

**Minutes of a Meeting of the Kingston Police Services Board  
Held on Thursday, October 17, 2019, at 9:00 a.m.  
Kingston Police Headquarters Boardroom**

**IN ATTENDANCE**

Ms Andrea Risk, Chair  
Mayor Bryan Paterson, Vice-Chair  
Councillor Jefferey McLaren  
Dr Christian Leuprecht  
Mr Jarrod Stearns  
Mrs Donna Harrington, Secretary

Chief Antje McNeely  
Deputy Chief Christopher Scott  
Members of staff, media, and the public

1. The Chair called the meeting to order at 9:01 a.m.

**DISCLOSURE OF CONFLICT OF INTEREST**

2. The members confirmed that there were no conflicts of interest to report.

**APPROVAL OF AGENDA**

3. It was moved by Mayor Paterson and seconded by Councillor McLaren that the agenda be approved. Carried.

**ADOPTION OF MINUTES**

4. It was moved by Councillor McLaren and seconded by Mr Stearns that the minutes of Meeting 19-8, held on September 19, 2019, be adopted. Carried.

**COMMUNICATIONS**

5. It was moved by Mayor Paterson and seconded by Dr Leuprecht that the communications be received. Carried.

6. With respect to the Ministry correspondence on the pilot project to raise speed limits on three sections of Ontario highways, Chief McNeely pointed out that this applied to Highway 402, London to Sarnia; the QEW, Hamilton to St. Catharines; and Highway 417, east of Ottawa to the Quebec/Ontario border, and that the prohibition for driving at a rate of speed of 150 km/h or more still applied.

7. The Chair noted the Ministry correspondence regarding the recent approval for electronic proof of auto insurance. Chief McNeely pointed out that drivers were responsible for ensuring that their smartphone was working and the insurance document could be easily seen. She pointed out that this made it possible for the insurance document to be shared with another driver of the vehicle and that a paper copy would still be an option. It was noted that taking a photo of the front and back of the insurance document would suffice.

8. With respect to the Ministry correspondence on the Provincial Rail Summit to bring together various organizations involved in investigating rail fatalities, Chief McNeely relayed that the Traffic Sergeant was arranging possible attendance by a member of the Traffic Unit.

9. The Chair noted the Ministry correspondence on changes to procedures for the Centre of Forensic Sciences Toxicology Section to provide court testimony and letters of opinion, to assist in managing the section's workload.

10. With respect to the Ministry correspondence on Crime Prevention Week 2019 and promotion of new programs, Chief McNeely relayed that the CORE Unit Staff Sergeant would be promoting the Youth–Police Dialogue being offered in partnership with the Ontario Justice Education Network.

11. The Chair noted the 2019/20 CAPG Executive as well as the resolutions passed at the 30th Annual General Meeting.

12. With respect to the minutes of and presentations from the OAPSB Zone 2 meeting of September 20, 2019, Councillor McLaren noted that the minutes contained a good outline of the meeting, which had included a presentation on the Community Safety and Well-Being Plan for Prince Edward County as well as lessons learned from the process. He relayed that it would be a good resource for Kingston's current process and noted that one recommendation made was to hire someone to coordinate and write the plan, due to the amount of work involved.

## **DELEGATIONS**

13. Nil.

## **REPORTS**

14. Nil.

## **MOTIONS**

15. Nil.

## **UNFINISHED BUSINESS**

16. **2019–22 Strategic Plan.** Chief McNeely noted that the Board had approved the strategic plan last year in draft form and thus it was just a matter of adopting the finalized document. She relayed that the five key priorities for 2019 to 2022 were to design new ways to deal with challenging social trends; to implement a new evidence-informed policing and staffing model; to recruit, retain, and develop the best policing team possible; to safeguard our reputation and invest in relationships; and to build capacity for high performance in a changing world. Chief McNeely relayed that some objectives related to these priorities would be covered during the budget presentation and noted that the plan was the result of a very thorough canvass of focus groups

from the community and the police service. It was moved by Councillor McLaren and seconded by Dr Leuprecht that the Board adopt the Kingston Police 2019–22 Strategic Plan as presented.

Carried.

(19-36)

## **2020 Budget**

17. Mr John Howes was invited to be part of the presentation on the proposed 2020 budget. Chief McNeely provided a PowerPoint presentation on the proposed 2020 operating and capital budgets [presentation and commentary filed with minutes].

