



Ontario Police Arbitration and Adjudication Commission

Business Plan

Fiscal years 2026-27 to 2028-29

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Executive summary

The Ontario Police Arbitration and Adjudication Commission (the Commission) is a non-board governed regulatory agency under the Agencies and Appointments Directive (AAD). The Commission's mandate includes the appointment of adjudicators who oversee individual discipline adjudications related to:

- municipal police services
- Ontario Provincial Police (OPP)
- First Nations police services that have opted into the *Community Safety and Policing Act, 2019* (CSPA)

Additionally, the Commission is responsible for providing conciliation and arbitration services for First Nations police services under the CSPA, as well as resolving municipal budget disputes between police service boards and municipalities. As part of its transitional responsibilities following the implementation of the CSPA, the Commission also appoints a panel of adjudicators to hear appeals under the *Police Services Act* (PSA), a function previously carried out by the Ontario Civilian Police Commission (OCPC).

The Commission delivers services that are timely, professional, effective and accountable. Its mandate aligns with the CSPA and the goals of the Ministry of the Solicitor General. In accordance with Part IX of the CSPA, the Commission selects members and maintains a list of conciliators, a register of arbitrators and a roster of adjudicators for appointment by the Commission Chair (the Chair). The conciliators and arbitrators assist Ontario police associations and police service boards with resolving outstanding labour disputes and collective bargaining contract renewals and first contract disputes. The Chair also appoints adjudicators to hold police officer discipline adjudication. The Commission is a neutral, administrative body and does not become involved in the issues between the parties and does not influence conciliation, arbitration and adjudication proceedings or decisions.

The business plan is updated each year and used to create a focused three-year strategic overview. For the 2026-27 to 2028-29 planning period, the Commission's strategic objectives are to:

- ensure effective and timely delivery of professional conciliation, arbitration and adjudication services
- inform the Deputy Solicitor General and Solicitor General about important emerging labour relations and discipline issues in policing or within the Commission
- continue to implement the strategy to foster harmonious policing labour relations, with the agreement of the Ontario Association of Police Service Boards (OAPSB), the Police Association of Ontario (PAO), the Ontario Association of Chiefs of Police (OACP) and the First Nations police services opted in to the CSPA

- continue to review the list of conciliators, register of arbitrators and roster of adjudicators as required in accordance with the CSPA

The Ministry of the Solicitor General provides financial, human resources, legal, information technology, procurement and other advisory services to the Commission to ensure it has the capacity to meet its legislative obligations and implement strategic directions. For more detail, refer to the financial report for fiscal year 2025-26 in the financial budget and staffing section of this business plan.

Mandate

Legislative authority

The legislative authority of the Commission is set out in Part IX of the CSPA. The statutory responsibilities are set out specifically in subsection 147 (4) of the CSPA.

The Arbitration and Adjudication Commission has the following responsibilities:

1. selecting the members of and maintaining a register or registers of arbitrators who are available for appointment to conduct an arbitration under Part XIII
2. selecting the members of and maintaining a roster of adjudicators who are available for appointment to hold hearings under this Act
3. assisting arbitrators and adjudicators appointed by the Commission Chair by making administrative arrangements in connection with arbitrations and adjudication hearings, including setting dates for hearings
4. fixing the fees of arbitrators appointed by the Commission Chair under section 229
5. sponsoring the publication and distribution of information about agreements, arbitrations and awards under this Act
6. maintaining records of agreements, decisions and awards made under Parts XII and XIII
7. any other prescribed responsibilities. 2019, c. 1, sched. 1, s. 147 (4)

The Arbitration and Adjudication Commission is also subject to the following:

- *Accessibility for Ontarians with Disabilities Act, 2005 (AODA)*
- *Occupational Health and Safety Act, 1990 (OHSA)*
- *Freedom of Information and Protection of Privacy Act, 1990 (FIPPA)*
- *Public Service of Ontario Act, 2006 (PSOA)*
- Ontario's *Human Rights Code*
- all other applicable laws as well as Ontario government policies and directives including the AAD

Memorandum of understanding

The memorandum of understanding (MOU) between the Solicitor General and the Chair of the Commission governs the operational, administrative and reporting relationships between the Solicitor General and the Chair on behalf of the Commission.

