

**IN THE MATTER OF SECTION 202 OF THE COMMUNITY SAFETY AND
POLICING ACT, 2019, AND THE AMENDMENTS THERETO;**

IN THE MATTER OF

**CHIEF OF POLICE,
PEEL REGIONAL POLICE**

(the “Applicant”)

- and -

CONSTABLE EMMA ROBB

(the “Respondent”)

DECISION AND ORDER

Adjudicator: **Alisa Chaplick**

APPEARANCES

For the Applicant: **Samantha Brown, Counsel for Peel Regional Police**

For the Respondent: **Joseph Markson, Counsel for Constable Emma Robb**
Constable Emma Robb #3725 (“Cst. Robb”)

Heard via Zoom: **October 20, 2025**

OVERVIEW

1. On August 14, 2025, the Peel Regional Police applied under s. 202(1) of the *Community Safety and Policing Act, 2019*, S.O. 2019, c. 1, Sched. 1 (“CSPA”) to appoint an adjudicator with respect to termination of employment or demotion of a police officer. I was appointed as the Pre-Hearing Conference Adjudicator on August 19, 2025.

2. The matter at issue concerned Cst. Robb, who has been a member of the Peel Regional Police since December 2011. Cst. Robb was charged with operation while impaired, contrary to s. 320.14(1)(a) of the *Criminal Code* and operation while impaired – over 80, contrary to s. 320.14(1)(b) of the *Criminal Code*.
3. On May 8, 2025, Cst. Robb's counsel appeared before Justice S. Merenda in the Ontario Court of Justice and entered a guilty plea on her behalf of the lesser included offence of careless driving, contrary to s. 130(1) of the *Highway Traffic Act*.
4. Cst. Robb was found guilty of careless driving, contrary to s. 130(1) of the *Highway Traffic Act* and the *Criminal Code* charges were withdrawn by the Crown.
5. A Pre-Hearing Conference was held on October 2, 2025, at which time the parties advised that they wished to settle the matter at the Pre-Hearing Conference stage. A Pre-Hearing Conference Continuation was scheduled for October 20, 2025 for the potential settlement.

LEGAL AUTHORITY AND DOCUMENTS PROVIDED

6. Section 202(8) of the CSPA provides for settlement where a police officer is facing the possibility of demotion or termination as follows:

(8) The parties to the hearing may settle the matter, and the settlement may provide for the imposition of a disciplinary measure or measures set out in subsection (9) or (10).

(9) If, following the hearing, the adjudicator determines that it has been proven on clear and convincing evidence that the police officer has engaged in conduct that constitutes misconduct or unsatisfactory work performance and that demotion or termination of the officer's employment is an appropriate response, the adjudicator may make an order to impose one of the following disciplinary measures:

- 1. Terminate the police officer's employment.*
- 2. Direct that the police officer's employment be terminated in seven days unless he or she resigns before that time.*
- 3. Demote the police officer, specifying the manner and period of the demotion.*

(10) If, following the hearing, the adjudicator determines that the chief of police has proven on clear and convincing evidence that the police officer has engaged in conduct that constitutes misconduct or unsatisfactory work performance but that demotion or termination of the officer's employment is not an appropriate response, the adjudicator may make an order to impose a disciplinary measure or any combination of disciplinary measures that a chief of police could impose under subsection 200 (1).

