff evenly between the day and night shifts. We understand that many officers prefer a 12-hour shift for personal reasons, such as maximizing the number of days off and minimizing work-related transportation time and costs. However, as shown in Figure 6, the number of calls for service varies significantly depending on the time of day. If staff levels remain the same for all time periods—as is typical when 12-hour shifts are used—it becomes virtually impossible to have more officers on duty when demand for police services is higher.

We noted that research undertaken in other jurisdictions such as England (specifically, research by the Home Office—a U.K. government department responsible for overseeing the police service in England and Wales) indicates the following:

- A variable shift arrangement offers the best matching of available staff resources to demand for service.
- A well-designed variable shift arrangement can provide up to 70% more staff on duty at peak times than a shift pattern with flat supply.
- Significant concerns exist regarding the health and safety implications of 12-hour shifts, particularly in armed-response and traffic services.

In the *1992 Report of the Auditor General of Canada*, the RCMP was questioned for its use of the 12-hour shift, and, since that time, the RCMP has moved to a variety of different shifts, with the 10-hour shift being the most common.

## RECOMMENDATION

To help ensure that available uniformed officers are allocated to detachments based on assessed need and efficiently deployed, the Ontario Provincial Police (OPP) should:

- expedite completion of the joint OPP–RCMP staffing model and ensure that:
  - it takes into consideration non-contract municipal policing and provincial policing responsibilities in estimating the number of officers that need to be assigned to each detachment; and
  - it is used by the OPP for allocating officers to detachments; and
- reassess the merits of the 12-hour shift schedule and consider alternatives that would provide a better match between the number of officers on duty and the demand for police services.

## MINISTRY RESPONSE

The Ontario Provincial Police (OPP) will review the staffing allocation for non-contract municipalities and provincial responsibilities based on the current deployment model. The OPP acknowledges the need to provide staffing to

detachments per the deployment model in order that the detachments may respond to the number of calls for service; however, additional resources and funding are required to meet the detachment workload demands.

The OPP will continue its involvement with the OPP–RCMP National Resourcing Methodology Task Force as a potential alternative to the existing deployment model to meet evolving organizational needs.

In April 2005, a regional scheduling review committee was formed with a mandate to review the current shift schedules in an effort to see if there are alternative schedules that would better suit the needs of the community and the organization. This committee is working in conjunction with the Ontario Provincial Police Association (OPPA). The fieldwork is scheduled to be completed and a draft report issued in fall 2005 for further assessment and potential provincial implementation.

In addition, during the upcoming collective bargaining process to begin after the current OPPA Uniform Memorandum of Understanding expires on December 31, 2005, the OPP will explore opportunities for increased scheduling flexibility.

## Differential Response Unit

In regions where the Differential Response Unit (DRU) function is implemented, when a call for service is received at the regional communications centre, the operator makes a determination as to whether the call requires an officer to be dispatched or whether the call can be handled by telephone. If the determination is made that an officer does not need to be dispatched, the call is forwarded to a DRU officer, who may be either in the regional communications centre or at one of the detachments in that region.

The DRU officer normally deals with all aspects of the call over the telephone. However, as a matter of OPP policy, if a caller demands or a municipality requests that a police officer respond, an officer is dispatched regardless of the nature of the call.

There are currently no requirements for regions either to implement the DRU function or to report on its implementation or the results achieved thereby.

Our review of statistics for 2004 for one of the regions where the DRU function was fully implemented indicated that six officers effectively handled 5,700 DRU calls. This equates to 950 calls per officer, which compares very favourably to the average of approximately 200 calls per year handled by non-DRU officers. The DRU function was able to free up a significant amount of officers' time either for responding to and dealing with higher-priority cases or for other activities, such as traffic patrol or community-oriented policing services.

While the benefits of implementing a DRU function seem apparent, we found that in three of the six regions the DRU was not effectively implemented:

- Two regions had not implemented the DRU function at all.
- One region implemented the DRU function only when officers were temporarily assigned to light duties, and therefore were available to take DRU calls.

These observations are similar to those noted in our *1998 Annual Report*.