18. Mayor Paterson conveyed that he was keenly aware of the pressures on officers right now and concurred that the status quo was not sustainable. He noted that the current situation with long-term absences was being discussed across the province and that many held the view that action had to be taken on a provincial level. Mayor Paterson relayed that, while he understood the request to hire more officers to backfill absences, Council had set a budget target of 2.5 percent and requests beyond that would necessitate taking funds from somewhere else. He advised that the hiring of 10 officers would need to be discussed based on the impact it would have on the overall budget. He noted that the request amounted to a 4.57% increase and Council's target was a 2.5% increase and asked if a solution in the range of 3.5 percent or 3.6 percent could be found.

19. Dr Leuprecht noted that he was new on the Board and therefore was not familiar with what conversations had occurred on alternative service delivery and commented that service delivery by uniformed members differed across the country. He relayed that it would be helpful to understand the current staffing and deployment structure and see what had been determined as core services or discretionary services. He commented that he was surprised to see the request for 10 new officers and advised that he would like to see the results of metrics before seeing a request for a long-term investment in new uniformed members. He suggested that the Board hear in greater detail where the new officers would be placed in the overall uniformed complement and skill sets or whether deferring senior members would impact the budget if tiered at different levels.

20. Chief McNeely relayed that it was important to understand that the request was not to hire above the authorized complement but rather to get to the authorized complement. She noted that the review through Information Builders would ascertain whether the authorized complement was enough or whether more officers were needed and that the current request was not for additional officers but rather to get to the authorized complement. Chief McNeely explained that the current review was studying data related to calls for service at each hour of the day, with a view to finding the best shift structure to meet call volume, as well as how many officers were needed.

21. Chief McNeely explained that, in an effort to fully staff the front line, vacancies were being carried in the Criminal Investigations, CORE, and Street Crime units. She explained that members were taking on extra work in those units and front-line patrol still had to deal with vacancies due to parental leave or illness. Chief McNeely noted that the current review was looking at the optimal level but at present the service needed to get to the authorized strength.

22. Dr Leuprecht asked if there were efficiencies that could be identified and noted that in some services senior managers took vehicles after hours and received compensation for being a duty officer even when not going out to a scene. He asked if instead a vehicle could be shared in a pool or if time off could be granted instead of paying overtime. Chief McNeely relayed that efficiencies introduced included having special constables perform certain duties, e.g., crime scene security and traffic direction. She noted that this initiative and others had been discussed during the previously mentioned brainstorming session. With respect to vehicles, Chief McNeely explained that there was a shared pool of vehicles available for on-call use, with CRA rules applied. She explained that overtime did not apply but members could take time in lieu, with duty officer on-call status being 13 weeks every year. Mr Howes explained that this aspect was covered in a collective agreement. With respect to special constables, Dr Leuprecht asked in terms of costs or community expectations regarding contracted services whether there were opportunities to have a broader conversation on how to get to the complement.

23. Chief McNeely relayed that the Kingston Police also benefited from tremendous free resources in the Kingston Police Community Volunteers, who assisted in many different venues and at community events. Mayor Paterson noted that a gap had been identified but to fill that gap a balance needed to be struck to make it amenable to everyone. Chief McNeely relayed that some of the programs in place were still in the data collection phase but would help to find efficiencies and early intervention strategies. She pointed out that having 10 members on WSIB amounted to 5 percent of sworn staffing, with provincial averages ranging from 5 percent to 20 percent. Chief McNeely relayed that investing in early intervention should reduce WSIB absences and help members to return to work. She explained that the service also had to be flexible enough to absorb returning members who could not do front-line duties but who could nevertheless fulfil a valuable role. She cautioned against aggressive civilianization of duties because the service had to be flexible enough to accommodate returning officers.

24. Mr Stearns noted that collective bargaining was still to be completed for 2020. Mr Howes confirmed that a small increase had been incorporated within the budget proposal. With respect to the impact on overtime of hiring 10 officers to backfill for absences, Chief McNeely confirmed that the cost of hiring the officers would be offset by estimated savings of \$350,000 in overtime that had accrued for backfilling.

25. Councillor McLaren noted that the Community Safety and Well-Being Plan would be addressing collaboration amongst agencies. Chief McNeely confirmed that the Kingston Police were already doing much in that area, such as collaborating with the Human Trafficking Working Group, the Community Drug Strategy, Intersections, Youth Diversion, etc. She pointed out that this collaboration with community agencies was meant to address issues without making them police issues, e.g., working with outreach workers in relation to homelessness. She noted that the COAST model was already resulting in efficiencies, and future use of the HealthIM application would enable officers and mental health workers to identify behaviours of individuals prior to taking them to the hospital so that hospital staff could be prepared. Chief McNeely relayed that HealthIM had resulted in reduced wait times at hospitals for other police agencies.