Key responsibilities include:

- promoting harmonious labour relations in the policing community
- administering the mediation/arbitration process for police contract bargaining disputes and rights grievances
- administering conciliation services prior to arbitration
- administering adjudication services
- assisting parties in negotiating a voluntary collective agreement
- addressing budget disputes for police service boards by appointing conciliation officers and arbitrators to facilitate resolution
- sponsoring the publication and distribution of information about agreements, arbitrations and awards under this Act

Mission statement

The Commission is a provincial agency whose mission is to provide for the neutral administration of responsibilities set out in Part IX of the CSPA in an effective and timely manner.

Accountability and reporting requirements

The Commission has the responsibility to comply with the following key accountability requirements under the AAD.

Memorandum of understanding

The MOU is reviewed and signed by the Chair and the Solicitor General. The MOU is also acknowledged and signed by the Deputy Solicitor General of community safety. The MOU sets out the respective roles and responsibilities of the:

- Solicitor General
- Deputy Solicitor General
- the Chair
- Vice-Chair(s)
- Commission committee members
- Senior Manager

Business plan

The Commission submits an annual three-year business plan to the Solicitor General for approval. The business plan sets out the Commission's strategic plan and budget to achieve its mandate and strategic and administrative goals, as well as objectives over three years.

Annual report

The Commission submits an annual report to the Solicitor General for approval. The annual report provides a retrospective look at the past fiscal year and documents how the Commission fulfilled its mandate during that time. The annual report includes the outcomes and outputs that show how the Commission met its performance targets, notable accomplishments and financial objectives.

Compliance attestation

Annually, the Chair must provide a letter to the Solicitor General confirming compliance with all applicable legislation, regulations, directives and policies.

Risk assessment evaluation

The Commission reports all projected risks to the Ministry of the Solicitor General for risk assessment evaluation on a quarterly basis. The risk reporting includes a description of the risk, identifies the severity of the risks and reasons for the severity, and risk management plan. Based on the ministry's assessment, high risks, if any are reported to Treasury Board Secretariat.

Risk title

Uncertainty in case volume (risk rating is low)

Risk statement

The recent expansion of the Commission's mandate, effective April 1, 2024, introduced an operational risk due to the lack of historical data and forecasting models to predict case volumes arising out of the expanded mandate.

This uncertainty hampers the Commission's ability to accurately predict the volume of future cases or applications and could lead to resource allocation challenges and operational inefficiencies.

Mitigation strategy

To address the uncertainty in case volume due to the expanded mandate, the Commission will continuously monitor operational impacts and adjust as needed.

Ongoing engagement with stakeholders will help understand potential impacts, and regular reviews will allow for timely adjustments to strategies.

This proactive approach aims to ensure the Commission can effectively manage the expanded mandate and maintain operational efficiency.

Public posting

The MOU, business plan, annual report and expense information for appointees are posted on the Commission's website in accordance with the AAD.

Mandate review

The Commission's mandate sets out the parameters within which it fulfills its responsibilities, including service delivery standards. Ministries must complete mandate reviews at least once every six years.

Strategic direction

The Commission administers professional conciliation, arbitration and adjudication services to police associations, police service boards and police services across the province.

The Commission's strategic direction for the next three years is to:

- **Ensure effective and timely delivery of professional conciliation, arbitration and adjudication services**

Effective and timely service delivery is a top priority for the Commission and ministry staff who assist conciliators, arbitrators and adjudicators with administrative arrangements related to hearings, which includes setting dates for hearings based on the schedules of the disputing parties. Historically, the Commission has consistently met or exceeded, required performance measures. The Commission responds to applications within one business day. Hearing dates are set at the parties' earliest convenience within the timing constraints prescribed in law. The Commission currently uses a list of three conciliators, a register of 18 arbitrators and a roster of 24 adjudicators to ensure professionals are available to attend hearings on dates requested by the parties.

- **Inform the Deputy Solicitor General and Solicitor General about important emerging labour relations and discipline issues in policing or within the Commission**

The Commission will continue to monitor and identify trends in labour-related and police discipline issues. The Chair will inform and update the Solicitor General and Deputy Solicitor General about new initiatives, strategic directions and application statistics.

- **Continue to implement the strategy to foster harmonious policing labour relations, with the agreement of the OAPSB, PAO, OACP and First Nations police services opted into the CSPA**

The Commission will, within the scope of its authority, promote harmonious labour relations and attempt to consensually mitigate conflict in Ontario police services. The

Commission will provide facilitated assistance with the agreement of specific police service boards, chiefs of police and presidents of police associations. Before assisting identified police services and associations, the Commission will first discuss the concerns and proposed action with the Commission's arbitration committee members who represent police boards and associations. Once discussions are completed, and where there is agreement, the Commission Chair will proactively facilitate discussions with the identified parties. The objective is to identify problems and find mutually agreeable solutions to mitigate relationship deterioration and labour relations disputes. Individual grievances will never be discussed.