## RECOMMENDATION

Given the significant benefits of freeing up officer time to handle more serious matters through implementing the Differential Response Unit (DRU) function, the Ontario Provincial Police should:

- encourage all regions across the province to fully implement the DRU function; and

- require the regions to provide the information necessary to assess the results achieved and promulgate best practices across the province.

## MINISTRY RESPONSE

The Ontario Provincial Police (OPP) recognizes that Differential Response Units (DRUs) are an effective method of service delivery. Regional commanders have been directed to review the viability of implementing DRUs within their respective regions, given the calls for service, the current staffing complement, and geographic implications. The results of these reviews will be assessed at a corporate level within the OPP and direction provided regarding the implementation of the DRUs, as appropriate, across the province.

## Information Systems

Since our 1998 audit, the OPP has introduced two new computerized information systems to assist in managing its daily operations.

- The Daily Activity Reporting (DAR) system, which was introduced in 2000, is primarily a time accounting system that tracks the time spent by each officer on common activities such as traffic patrol, Criminal Code investigations, and administration. It also tracks the number of calls for service to which the officer responds. The information is used for such things as statistical analysis of OPP operations, determining billing for municipal policing services, and staffing allocations.
- The Records Management System (RMS), which was also introduced in 2000, records and permits the analysis of case-related information, such as witness statements and officers' notes.

While both these systems represent major advancements over the previous systems and allow detailed analysis of the information they contain, the usefulness of the DAR system was limited because there were no procedures in place to ensure that the information it contained was complete and accurate. Specifically, we noted that:

- Officers enter their own information into the DAR system, and there is no supervisory review or approval of the information entered to ensure that it is complete and accurate. For example, our review of a sample of overtime claim forms used for payroll purposes found that for 60% of the cases where overtime hours were claimed, the hours were not correctly reported in the DAR system.
- Officers may enter information into the DAR system either from the mobile workstations in police vehicles or from computers in the detachment office. A number of officers expressed concerns about the unavailability of computers for data entry or about the fact that the often-slow connection speeds made entering information excessively time-consuming.
- Some officers also noted that because some of the information to be entered was already in the RMS, they placed a lower priority on re-entering information into the DAR system.
- Over 30% of all hours recorded in the DAR system are for administrative activities. The OPP has not assessed whether it is reasonable for such a relatively high proportion of time to be spent on administration.

With respect to the RMS, we noted that the system default requires information entered by officers to be reviewed and approved for completeness and accuracy by a superior officer before it is accepted in the system. However, an officer can bypass the requirement for supervisory approval.

## RECOMMENDATION

To help ensure that the information in the Daily Activity Reporting system can be relied on for decision-making purposes, the Ontario Provincial Police should:

- develop procedures whereby the completeness and accuracy of the information entered by individual officers is reviewed and approved by a senior officer;
- assess alternatives for inputting information into the system in order to minimize the time required; and
- periodically review the hours entered for specific functions to assess whether the proportion of hours being charged to each activity is reasonable.

To ensure that all information entered into the Records Management System is reviewed and approved, the System's override option—whereby officers can bypass the required supervisory function—should be reconsidered.

## MINISTRY RESPONSE

All staff and supervisors will be reminded of their obligation to enter information accurately and to obtain appropriate sign-off. The Ontario Provincial Police (OPP) will reiterate the procedures/obligations relating to the entry of complete and accurate information and supervisory review responsibilities through its training of officers and supervisors. Supervisors will be reminded of the availability of reports to be reviewed to determine the reasonableness of the hours allocated to activities in the system.

The Data Integrity Team, with its cross-organizational representation, will continue to identify efficiencies and best practices relating to data entry/integrity and bring these forward in order to make enhancements to the system and develop training and job aids such as

user-friendly instructions to be posted beside each computer at the detachment.

The OPP identified the system's override option as an issue, and an enhancement request was submitted to the Justice Technology Services Division of the Ministry. The enhancement request sent to the vendor of the Records Management System for implementation in a future release has been noted as a high priority.

## Overtime

In our *1998 Annual Report*, we noted that over the then previous four years, overtime expenditures had increased by 140%, from \$12 million in the 1993/94 fiscal year to about \$29 million in the 1996/97 fiscal year.