26. Chief McNeely added that the Kingston Police had also made a big commitment to be role models for youth, as well as to reduce victimization by taking action on human trafficking. She pointed out that many initiatives related to more than strictly law enforcement and

community partnerships were key. Mr Howes noted that, even with adding 10 officers, the police per capita (120) was well below the number for other municipalities as per Statistics Canada (150 or 160). He noted that many of the other municipalities did not have a significant student population and also that the per capita for Kingston included six seconded officers.

27. Deputy Chief Scott pointed out that the service also had to consider the estimated loss of seven officers per year and the fact that it took 28 weeks from the time of initial hire for a recruit to be able to operate independently. Chief McNeely added that hiring was balanced between recruits and experienced officers as required, with budgetary impact closely monitored.

28. Dr Leuprecht noted that the OPP operated several centralized communications centres and others were located within an hour's drive. Chief McNeely relayed that the Owen Sound Police Service provided communications services to a broad area but explained that the Kingston Police Communications Centre was a primary PSAP (public safety answering point) and therefore had significant infrastructure and could potentially take on an expanded role. She noted that the backup site was located at Kingston Fire and Rescue headquarters and that the Kingston Police worked closely with Kingston Fire and Rescue. Chief McNeely added that any change in this area would involve collective agreements and associations.

29. With respect to the electronic capture of evidence, Chief McNeely relayed that Axon was specifically able to satisfy police requirements. It was noted that when members of the community uploaded evidence the source would be known but there was also an ability to submit information anonymously through another link.

30. Chief McNeely was requested to present further options to the Board with respect to the hiring of 10 officers in 2020 to backfill for absences. Chief McNeely relayed that one alternative would be to split the hiring over the year (five in January and five in September). She explained that maximum efficiencies would not be realized with this option, since only five officers would be fully functional by July. Deputy Chief Scott noted that there was also a projection that seven would be leaving. Mr Howes noted that on average seven retired and two left, with numbers in the last few years being closer to nine or ten. Chief McNeely relayed that 30 officers would be eligible to retire by the end of 2020, although some officers could choose to work longer. With respect to rehiring retired officers, Chief McNeely relayed that some had been contracted for background checks for recruits, in light of their interest in the organization and their investigative experience. She noted that part-time policing could also be broached during collective bargaining.

31. The Chair pointed out that the issue at hand was the need for 10 active officers. Chief McNeely explained that it was not likely that the officers on long-term absence would be back in the next two years, although they could be accommodated on modified duties or full duties on return.

32. Slides were presented to show the impact of split hiring in 2020 (savings of \$258,970), as well as the revised three-year forecast (3.2 percent, 2.9 percent, and 2.5 percent). The Chair noted that costs ended up being deferred to the following years. In addition to savings in overtime, Chief McNeely pointed out that hiring the additional officers would also benefit the mental health of current officers. Mr Howes pointed out that overtime costs in 2016 without a reduced complement had been at \$700,000 but had increased with the reduced complement in

2017 (\$1.8 million) and 2018 (\$1.3 million). Deputy Chief Scott noted that in the past it had been possible to hire over for officers receiving long-term disability payments but WSIB payments directly impacted the budget.

33. Mayor Paterson noted that the split hiring option was better but resulted in higher percentage increases in future years. He asked if another solution could be for four and four or four and three. Chief McNeely advised that other scenarios would need to be studied but that it was important to consider the mental health of officers and how much longer the status quo could be sustained. Mr Howes pointed out that continued staffing shortages could result in more officers being off. Mayor Paterson agreed and noted that the aim was to find a balance between that need and budget pressures.

34. Chief McNeely explained that having 10 officers hired in January was the best way to have them ready by July, as well as the efficiencies realized in the hiring and training processes. It was explained that it was not possible to move funds from the capital budget to offset this part of the operating budget.

35. The Chair suggested that a special meeting be called in the near future to give Administration time to determine other budget options. She pointed out that the budget would be presented to City Council in late November.

36. It was moved by Mr Stearns and seconded by Councillor McLaren that a special meeting be called for further deliberation on the 2020 budget.

Carried.

(19-37)

## NEW BUSINESS

37. **Staffing Update.** Deputy Chief Scott advised the Board that Constable Trevor Sharpe, who had been hired by the Kingston Police on January 2, 2018, had left the service on October 4, 2019, to accept a position with the Ottawa Police Service. Deputy Chief Scott relayed that Constable Sharpe had served Kingston's citizens well during his tenure and had done an admirable job in Uniformed Patrol. The Chair asked that a letter be prepared to thank Constable Sharpe for his service.