- **Continue to review the list of conciliators, register of arbitrator and roster of adjudicators, as required, in accordance with the CSPA**

The Commission's list, register and roster of professional conciliators, arbitrators and adjudicators, respectively, has and will continue to experience attrition over the next several years. This loss of competent professionals could result in potential service delivery disruption. To ensure continuity of timely, high-quality service to Ontario police services, the need for recruitment of additional conciliators, arbitrators and adjudicators will continue to be monitored.

Overview of programs and activities

Conciliation services

Conciliation is a process by which police associations, individual police employees, or police service boards may apply to the Commission for the appointment of a conciliator to assist in resolving rights, interest, municipal budget disputes, and complaints into an inquiry or alleged contravention of Part IX of the CSPA. While conciliated settlements are never imposed on the parties, conciliation is mandatory as prescribed by the CSPA and attendant regulations. The Commission currently has a list of three conciliators.

Arbitration services

A police association, an individual police employee, or a police service board may apply to the Commission for the appointment of an arbitrator in cases where the parties are unable to resolve differences through conciliation and cannot mutually agree on the appointment of an arbitrator. Additionally, when a request is made, arbitrators will be appointed to handle the following disputes:

- duty of fair representation
- severance pay
- municipal and OPP detachment board budget disputes
- reprisal
- membership and status as defined by the CSPA

- requests for interest bargaining (contract renewal or new agreements)

An arbitrator appointed by the Commission's Chair may mediate a settlement with the consent of the parties or impose a legally binding resolution.

Appointment of arbitrators

Subsection 147 (4) of the CSPA requires the Commission to establish and maintain a register of arbitrators. The Commission meets this requirement by using the services of arbitrators. The Chair continuously reviews the performance of arbitrators. Potential new prospective arbitrators are brought to the Commission's arbitration committee members for their vote. Before any arbitrator is appointed to, or removed from the register of arbitrators, a majority of the arbitration committee members must vote in favour of such action.

Adjudication services

The Solicitor General (with the approval of the lieutenant governor in council), police service boards, chiefs of police, police commissioners, police officers or a First Nations board (who has opted in under the CSPA) may apply to the Commission for the appointment of an adjudicator. The adjudicator will hear and determine differences arising out of disciplinary action, demotion/termination, suspension without pay and to prevent the expungement of disciplinary records. This process ensures fair and impartial hearings, with the Commission managing the administrative aspects and maintaining a roster of adjudicators. The goal is to uphold justice and integrity within Ontario's police services through a structured and transparent adjudication process.

Appointment of adjudicators

Subsection 147 (4) of the CSPA requires the Commission to establish and maintain a roster of adjudicators. The Commission meets this requirement by using the services of adjudicators. New adjudicator applications are screened for appointment to the roster by the Commission Chair and Vice-Chair and brought forward to the Commission's adjudication committee members for a vote. Before any adjudicator is appointed to the roster of adjudicators, a majority of the adjudication committee members must vote in favour of such action. If there is a tied vote amongst the committee members, the Chair or Vice-Chair (if delegated by the Chair) will vote to break the tie.

Distribution of labour relations information, research materials and decisions

The Commission provides service information to stakeholders and the public in a transparent and accessible manner. The [Commission's website](#) provides access to a database of arbitration awards and adjudication disciplinary decisions for police services in Ontario. The Commission also maintains an archive of collective agreements between police associations and police service boards. The Commission is currently examining more effective ways to organize, analyze and share labour relations information.

Human resources

Operational support is provided by staff from the Ministry of the Solicitor General, which complies with all Ontario Public Service standards. This includes all policies and directives related to:

- human resources
- business changes
- remuneration
- compensation
- performance management
- employee benefits

Ministry staff supporting the Commission consist of 12 full time equivalent positions, including two positions under the Management Compensation Plan (MCP), six positions represented by the Ontario Public Service Employees Union (OPSEU) and four positions represented by the Association of Management, Administrative and Professional Crown Employees of Ontario (AMAPCEO). See the organizational chart section of this business plan for more information.