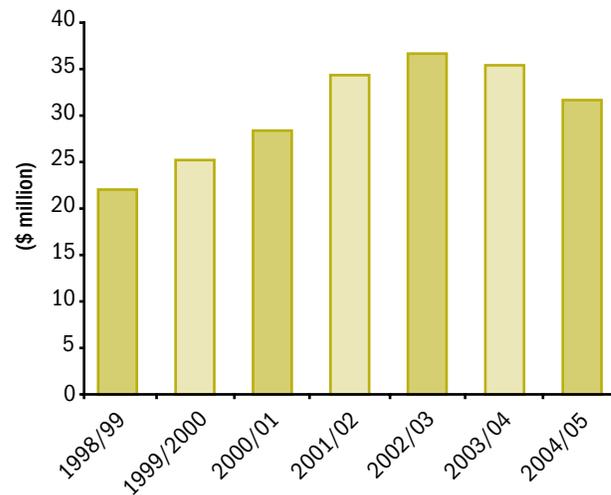
As Figure 7 indicates, the increase in overtime expenditures for the past seven years has been much more moderate. Overtime expenditure reduction has been a focus of the OPP over the last two years, with a target of reducing overtime by 25% in 2003/04 and 2004/05. As indicated in Figure 7, overtime expenditures have indeed decreased over the past two years, but only by 3% and 10%, respectively.

While these percentages are significantly lower than the targets, overtime expenditures since 1999/2000 have increased by less than the increases in total salary and wage expenditures, excluding overtime, and in the number of calls for service. In addition, and as shown in Figure 8, salary costs (including overtime) per call for service increased modestly, from \$678 in 1999/2000 to \$687 in 2004/05, which is less than the general salary increases over that time.

However, our review of the overtime claims process at the detachments we visited indicated that policies and procedures with respect to overtime were often not followed. Specifically:

**Figure 7: OPP Overtime Expenditures, 1998/99-2004/05**

Source of data: Ontario Provincial Police



- In many instances there was no evidence that the overtime paid was approved by a superior officer, as required.
- We noted cases where, contrary to the directions provided to detachments, overtime was worked and paid for administrative purposes such as training, meetings, travel, and report-writing.

## RECOMMENDATION

To help ensure that overtime is reasonable and incurred only when operationally necessary, the Ontario Provincial Police should ensure that a superior officer approves all overtime claims.

## MINISTRY RESPONSE

The Ontario Provincial Police (OPP) is committed to ensuring that proper controls are in place to manage overtime expenditures. All OPP staff and supervisors will be reminded of their obligation to obtain appropriate sign-off on all overtime claims.

**Figure 8: OPP Salary Costs and Calls for Service, 1999/2000–2004/05**

Source of data: Ontario Provincial Police

	1999/ 2000	2000/01	2001/02	2002/03	2003/04	2004/05	% Change Between 1999/2000 and 2004/05
total salary and wages (including overtime) (\$ million)	367.4	392.3	423.1	452.6	497.3	500.1	36.1
total calls for service <sup>1</sup>	541,827	536,649	580,025	636,187	674,697	727,479	34.3
salary cost (\$) (including overtime) per call for service	678.1	731.0	729.4	711.5	737.0	687.4	1.4

1. Information in this row is for the first calendar year in the column head (i.e., information in the 1999/2000 column is for the 1999 calendar year).

### Revenue from Municipal Policing Services

For the 2004/05 fiscal year, the OPP billed about \$167 million to 130 municipalities for contracted policing services and about \$82 million to 182 municipalities for non-contracted policing services.

In our *1998 Annual Report*, we noted that the 40 municipalities that were then under contract were to be billed about \$40 million per year. However, five of these municipalities had not been billed for the previous three years, with the unbilled amount totalling about \$23 million. In addition, receivables at December 1997 totalled \$12.6 million, over half of which had been outstanding since 1993.

Our review of the OPP's current billing practices and collections found that 92% of contract and non-contract municipalities were billed on a monthly basis and that all billings were up to date. The remaining 8% of municipalities are billed quarterly; these billings are also up to date.

At the time of our audit, only \$2 million of the amounts billed were outstanding longer than 60 days, and this situation was due to an unresolved billing issue.

We acknowledge the improvements made in this area and the actions taken to implement our previous recommendations in this regard.