7. As noted below, the parties agreed to a demotion in accordance with this section.
8. The authority for the settlement of this matter by orders made by the pre-hearing conference adjudicator, upon the consent of the parties, is set out in s. 20 and 21 of Regulation 404/23 – Adjudication Hearings made under the CSPA as follows:
 20. *A pre-hearing conference shall be held for the purpose of considering one or more of the following:*
 1. *The settlement of any or all of the issues.*
 2. *The simplification of the issues.*
 3. *Facts or evidence that may be agreed upon.*
 4. *The dates by which any steps in the adjudication hearing are to be taken or begun.*
 5. *The estimated duration of the merits hearing.*
 6. *Any other matter that may assist in the just and most expeditious disposition of the adjudication hearing.*
 21. (1) *The pre-hearing conference adjudicator may make such orders as they consider necessary or advisable with respect to the conduct of the adjudication hearing, including adding parties.*
(2) *Despite subsection (1), the pre-hearing conference adjudicator shall not, without the consent of all parties, make orders regarding any issues that would otherwise be determined at the related merits hearing.*
 9. Since both parties in this matter stated that they consented to have the matter settled by orders made by the pre-hearing conference adjudicator, I determined that I had the authority to impose a Consent Order which settles the matter. The Consent

Order is attached hereto as Schedule "A-1"¹.

10. On October 20, 2025, the parties provided me with a Memorandum of Agreement ("MOA") which attached an Agreed Statement of Facts ("ASF"). The MOA and the attached ASF are attached to the Consent Order in Schedule "A-1" hereto.
11. I was also provided with a draft Consent Order, and a "Prosecution Book of Authorities".
12. In addition, counsel for Cst. Robb provided a "Defence Book of Documents" which included materials such as a letter of apology from Cst. Robb and character reference letters regarding Cst. Robb. It also included award nominations, commendations, and recognition of service letters regarding Cst. Robb.

AGREED STATEMENT OF FACTS

13. Cst. Robb attended on October 20, 2025 and plead guilty to the contents of the ASF.
14. The ASF states that Cst. Robb admitted to the allegation of "Undermine Public Trust" contrary to s. 10 of Ontario Regulation 407/23 – Code of Conduct for Police Officers.
15. The ASF can be summarized as follows: on January 1, 2025, Cst. Robb was off duty when operating a motor vehicle. Cst. Robb consumed a quantity of alcohol while at her sister's home. After leaving the home, she drove her car to a nearby parking lot where she consumed two more alcoholic drinks. Cst. Robb fell asleep in the passenger seat of the vehicle with the engine running and headlights on.
16. A Waterloo Region Police Service ("WRPS") Officer, Paul Rabidoux ("Cst. Rabidoux") noticed the car and stopped, at which time he located Cst. Robb in the car and detected an odour of alcohol emanating from the vehicle. Cst. Rabidoux requested that Cst. Robb identify herself.
17. Cst. Robb began to argue with Cst. Rabidoux, stating that because she was a passenger in the vehicle, she could not be compelled to identify herself. The officer explained that she would normally be correct if this was an investigation under the

¹ The Consent Order is attached as Schedule A-1 because the attached Agreed Statement of Facts is referred to as Schedule A.

Highway Traffic Act, but this was a *Criminal Code* investigation into the offence of care and control of the motor vehicle. Since she was in the passenger seat, Cst. Robb did not believe that she was in care and control of the vehicle. Cst. Robb eventually identified herself.

18. Cst. Rabidoux demanded that Cst. Robb provide a sample of her breath into an approved screening device which she initially refused. Cst. Rabidoux placed Cst. Robb under arrest for refusing to provide a breath sample. After a short period of time, Cst. Robb changed her mind and provided a suitable sample which registered a "fail". Cst. Robb was then arrested for operation while impaired contrary to s. 320.14(1)(a) of the *Criminal Code*.
19. Cst. Robb was transported to WRPS Central Division Cellblock, where she provided two samples of her breath for analysis. The readings registered 125 milligrams (mg) of alcohol for every 100 millilitres (ml) of blood and 124 mg of alcohol for every 100 ml of blood.
20. Cst. Robb was charged with operation while impaired contrary to s. 320.14(1)(a) of the *Criminal Code* and operation while impaired – over 80, contrary to s. 320.14(1)(b) of the *Criminal Code*.
21. As noted, on May 8, 2025, Cst. Robb's counsel appeared before Justice S. Merenda in the Ontario Court of Justice and entered a guilty plea on her behalf of the lesser included offence of careless driving, contrary to s. 130(1) of the *Highway Traffic Act*.
22. Cst. Robb was found guilty of careless driving contrary to s. 130(1) of the *Highway Traffic Act* and the *Criminal Code* charges were withdrawn by the Crown.
23. The court acceded to the proposed joint position and imposed a fine of \$1,000.00 in addition to the mandatory victim surcharge of \$250.00, for a total fine of \$1,250.00.
24. The ASF states that the actions of Cst. Robb in being found guilty of the offence of careless driving under the *Highway Traffic Act* were contrary to s. 10 of Ontario Regulation 407/23 – Code of Conduct for Police Officers and therefore constitute misconduct pursuant to s. 195 of the *CSPA*.