## Queen's University Homecoming 2019

38. Sergeant Melanie Jefferies was invited to brief the Board on preparations for the 2019 Queen's University Homecoming weekend. She relayed that, due to trends experienced in past years, resources would be decreased on Friday night to 50 officers but increased for earlier Saturday morning, with start times from 7:00 a.m., 10:00 a.m., 2:00 p.m., and 4:00 p.m. so that by 4:00 p.m. there would be 110 officers on the road. She noted that in total approximately 150 staff members were designated for Saturday, in addition to regular staffing for the rest of the city. Sergeant Jefferies outlined several strategies for maintaining safety and security.

- a. The University District Safety Initiative and the Nuisance Party By-Law will be enforced with designated *Liquor Licence Act* (LLA) and Nuisance Party teams.

- b. LLA teams will focus on offences such as open alcohol on the street.
- c. Nuisance Party teams will partner with City By-Law to address nuisance parties and any unlawful sale or distribution of alcohol (kegs) at those parties. These teams also have a list of tenants and homes with prohibition orders regarding nuisance parties.
- d. Strategies are in place to use the Nuisance Party By-Law if needed to clear the street, to maintain safety of pedestrians and allow access for emergency vehicles.
- e. If a street becomes overcrowded, there are four City dump trucks on standby to serve as barricades so that no vehicles enter the street.
- f. “No parking” signs will be placed on Friday afternoon on Aberdeen Street and the surrounding streets of Johnson, William, Earl, University, and Division. There is no construction under way in the area this year.
- g. Frontenac Paramedic Services will be increasing resources for Saturday. To alleviate the strain on paramedics, St. John Ambulance will set up mobile units to deal with minor injuries.
- h. The Queen’s Campus Observation Room will have two locations and extended hours, from 9:00 p.m. on Friday to Sunday morning.
- i. The Kingston Police Community Volunteers are always used, and they provide a great service, including getting food for officers on duty. Rather than using the garage at police headquarters, the Community Room and Dupuis Hall at Queen’s will be used.
- j. Quick Arrest Sheets will be used again this year so that officers can have special constables process arrests. Special constables are located in vans and use the Axon application to upload photos of the officer and arrested party to the sergeant in Booking.
- k. Surveillance cameras have been installed in the usual areas (Aberdeen at Johnson, Aberdeen at William, University at Earl, and the Hub); the camera formerly positioned in the concert area has been installed at Johnson at University. Breakwater Park will also be monitored in the command post.

39. Sergeant Jefferies reported that Frontenac Paramedic Services had indicated an interest in using bicycles next year for reaching people.

40. The Chair noted that in past years private security had been engaged for the concert area and asked if any changes had been made in light of the discontinuation of a concert. It was noted that most concert goers had not gone to any street party but instead had either gone home or relocated to a local bar. Chief McNeely explained that the plans provided for officer locations to be flexible as required. Sergeant Jefferies relayed that most officers on the ground were assigned to quadrants and the Emergency Response Unit was mobile. She added that the remotely piloted

aircraft was also available for use. Mayor Paterson noted from conversations with the Alma Mater Society that this used to be an evening event and now was a day event but still seemed to be fluid. Sergeant Jefferies confirmed that officers called in at 10:00 a.m. could stay later and other changes could be made as required. It was noted that some universities had coordinated their homecoming to be the same weekend to lessen overlap.

41. Dr Leuprecht asked if physical barriers had been considered in managing the flow of people. Sergeant Jefferies relayed that this year the Nuisance Party By-Law could be used to clear the street earlier. Chief McNeely recalled that several years ago a permit had been obtained to close the street with jersey barriers. She noted that a lot of crowd management training was involved and any use of fencing had to be balanced with items becoming potential weapons. She pointed out that many strategies had been used over the years, including the use of external mounted units several years ago. Chief McNeely noted that several community initiatives and continued messaging by Queen's about being good neighbours had had a positive impact. Sergeant Jefferies noted that the feel of the crowd had changed, with people feeling more comfortable with police presence and the positive message about safety and emergency vehicles needing access. Chief McNeely noted that officers now wore high-visibility vests, as opposed to paramilitary gear that did not work well with crowds.

42. It was noted that a debrief would be held with partner agencies to determine any changes required and that a report would also be coming to the Board.

#### **MOVE TO IN-CAMERA**

43. It was moved by Councillor McLaren and seconded by Mr Stearns that the Board move in camera at 11:00 a.m. Carried.

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Chair

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Secretary