### Actual Criminal Occurrences and Clearance Rates

Although the number of calls for service increased significantly between 1999 and 2004, statistics maintained by the OPP's information system, as shown in Figure 9, indicate that the total number of criminal offences, including violent crimes, decreased over that same period. The clearance rate for all offences remained relatively stable.

The clearance rates for all types of criminal offences compare favourably to similar rates for the Quebec Provincial Police, and the overall clearance rate is somewhat higher than similar rates for most large municipal police forces in Ontario.

## QUALITY OF SERVICE

### Community-oriented Policing

For approximately 15 years, the *Police Services Act* has required the Minister of Community Safety and Correctional Services (prior to November 2003, the Solicitor General) to develop and promote programs for community-oriented police services.

In addition, to encourage better quality and consistency in policing services provided across the province, Regulation 3/99 (which became effective January 1, 2001) established minimum service standards for quality police services in Ontario. A key requirement of the regulation is that every chief

**Figure 9: Number and Clearance Rate of Criminal Offences by Type, 1999–2004**

Source of data: Ontario Provincial Police

	Violent Crimes	Property Crimes	Drugs	Other	Total All Offences
<b>1999</b>					
offences	16,200	61,575	7,780	57,482	<b>143,037</b>
CR <sup>1</sup>	84%	30%	79%	52%	<b>48%</b>
<b>2000</b>					
offences	17,164	59,876	8,248	60,503	<b>145,791</b>
CR <sup>1</sup>	86%	30%	83%	73%	<b>50%</b>
<b>2001</b>					
offences	15,273	48,702	6,482	49,068	<b>119,525</b>
CR <sup>1</sup>	84%	26%	78%	47%	<b>45%</b>
<b>2002</b>					
offences	14,578	46,185	6,605	44,946	<b>112,314</b>
CR <sup>1</sup>	92%	29%	85%	59%	<b>53%</b>
<b>2003</b>					
offences	13,241	47,160	5,095	44,502	<b>109,998</b>
CR <sup>1</sup>	92%	23%	74%	43%	<b>42%</b>
<b>2004</b>					
offences	14,578	47,288	6,127	44,757	<b>112,750</b>
CR <sup>1</sup>	90%	22%	74%	45%	<b>44%</b>

1. CR = Clearance Rate

of police shall establish specific procedures and processes for problem-oriented policing and crime prevention initiatives (commonly referred to as community-oriented policing).

To comply with the community-oriented policing requirements, OPP Police Orders indicate a commitment to community-oriented policing principles in every aspect of service delivery in the OPP and indicate that the service will operate in partnership with the community by:

- involving the people of the community in the identification of crime, traffic, and social order problems and solutions;
- providing policing services that are consistent with the identified concerns, expectations, and needs of the community; and

- participating with other concerned agencies and community groups to effectively address police and community concerns.

In practice, a key aspect of implementing community-oriented policing principles typically involves regular meetings and communications between members of the local detachment, volunteer Community Policing Committees made up of community representatives and other interested parties, and Police Service Boards and Municipal Councils, where applicable. Effective implementation of community-oriented policing would also proactively deal with community concerns and reduce the amount of reactive law enforcement work required to keep communities safe.

Senior OPP management advised us that objectives relating to community-oriented policing were established through the detachments' annual business-planning process, whereby detachments prepare a business plan that includes various commitments and priorities. However, our review of a number of business plans indicated little evidence of this. For instance:

- Stated commitments and priorities often reflected higher-level provincial and regional priorities, with little specific evidence of community-oriented initiatives, and were similar from year to year.
- Due to a lack of supporting documentation, it was often not clear which, if any, of the commitments and priorities had been identified by the local community.

In addition, despite the OPP's stated commitment to community-oriented policing, there are no minimum requirements established to guide detachments in consistently implementing community-oriented policing principles. Although these principles have been effectively implemented at some detachments, they were not fully implemented at others, often for the following reasons:

- lack of priority when compared to other service pressures facing the detachment;

- confusion as to what is required to meet the objectives;
- an apparent lack of interest on the part of the community in participating in community-oriented policing; and
- insufficient resources to adequately address the community's stated concerns.