MEMORANDUM OF AGREEMENT

25. The MOA states that the parties wish to enter into a settlement agreement pursuant to s. 202(8) of the CSPA.

26. Furthermore, the MOA (and the draft Consent Order) states the parties agreed to the following:

Cst. Robb will be demoted from the rank of First Class Constable to Second Class Constable for a period of eleven (11) months, following which the officer will be returned to the rank of First Class Constable, pursuant to section 202(9)3 of the CSPA.

27. In addition, the MOA states that the Memorandum of Agreement, the facts as agreed to in the Agreed Statement of Facts attached thereto, and the disposition as outlined in Clause II of the Memorandum of Agreement (which is also stated in paragraph 26 above), will be posted on the Peel Regional Police website for a period of three (3) months. The MOA also states that the foregoing may be posted on the Ontario Police Arbitration and Adjudication Commission ("OPAAC") website and in such other places and by such other means that OPAAC and the Peel Regional Police Service deem appropriate.

SUBMISSIONS AND DECISION

28. The parties made brief submissions on the matter. Counsel for Cst. Robb stated that Cst. Robb has shown a commitment to excellence in policing. He also noted that Cst. Robb has accepted responsibility for her actions and has shown genuine remorse for her actions.

29. Counsel for the Peel Regional Police recognized the commendations received by Cst. Robb. However, counsel also stated that Cst. Robb's actions had the ability to impact the public's confidence in the Peel Regional Police and to cause reputational harm to the Peel Regional Police. Counsel for the Peel Regional Police also stated that an aggravating factor was that the registered readings of Cst. Robb's breath samples were as high as they were. She also noted that Cst. Robb argued with a police officer who does the same job as she does. In addition, counsel for the Peel

Regional Police stated that the caselaw in the "Prosecution Book of Authorities" shows examples of cases where there is a demotion for periods of 9-12 months, in cases that have similarities to the present case.

30. I find that the ASF and Cst. Robb's admission of guilt with respect to the ASF, provide clear and convincing evidence that misconduct has occurred. In addition, I concur with the submissions of both of the parties. I agree with counsel for Peel Regional Police that the period of demotion of 11 months, pursuant to the terms of the Consent Order, is reasonable based on the cases in the "Prosecution Book of Authorities".
31. I also note the positive nature of the material in the "Defence Book of Documents" regarding Cst. Robb, referred to above, which includes materials such as a letter of apology from Cst. Robb and character reference letters regarding Cst. Robb. It also includes commendations, recognition of service letters and award nominations regarding Cst. Robb. However, I note the aggravating factors in this case, including the high readings of Cst. Robb's breath samples and the fact that Cst. Robb argued with a police officer who does the same job that she does.
32. When considering the foregoing, I believe that the penalty serves the purpose of general and specific deterrence and the protection of the public interest. With the consent of the parties, I dispose of the matter as Pre-Hearing Conference Adjudicator, based on the terms set out by the parties noted in this Decision and Order.