Management will continue to work with staff on succession planning, professional development and improving skill sets to ensure adequate support can be provided to the Commission.

Performance measures

The following performance measures outline the Commission's business objectives and key strategies. Results are reported each year in the Commission's annual report.

1. Core business function: conciliation

Strategy and objective:

- ensure timely delivery of professional services by qualified conciliators

Outcome statement

- efficient delivery of conciliation services

Output measure

- average number of days to respond to an applicant from receipt of application to first contact

Outcome measure

- at or below **two business days** to respond to an applicant from receipt of application to first contact

2. Core business function: mediation - arbitration

Strategy and objective

- ensure timely delivery of professional services by qualified arbitrators

Outcome statement

- efficient delivery of arbitration services

Output measure

- average number of days to respond to an applicant from receipt of application to first contact.

Outcome measure

- at or below **two business days** to respond to an applicant from receipt of application to first contact

3. Core business function: adjudication

Strategy and objective

- ensure timely delivery of professional services by qualified adjudicators

Outcome statement

- efficient delivery of adjudication services

Output measure

- average number of days to respond to an applicant from receipt of application to first contact

Outcome measure

- at or below **two business days** to respond to an applicant from receipt of application to first contact

4. Core business function: maintain and publish information

Strategy and Objective

- ensure stakeholder accessibility to Commission awards and decisions

Outcome statement

- publish 100 percent of new award and decision summaries on the Commission's website

Output measure

- average number of days for new awards to be published on the Commission's website from the date of receipt of new award and decision summaries

Outcome measure

- at or below **two business days** for new award and decision summaries to be published on the Commission's website

Financial budget and staffing

The Commission's budget is determined by the operational requirements of administering conciliation, arbitration and adjudication services to policing services across Ontario. This includes costs for per diems for conciliators, arbitrators and adjudicators as well as travel, meeting space, hearings and related operational expenses. The remainder of the budget supports ministry staff salaries and benefits, member appointees' remuneration and other direct operating expenses. The Commission's expenditures are based on its legislated mandate and remain driven by the service level demand which is inherently variable and beyond the Commission's control.

Financial report

The Commission's budget for fiscal year 2025-26 is \$6,655,700 and its current expenditure forecast is \$2,779,653. The Commission remains committed to operating within its allocated budget, though fluctuating caseload volumes may affect future financial needs. Beginning in 2026-27, the Commission's annual budget will increase to \$6,785,100 to provide for anticipated caseload volumes. The detailed financial outlook and three-year estimates are outlined in the budget estimates and other direct operating expenses tables.

Financial outlook

The Commission's expenditures are primarily driven by the volume of applications received and the associated costs with administering conciliation, arbitration and adjudication services.

Since 2024-25, which was the Commission's first year for administering adjudication applications, the caseload volume has increased and is expected to steadily increase over the next three fiscal years as the adjudication function becomes more established and widely utilized.

In accordance with O. Reg. 415/23, the Commission is mandated to recover adjudicator fees and may also recover certain hearing related costs from municipal police service boards. In accordance with section 229 (6) of the CSPA, the parties shall share equally the costs and expenses for matters shared in common, including the fees of any person whom they jointly appoint to the arbitration board. The financial impact of these cost recoveries will be reported in the 2025-26 annual report.

The Commission closely monitors its expenditures and provides updated financial forecasts to the ministry, as needed.

Further, the Commission Chair proactively engages with police services to address and mitigate relationship challenges among police associations, police service boards and chiefs of police. By fostering improved relationships and reducing conflicts, the Commission aims to decrease the number of applications for conciliation, arbitration and adjudication, which can lower the Commission’s overall expenditures.

Budget estimates by fiscal year

Financial categories	2025-26 Forecast as of November 2025	2026-27 Budget	2027-28 Budget	2028-29 Budget
Salaries and wages	\$891,074	\$1,048,900	\$1,048,900	\$1,048,900
Benefits	\$118,709	\$147,900	\$147,900	\$147,900
Other direct operating expenses	\$1,769,869	\$5,588,300	\$5,588,300	\$5,588,300
Total proposed budget	\$2,779,652	\$6,785,100	\$6,785,100	\$6,785,100