In response to a recommendation in our *1998 Annual Report*, the OPP indicated that it would co-ordinate, support, and monitor implementation of community-oriented policing. However, at the time of our current audit, the unit responsible for this had been disbanded, and we noted no evidence of other types of overall co-ordination or monitoring of the ongoing implementation of community-oriented policing principles. In our view, this gap contributed to the confusion regarding the requirements of community-oriented policing and to a significant variance in implementation.

Further, because there are no internal measures or reporting requirements for evaluating the effectiveness of the principles—at either the detachment or regional level—the extent to which they are being implemented and the extent of community involvement are unclear.

## RECOMMENDATION

To ensure that all detachments are proactively dealing with community concerns and are complying with community-oriented policing principles, the Ontario Provincial Police should:

- establish minimum requirements to guide detachments in the consistent implementation of community-oriented policing services;
- co-ordinate and monitor the ongoing implementation of community-oriented policing principles and the achievement of related objectives across the province; and
- periodically evaluate the effectiveness of community-oriented policing program ser-

vice delivery and, if necessary, take corrective action.

## MINISTRY RESPONSE

The Ontario Provincial Police (OPP) recognizes that there is a need to refresh the organizational co-ordination and support of community-oriented policing in order to maximize its impact and efficiencies across the province. The delivery of community-oriented policing must remain flexible to reflect specific community needs. The OPP is committed to having regular meetings between local detachments and community representatives and taking specific actions to ensure that the principles of community-oriented policing are consistently reinforced and supported through recognized programs, measures, and evaluation of results.

## Traffic Patrol

The OPP is responsible for patrolling all provincial highways, as well as all roads within the municipalities where they provide policing services. The key objective of the highway patrol activity is to increase police visibility and enforcement action with a view to reducing collisions and resultant deaths, personal injuries, and property damage.

There are currently no provincial standards for what an adequate level of traffic patrol would be. As a result, traffic patrol is often not perceived as a priority, particularly in the light of many competing requirements (such as calls for service). The absence of provincial standards contributed to a significant variance in the level of traffic patrol provided by various detachments and regions, as the following examples illustrate:

- One region that assigned a high priority to traffic patrol developed its own standards for its detachments, specifying the number of hours

to be spent on provincial highway patrol by officers assigned to its detachments. In addition, the region had four roaming teams that patrolled highways within the region.

- Detachments and regions that assigned a lower priority to traffic patrol had not developed any standards for traffic patrol and often indicated that traffic patrol was provided only if and when time permitted. In addition, in some detachments no staff were dedicated solely to traffic patrol.

Traffic patrol hours in the detachments we visited ranged from a low of 8% to a high of 26% of the total hours worked by the detachment's officers.

Assigning additional resources to traffic patrol can have significant benefits. For example, one region that experienced a high rate of collisions in a specific area in 1999—including 29 fatalities in 19 incidents—received approval to create a 22-member traffic patrol unit. The creation of the unit, along with increased visibility and enforcement actions, resulted in the traffic fatality rate dropping by 90% (from 29 to 3) between 1999 and 2001, and by 70% from the longer-term average of about 10 per year.

Similarly, a detachment in another region was identified as having had 20% of the traffic fatalities in the region (out of 14 detachments) in 2004. The regional traffic unit was subsequently stationed in that area for three months to provide additional enforcement action and visibility. During that three-month period, the detachment had only one traffic fatality, compared to five during the same time period in the previous year.

Ontario's Ministry of Transportation estimated that in 2002, vehicle collisions in Ontario cost nearly \$11 billion, or approximately \$30 million every day. It also estimated that for every dollar spent on traffic management, 10 times that amount could be saved on collision-related expenditures, including health care and insurance claims.

## RECOMMENDATION

To increase police visibility and enforcement action with a view to reducing collisions and resultant deaths, personal injuries, and property damage, the Ontario Provincial Police should:

- establish provincial standards with respect to adequate levels of traffic patrol and consider the advisability of increasing the numbers of dedicated highway patrol officers; and
- ensure that the patrol standards, once established, are met and that the results achieved are monitored and assessed.

## MINISTRY RESPONSE

Increased police visibility and the reduction of motor vehicle collisions are key priorities within the Ontario Provincial Police (OPP).