ORDER

33. I order the following:
 1. Cst. Robb will be demoted from the rank of First Class Constable to Second Class Constable for a period of eleven (11) months, following which the officer will be returned to the rank of First Class Constable, pursuant to section 202(9)3 of the CSPA.
34. The Memorandum of Agreement, the facts as agreed to in the Agreed Statement of Facts attached thereto, and the disposition as outlined in Clause II of the Memorandum of Agreement (which is also stated in paragraph 1 of the Order,

directly above), will be posted on the Peel Regional Police website for a period of three (3) months. In addition, the foregoing may be posted on the OPAAC website and in such other places and by such other means that OPAAC and the Peel Regional Police Service deem appropriate.

October 31, 2025

Alisa Chaplick
Alisa Chaplick, Adjudicator

SCHEDULE "A-1"
CONSENT ORDER
ATTACHING MEMORANDUM OF AGREEMENT AND
ATTACHED AGREED STATEMENT OF FACTS

IN THE MATTER OF a Police Discipline Adjudication pursuant to section 202(1) of the *Community Safety and Policing Act, 2019*, S.O. 2019, c. 1, Sched. 1.

B E T W E E N:

CHIEF OF POLICE,
PEEL REGIONAL POLICE

Applicant

- and -

CONSTABLE EMMA ROBB #3725

Respondent

CONSENT ORDER

WHEREAS a Memorandum of Agreement, a copy of which is attached hereto, has been executed by the Parties pursuant to section 202(8) of the *Community Safety and Policing Act*;

AND WHEREAS Constable Emma Robb ("Cst. Robb") plead guilty to an Agreed Statement of Facts attached to a Memorandum of Agreement and both the Agreed Statement of Facts and Memorandum of

Agreement were signed by Cst. Robb on October 17, 2025;

NOW THEREFORE, having made the findings outlined in the Settlement Agreement, and found that Cst. Robb committed misconduct within the meaning of section 195(a) of the *Community Safety and Policing Act*, on clear and convincing evidence, pursuant to section 202(8) of the *Community Safety and Policing Act*, it is ordered that:

1. Cst. Robb will be demoted from the rank of First Class Constable to Second Class Constable for a period of eleven (11) months, following which the officer will be returned to the rank of First Class Constable, pursuant to section 202(9)3 of the *Community Safety and Policing Act*.

The Memorandum of Agreement, the facts as agreed to in the Agreed Statement of Facts attached thereto, and the disposition as outlined in Clause II of the Memorandum of Agreement which is also point "1" of this Consent Order, directly above, will be posted on the Peel Regional Police website for a period of three (3) months. The foregoing may also be posted on the Ontario Police Arbitration and Adjudication Commission ("OPAAC") website and in such other places and by such other means that OPAAC and the Peel Regional Police Service deem appropriate.

Dated this 31st day of October 2025 at the City of Toronto, Ontario.

Alisa Chaplick
ALISA CHAPLICK
Adjudicator



PEEL REGIONAL POLICE

IN THE MATTER of a hearing held in accordance with section 202(1) of the *Community Safety and Policing Act* regarding allegations of misconduct against Constable Emma Robb #3725 of the Peel Regional Police.

AND IN THE MATTER of a settlement pursuant to section 202(8) of the *Community Safety and Policing Act*

MEMORANDUM OF AGREEMENT

BETWEEN:

CHIEF OF POLICE
PEEL REGIONAL POLICE

- and -

Constable Emma Robb #3725

WHEREAS the Chief of Police ordered that a hearing be held in accordance with section 202(1) of the *Community Safety and Policing Act* regarding allegations of misconduct against Constable Emma Robb #3725 of the Peel Regional Police.