Other direct operating expenses breakdown

Financial categories	2025-26 Forecast as of November 2025	2026-27 Budget	2027-28 Budget	2028-29 Budget
Transportation and communication	\$16,852	\$40,000	\$40,000	\$40,000
General office	\$7,598	\$10,000	\$10,000	\$10,000
Conciliation	\$1,355	\$2,000	\$2,000	\$2,000
Arbitration	\$1,318	\$3,000	\$3,000	\$3,000
Adjudication	\$6,581	\$25,000	\$25,000	\$25,000
Services	\$1,739,074	\$5,534,300	\$5,534,300	\$5,534,300
General office	\$845,064	\$3,500,000	\$3,500,000	\$3,500,000
Conciliation	\$96,497	\$150,000	\$150,000	\$150,000
Arbitration	\$160,048	\$300,000	\$300,000	\$300,000

Financial categories	2025-26 Forecast as of November 2025	2026-27 Budget	2027-28 Budget	2028-29 Budget
Adjudication	\$637,465	\$1,584,300	\$1,584,300	\$1,584,300
Supplies and equipment	\$13,943	\$14,000	\$14,000	\$14,000
Total other direct operation expenses	\$1,769,869	\$5,588,300	\$5,588,300	\$5,588,300

Information technology and electronic service delivery

The Commission continuously seeks to streamline administrative processes, data input and the posting of new data to the Commission’s website.

The Commission is utilizing case management technology to support data collection and statistical analysis. The Commission has the capability to produce automated focused reports to support trend analysis, financial planning and risk management.

The Commission’s website provides information to stakeholders and the public on published arbitration awards and adjudication decisions. The website includes the Commission’s policies, procedures and accountability documents. The website is regularly reviewed so improvements can be identified and implemented.

Currently, the Commission accepts application forms by mail, email and fax.

Artificial intelligence (AI) use cases

As of the current reporting period, there are no AI use cases to report.

Organizational chart

Organization

Ministry of the Solicitor General

The Solicitor General

Deputy Solicitor General, Community Safety (reports to the Solicitor General)

Assistant Deputy Minister/Chief Administrative Officer (ADM/CAO), Corporate Services Division (reports to the Deputy Solicitor General, Community Safety)

Ministry staff reporting to the ADM/CAO, providing support to the Commission:

Senior manager

- one lead
- one issues management advisor
- one senior program and research advisor
- one business and finance analyst

Program manager (reports to the senior manager)

- six conciliation services assistants

Commission Chair (accountable to the Solicitor General)

Commission Vice-Chair (acts in the place of the Commission Chair if the Commission Chair is absent or unable to act and performs tasks as delegated by the Chair)

Arbitration committee (reports to the Chair)

- three committee members representing police associations
- one committee member representing First Nations police associations
- three committee members representing police service boards
- one committee member representing First Nations police service boards

Adjudication committee (reports to the Chair)

- three committee members representing police associations
- one committee member representing First Nations police associations
- three committee members representing chiefs of police
- one committee member representing First Nations chiefs of police

Prior to the appointment of the Chair and Vice-Chair, Part IX of the CSPA requires the Solicitor General or their delegate to first consult or attempt to consult with:

- bargaining agents that, in the opinion of the Solicitor General or their delegate, are reasonably representative of the bargaining agents that represent members of police services
- employers or employers' organizations that, in the opinion of the Solicitor General or their delegate, are reasonably representative of the employers of members of police services
- any other entities that are prescribed

The regulation under Part IX of the CSPA requires the arbitration committee to consist of the following members:

- three members appointed by the Solicitor General on the recommendation of a police association or an organization representing police associations.

- three members appointed by the Solicitor General on the recommendation of a police service board or an organization representing police service boards.
- if at least one First Nation board has been constituted under section 32 of the Act:
 - one member appointed by the Solicitor General on the recommendation of a police association representing the members of a police service maintained by a First Nation board or an organization representing such police associations
 - one member appointed by the Solicitor General on the recommendation of a First Nation board

The regulation under Part IX of the CSPA requires the adjudication committee to consist of the following members:

- three members appointed by the Solicitor General on the recommendation of a police association or an organization representing police associations
- three members appointed by the Solicitor General on the recommendation of a chief of police or an organization representing chiefs of police
- if at least one First Nation board has been constituted under section 32 of the Act:
 - one member appointed by the Solicitor General on the recommendation of a police association representing the members of a police service maintained by a First Nation board or an organization representing such police associations
 - one member appointed by the Solicitor General on the recommendation of a chief of police of a police service maintained by a First Nation board or an organization representing such chiefs of police

Contact information

Contact the **Ontario Police Arbitration and Adjudication Commission** at:

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