In January 2005, the OPP created a Traffic Implementation Team to address recommendations from an extensive internal study conducted by the OPP. The Highway Safety Division was created in May 2005, and one of its key priorities is establishing provincial patrol standards and systems to monitor, assess, and report on results.

The OPP is committed to enhancing its focus on traffic safety within the resourcing available. The Highway Safety Division will be working closely with the regional commanders across the province to ensure optimum deployment of staff resources to focus on the reduction of collisions and resultant deaths, personal injuries, and property damage.

### Motor Vehicle Collision Data—Number of Accidents by Type

The OPP is a participant in Road Safety Vision 2010 (Vision 2010), which is a national initiative from the Canadian Council of Motor Transport

**Figure 10: Traffic Collisions in OPP Jurisdictions, 1999–2004**

Source of data: Ontario Provincial Police

	1999	2000	2001	2002	2003	2004
fatal collisions	465	444	485	463	455	456
personal injury	14,945	14,678	14,407	15,065	14,635	14,242
reportable damage	51,654	55,341	55,705	59,385	62,614	58,985
<b>Total</b>	<b>67,064</b>	<b>70,463</b>	<b>70,597</b>	<b>74,913</b>	<b>77,704</b>	<b>73,683</b>
fatalities	541	520	567	537	511	516

Administrators aimed at reducing traffic fatalities on the roadways and making Canadian roads the safest in the world.

Over the period from 1987 to 2001, the number of licensed drivers in Canada has increased from 17 million to 21 million, and the number of registered vehicles has increased from 16 million to 18 million. Despite these increases, the number of fatalities and serious injuries have decreased over that time.

Vision 2010 has set a national target that calls for a 30% decrease in the annual average number of road users killed and seriously injured during the 2008–2010 period as compared to the 1996–2001 period. During 1996 to 2001, OPP jurisdictions experienced approximately 530 fatalities per year. To meet the Vision 2010 requirements, that number must be reduced by approximately 160, to 370.

As Figure 10 shows, OPP jurisdictions had a fairly stable rate of fatal accidents from 1999 through 2004. The number of actual deaths averaged 532 per year.

Strengthening the highway patrol function, as recommended in the previous section of this report, would help the OPP to meet the Vision 2010 goal.

### Officer Training

Before an officer becomes an active member of the OPP, he or she is provided with the following training:

- a one-week orientation course at the Provincial Police Academy, which covers basic adminis-

trative requirements and what to expect at the Ontario Police College;

- an in-depth 12-week Basic Constable Training course at the Ontario Police College, which includes simulation exercises, classroom discussion, and case studies in a number of areas, including community-oriented policing, domestic violence, the use of firearms, physical fitness, police vehicle operations, provincial statutes, the use of force, and defensive tactics; and
- four weeks at the Provincial Police Academy for more in-depth training on traffic control, firearms, cruiser familiarity, and physical fitness. Regular training for active members of the service consists primarily of four days of annual training at the Provincial Police Academy, which includes re-qualification courses in the use of force, firearms, and CPR, and academic upgrades necessitated by new legislative requirements for officers, such as the one-time in-car training provided in 2000 for driver pursuits.

Our review of the initial and ongoing training program identified two areas where additional or more timely training is required: driver training and firearms training.

### Driver Training

Although the Basic Constable Training course includes both in-car and classroom-based driver training, no additional regular or remedial driver training is provided either as part of the required annual training or on an as-required basis.

In our view, this may have contributed to a high number of preventable collisions involving on-duty officers. For example, based on statistics prepared by the OPP as part of a Collision Review Project undertaken in 2004, we noted the following:

- For 2000 through 2004, the OPP's average number of collision/damage occurrences was approximately 1,600 annually, or about one such occurrence per year for every two vehicles on the road.
- Of the collisions that occurred in 2001 and 2002, 51% were classified by the OPP as preventable, and the majority occurred on regular patrols during daylight hours on dry asphalt roads in clear weather conditions.
- For that same two-year period, 37.1% of the collisions involved officers with between zero and five years of service (a group that constituted only 25.9% of all active officers).
- Some individual officers have been involved in multiple collisions—for example, within a six-month period in 2004, one officer was involved in eight instances of vehicle damage, two of which were deemed to have been preventable collisions, and in six other incidents where damage was found on the vehicle.