AND WHEREAS the Chief of Police and Constable Emma Robb #3725 wish to enter into a mutually satisfactory agreement pursuant to section 202(8) of the *Community Safety and Policing Act* regarding the Request for Appointment of an Adjudicator dated August 14, 2025;

NOW THEREFORE, the parties agree to the following terms and conditions:

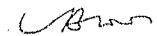
1. The parties agree that Constable Emma Robb #3725 (Cst. Robb) will plead guilty to the Agreed Statement of Facts attached as Schedule A.
2. The parties have agreed to the imposition on consent of demotion for the substantiated misconduct that is set out in the Notice of Hearing /Agreed Statement of Facts attached. In particular, the following disciplinary measures will be imposed on Cst. Robb pursuant to section 202(8) of the *Community Safety and Policing Act*:
 - a) A demotion from the rank of first class constable to the rank of second class constable for eleven (11) months will be imposed upon Cst. Robb with a return to rank after the conclusion of the eleven (11) months demotion period.
3. This Memorandum of Agreement and the facts as agreed to in Schedule A - Agreed Statement of Facts, and the disposition as outlined in paragraph 2, will be posted on the Peel Regional Police website for a period of three (3) months and may be posted on the Ontario Police

Arbitration and Adjudication ("OPAAC") website and in such other places and by such other means that OPAAC and the Service deem appropriate.

Dated at the City of Mississauga, this 17th day of October, 2025.

CHIEF OF POLICE, PEEL REGIONAL POLICE

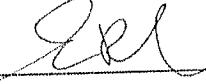
Per:



Samantha Brown, Counsel



Joseph Markson, Counsel for Constable Emma Robb #3725



Constable Emma Robb #3725

SCHEDULE A



PEEL REGIONAL POLICE

IN THE MATTER of a hearing held in accordance with section 202(1) of the *Community Safety and Policing Act* regarding allegations of misconduct against Constable Emma Robb #3725 of the Peel Regional Police.

AGREED STATEMENT OF FACTS

Constable Emma Robb #3725 (Cst. Robb) has been a member of Peel Regional Police (PRP) since December 2011. At the time of the incident, she was assigned to the Divisional Mobilization Unit, A Platoon North.

COUNT ONE – UNDERMINE PUBLIC TRUST

Contrary to O. Reg. 407/23 – Code of Conduct for Police Officers: Section 10

1. On March 16, 2025, Cst. Robb was off duty when she was operating a motor vehicle in Woolwich Township.
2. Cst. Robb consumed a quantity of alcohol while at her sister's home. After leaving the home, Cst. Robb drove her car to the parking lot of Picard Peanuts where she consumed two more alcoholic drinks. Cst. Robb fell asleep in the passenger seat of the vehicle, with the engine running and headlights on.
3. A Waterloo Region Police Service (WRPS) Officer, Paul Rabidoux #1125 (Cst. Rabidoux) noticed the car and stopped to check on the wellbeing of any occupants in the car and determine the level of alcohol consumption, if any.
4. Cst. Rabidoux located Cst. Robb in the vehicle and he detected an odour of alcohol emanating from the vehicle. Cst. Rabidoux requested that Cst. Robb identify herself. She initially refused and then identified herself. Cst. Rabidoux then demanded that Cst. Robb provide a sample of her breath into an approved screening device to which she initially refused.
5. Cst. Rabidoux placed Cst. Robb under arrest for refusing to provide a breath sample. After a short period, Cst. Robb changed her mind and provided a suitable sample, which registered a 'fail'. Cst. Robb was then arrested for the offence of operation while impaired, contrary to section 320.14(1)(a) of the *Criminal Code*.
6. Cst. Robb was transported to WRPS Central Division Cellblock, where she provided two samples of her breath for analysis. The readings registered 125 milligrams (mg) of alcohol for every 100 millilitres (ml) of blood and 124 mg of alcohol for every 100 ml of blood. Cst. Robb was charged with operation while impaired, contrary to section 320.14(1)(a) and operation while impaired – over 80, contrary to section 320.14(1)(b) of the *Criminal Code*.