The OPP's Collision Review Project also resulted in the creation of a Fleet Safety Officer position as well as recommendations for enhancements with respect to collision data collection and analysis.

We also noted that, when an officer is involved in a collision, a member of a higher rank is required to investigate the collision when practical. However, in practice we found that in many cases an officer of a higher rank did not investigate the collision.

### Firearms Training

By regulation under the *Police Services Act*, “[a] Member of a police force shall not carry a firearm unless, during the twelve previous months, the member has successfully completed a training course on the use of firearms.”

We found that two of the six regions complied with this requirement. The other four regions, however, did not interpret the regulation correctly and instead conducted their firearms training on a calendar-year basis. As a result, an officer carrying a gun in these regions might not have had firearms training for almost 24 months. For example, in one region we found that for 349 of the approximately 1,250 officers who received firearms training in 2003 and 2004, the training was overdue, and therefore these officers were non-compliant with the regulation's firearms training requirement. Some officers did not receive their firearms training until 21 months after their last firearms training. In that regard, a number of officers indicated to us that firearms training even once every 12 months was not enough and that more frequent training would be beneficial.

In addition, we found that there was no centralized tracking system for firearms training received by front-line officers. Instead, each region is responsible for tracking, co-ordinating, and ensuring that each officer within that region receives the appropriate training. The lack of a centralized system is inefficient, creates inconsistent practices and reporting among the regions, and can lead to inaccuracies of records in cases where an officer is trained in a location other than his or her home region.

### RECOMMENDATION

To minimize property damage and to reduce the risk to officers and the public, the Ontario Provincial Police should:

- consider adding a driver-training component to its annual training program and providing remedial driver training where necessary;
- ensure that every officer receives firearms training at least once every 12 months, as required by regulation; and

- consider implementing centralized tracking for firearms training to ensure that the intent of required training is understood, that training is undertaken consistently across the province, and that accurate records are kept on the training undergone by each officer.

### MINISTRY RESPONSE

The Ontario Provincial Police (OPP) has recognized the need to reduce risks to officers and the public and minimize property damage by focusing resources in the area of officer safety. The OPP has integrated training components into the new-recruit training and coach–officer training to enhance driver awareness and reduce collisions and damage. A video is currently being produced that will be utilized in training for all officers, and the delivery mechanism is under discussion. The OPP will continue to assess the different training models, ranging from formal driver training to awareness building, to ensure that a cost-effective solution is put in place to address its operational requirements and reduce preventable officer collisions/damage to vehicles.

The OPP will ensure that every officer receives firearms training at least once every 12 months.

A centralized database to track training attendance is under development. The OPP Academy is in the consultation phase of the implementation of this database, and it is anticipated that it will be operational by January 2006.

### Security of Seized Items and Detachment Armaments

To maintain the integrity and security of seized property, drugs, and firearms, as well as of detach-

ment armaments, the Ontario Provincial Police has established requirements for ensuring that:

- physical access is restricted in areas in the detachment where seized items are stored;
- adequate records are kept with respect to items placed into, inspected, and removed from the restricted areas; and
- regular audits to verify the existence of seized items are conducted, and seized items that are no longer required are disposed of in a timely manner.

In the detachments we visited, we found that these requirements were often not adhered to. For example, we found that:

- While all detachments had restricted areas for the storage of seized property, drugs, and firearms, in several cases the keys to those areas were left in an open drawer and were accessible to everyone.
- In several cases, we found that the required records of items placed in and removed from restricted areas were not maintained or, where maintained, were not adequately completed. As a result, it was often not clear who had had access to the items and for what purpose.
- Required periodic audits of seized items were often not conducted. In addition, items that had been approved for disposal were often not disposed of on a timely basis.

We also noted that, in many cases, access to restricted areas was not supervised. As a result, individual officers had unsupervised access to drugs and other seized items, a situation that could compromise the integrity of the evidence.

Many of our findings in this area are consistent with those identified in the OPP's Quality Assurance reports (see the next section).

## RECOMMENDATION

To preserve the security and integrity of seized property, drugs, and firearms and of detachment armaments, the Ontario Provincial Police should:

- comply with internal requirements with regard to restricting access to and maintaining adequate records of these items;
- when items have been approved for disposal, do so on a timely basis; and
- ensure that access to high-risk items such as seized drugs is supervised.

## MINISTRY RESPONSE

The Ontario Provincial Police (OPP) acknowledges that these are key areas where there is a need to enhance controls. Regional and detachment commanders have been reminded of the importance of adherence to policies and procedures in these areas and have been directed to conduct a full review of their respective locations and provide a report back by fall 2005. The Quality Assurance Unit continues to provide guidance and support to the field to minimize risk in this area.

### Quality-assurance Processes

As noted earlier, the Ministry of Community Safety and Correctional Services (previously the Ministry of the Solicitor General) Internal Audit Services has not conducted any substantial audit work at the OPP in the previous four years. However, the OPP itself has three quality-assurance processes: inspections and verifications; the Self-Audit Workbook; and the Management Inspection Process.

### Inspections and Verifications

OPP policy requires that inspections and verifications be conducted at detachments on a three-year cycle by members of the Quality Assurance Unit from the OPP's General Headquarters accompanied by staff from the relevant regional headquarters. The inspection process consists of a brief random check; the verification process involves a more in-depth review and the completion of a detailed checklist for selected high-risk areas of detachment operations. After either process, a report is issued to the detachment commander. Space is provided on the report for the commander's responses, including what action will be taken on the identified concerns. Once completed by the detachment commander, the document is filed at the Quality Assurance Unit. The Quality Assurance Unit prepares an annual summary of the common issues and concerns for review by the provincial commanders.

Our review of a sample of inspection and verification reports found that the reports were being satisfactorily completed. In many cases, items noted in these reports corroborated our own observations resulting from our visits to detachments. However, we also noted that the Quality Assurance Unit was not meeting the required three-year cycle, and in most cases either no responses were provided to observed deficiencies or the responses that were provided appeared inadequate. As a result, it was often not clear whether any corrective action had been taken as a result of these reports.

### Self-Audit Workbook

The Self-Audit Workbook (SAW) is required to be completed annually by detachments, regional units, and bureaus within the OPP. Within detachments, the detachment commander or a designate completes a self-assessment questionnaire on selected aspects of detachment operations and submits the completed document to the Quality Assurance Unit at the OPP's General Headquarters.

Our review of the responses to the SAW questionnaires completed in the detachments we visited found that their accuracy was often questionable, with the result that little reliance can be put on this process. In particular, our review of responses provided to 10 randomly selected questions found that they often contradicted the actual practice in the detachment. For example, the SAW questionnaire asked if officers' daily journals were regularly reviewed and initialled by supervisors, and thus monitored for completeness and accuracy. Although the detachments we visited had answered yes to this question, our review and discussions with applicable staff revealed that this procedure had often not been followed.

### Management Inspection Process

The Management Inspection Process is a quarterly process whereby the senior officers in a detachment review selected aspects of detachment operations and report their findings to the detachment commander. In early 2005, the Quality Assurance Unit provided a standardized template for use in completing this process. We observed that before the template was distributed, these reports were submitted in a variety of formats ranging from one to 20 pages long.

Our review of the Management Inspection Process at the detachments we visited showed that in many cases either the required inspections were not completed quarterly as required or, if they had been completed, the resulting report could not be found. We also note that because there is no requirement for these reports to be sent to the regional headquarters or the Quality Assurance Unit, detachments cannot be held accountable through this process.

We support the OPP's internal quality-assurance objectives but believe that the use of three separate processes to meet those objectives warrants review. For instance, a comprehensive process utilizing staff from different detachments and regions

might prove to be both less administratively time-consuming and more effective than the present three processes.

## RECOMMENDATION

The Ontario Provincial Police should assess whether its three quality-assurance processes as currently implemented meet its objectives for the quality-assurance function or whether these objectives can be achieved through a more effective process.

## MINISTRY RESPONSE

In April 2005, the Ontario Provincial Police created a Risk Management Section, which assumed the responsibility for overseeing the internal quality-assurance processes throughout the organization. In July 2005, a project was initiated to review and refine the internal quality-assurance processes with regard to efficiency and effectiveness. This review will consider:

- the findings noted;
- the results of extensive consultation with internal stakeholders; and
- new processes that are targeted for implementation in early 2006.