7. On May 8, 2025, Cst. Robb's counsel appeared before Justice S. Merenda in the Ontario Court of Justice in Kitchener. Cst. Robb's counsel entered a guilty plea on her behalf to the lesser included offence of careless driving, contrary to section 130(1) of the *Highway Traffic Act*.
8. The following facts were submitted to the Court for a guilty plea and accepted by Cst. Robb as correct:
 - a) On January 1st, 2025, at 2:45 a.m. Constable Rabidoux was driving southbound on Arthur Street South from Elmira towards the roundabout at Sawmill Road in Woolwich Township. The officer turned right at the roundabout and passed Picard's Peanuts located at 3011 Sawmill Road in Woolwich. As he passed the business, he noticed that a motor vehicle had backed into one of the parking spots beside the store.
 - b) The headlights were on, and they were pointing towards Sawmill Road. Constable Rabidoux went over to check on the wellbeing of the occupants and determine the level of alcohol consumption, if any.
 - c) At 2:46 a.m., Constable Rabidoux marked a traffic stop and pulled as close as possible to the motor vehicle to prevent a pursuit. The officer activated his body worn camera while approaching the motor vehicle. He noticed that there was a dog in the back seat and one human occupant sitting in the front passenger seat. The headlights were on, and the engine was running. He had to knock on the window to get the occupant to wake up.
 - d) When the occupant opened the door, the officer noticed a smell of alcohol from the vehicle.
 - e) Constable Rabidoux explained that he was stopping the vehicle to check on her wellbeing and asked for her identification. At this time, the occupant began to argue with the officer, explaining that because she's the passenger in the vehicle she can't be compelled to identify herself.
 - f) The officer explained that she would normally be correct if this was an investigation under the *Highway Traffic Act*, but this is a *Criminal Code* investigation into the offence of care and control of the motor vehicle. She continued to decline to identify herself.
 - g) At 2:49 a.m., Constable Rabidoux read the breath demand for the ASD which was understood by the occupant. He returned to his vehicle and collected the ASD. At 2:53 a.m., Constable Rabidoux returned to the subject vehicle and spoke to the occupant.
 - h) The accused had admitted to consuming alcohol that evening. There was an odour of alcohol coming from inside the vehicle.
 - i) At 2:55 a.m., the accused initially refused to provide a suitable sample of her breath into the ASD. She explained that she was visiting her sister's house approximately a minute away when there was a family altercation and she left. She explained that she had been drinking prior to leaving and had two drinks upon arriving at Picard's Peanuts before she fell asleep. Since she was in the passenger seat, she did not believe that she was in care and control of the motor vehicle and indicated she was a Peel Police officer.
 - j) She was given other opportunities to provide a breath sample into the ASD and encouraged to blow into the ASD by the officer. He gave the accused a minute to get her shoes and coat on before she was arrested. The officer was able to identify the accused given that the vehicle was registered to her and the picture matched the accused' likeness and she was therefore positively identified as Emma Robb.

- k) At 3:10 a.m., after rights to counsel and caution were read, the accused asked and was provided an opportunity to provide a breath sample into an ASD. She provided a suitable sample which resulted in a fail on the ASD.
- 9 Based on those facts, Cst. Robb was found guilty of careless driving contrary to section 130(1) of the *Highway Traffic Act*. The *Criminal Code* charges were withdrawn by the Crown.
- 10 The Court acceded to the proposed joint position and imposed a fine of \$1,000.00 in addition to the mandatory victim surcharge of \$250.00, for a total fine of \$1,250.00.
- 11 The actions of Cst. Robb in being found guilty of the offence of Careless Driving under the *Highway Traffic Act*, were contrary to section 10 of Ontario Regulation 407/23: Code of Conduct for Police Officers and therefore constitute misconduct pursuant to section 195 of the *Community Safety and Policing Act*.

Dated at the City of Mississauga, this 17th day of October, 2025.

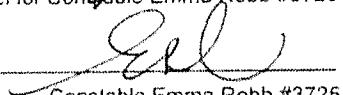
CHIEF OF POLICE, PEEL REGIONAL POLICE
Per:



Samantha Brown, Counsel



Joseph Markson, Counsel for Constable Emma Robb #3725



Constable Emma Robb #3725