

**Operational Review of the Police Service**  
**CITY OF WINNIPEG, MANITOBA**



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# **1. INTRODUCTION AND EXECUTIVE SUMMARY**

Matrix Consulting Group was retained by the City of Winnipeg to conduct an Operational Review of its Police Service. The final report, which follows, presents the results of the study. This study, which began at the beginning of 2013, was designed to provide an assessment of the efficiency and effectiveness of Police Service' operations, identifying improvement opportunities relating to service delivery, organization and staffing, as well as management.

The Matrix Consulting Group is a management consulting group established in 2002 that focuses entirely on public sector analytical services and specializes in public safety services. These services include organizational structure evaluations, operational efficiency and effectiveness reviews, organizational culture evaluations, staffing analysis, financial reviews, customer service assessments, and feasibility studies. The staff at the Matrix Consulting Group have provided analytical services to public safety agencies for over 30 years and have conducted over 250 individual studies of law enforcement services during their careers. The project team that conducted this study included:

- The President of the company, Dr. Richard Brady, who has consulted to public safety agencies for over 33 years. He has conducted over 150 studies of policing agencies.
- Three former law enforcement managers who are now public safety consultants – Robert Finn, Byron Pipkin and Rob Sofie. These staff specialize in police studies as well as other services such as training and accreditation assistance to police services, including Canadian ones.
- A Vice President of the firm, Alan Pennington, who specializes in the administration of police services.

In reaching the concluding point of the study, the project team has assembled this final report, which summarizes our findings, conclusions and recommendations where appropriate.

## **1. STUDY METHODOLOGY.**

In this Police Service Operational Review, the Matrix Consulting Group project team utilized a wide variety of data collection and analytical techniques. The project team conducted the following analytical activities:

- At the outset of the Operational Review, the study team interviewed the Police Chief and his management team. The project team also met with the City's Chief Administrative Officer, City Auditor and other municipal staff. The purpose of these interviews was to develop an initial understanding of the issues and background which led to this study.
- The project team also met with several City Councillors, including the Chair of Standing Policy Committee on Protection.
- The project team conducted an intensive process of interviewing staff in every function within the Police Service. Members of the project team interviewed almost 200 staff in individual interviews. These interviews included staff at every level in the organization — managers, supervisors and line staff.
- The project team also briefed the President and Executive Committee for the Police Association and obtained their views on key study issues.
- While on site, the project team collected a wide variety of data designed to document workloads, costs, service levels and operating practices. The project team developed descriptive summaries, or profiles, of each function within The Police Service— reflecting organizational structure, staffing, workloads, service levels and programmatic objectives.
- In order to make the assessments of operational strengths and improvement opportunities, the project team developed a set of performance measures, called “best management practices” against which to evaluate current services, workloads and service levels in the WPS. The ‘best management practices’ approach is not specific to one country’s law enforcement environment. Rather, the performance targets focus on basic management and staff utilization principles which guide law enforcement agencies everywhere.

- The project team developed a comparative survey with other law enforcement agencies in Central and Western Canada. The agencies which were targeted and those which participated to some degree included:
  - Calgary
  - Regina
  - Saskatoon
  - Vancouver

By contacting these agencies, in addition to conduct of research on Canadian law enforcement, the project team developed an understanding of the context for law enforcement operations in Winnipeg.

Throughout this process the project team met with the Police Service's command staff to review study progress and issues identified. Reviews with a broadly based project steering committee were accomplished at the same time.

## **2. STUDY SCOPE OF WORK**

Because it is imperative that local governments, including law enforcement, review their organizations in order to identify operational efficiencies and management this study was commissioned and conducted by the Matrix Consulting Group. From the beginning, the scope of this project was comprehensive and included the following:

- The Winnipeg Police Service's organizational structure as well as management relationships and systems;
- Staffing allocations and deployments;
- A review of business processes and practices;

This assessment is intended to be a blueprint for how Winnipeg's Police Service can strengthen key internal processes to become more effective in its service to the community. The study's results are also intended to provide recommended

performance measures that can be applied both internally and externally to help senior management track both the progress being made toward achieving goals as well as progress being made internally to change the organization.

### **3. CONTEXT FOR THE STUDY**

It is important to place any analysis of this nature into a complete context, taking into account relevant community trends, such as recent comparative crime statistics and projections for growth moving forward.

According to a recent study commissioned by the City, Winnipeg is forecasted to add 209,000 residents by 2035 – nearly 10,000 per year, which over the 23-year period amounts to a net population growth of nearly 30%. As a result of the City's rapidly evolving demographics, the Winnipeg Police Service must be in a position to adapt to corresponding changes in its community's public safety needs if it is to continue to provide the same high level of service. For this reason, it is important that the organization of the Police Service be structured in a way that facilitates such adaptation. The recent past provides an indicator of these emerging issues.

Property-related crimes, for example, have changed significantly over the last five years. The total number of property crimes in Winnipeg, at 46,540 in 2010, represented a nearly 25% five-year decline from 2006. Despite the decline, property crime continues to occur at a greater rate (at 67.3 per 1,000), than in Vancouver (55.11 per 1,000), Calgary (36.89 per 1,000), Regina (57.97 per 1,000) or Saskatoon (57.98 per 1,000). In spite of this, and largely due to suppression efforts by WPS, auto theft is now less prevalent in Winnipeg than in three of the four other jurisdictions surveyed.

**Totals for Selected Property Crimes, 2010**

	Total Property Offenses	Arson	Breaking and Entering	Auto Theft	Theft	Mischief / Willful Damage	Other Part 2 Crimes
Calgary	41,324	188	5,466	4,216	20,525	8,175	2,754
Regina	11,731	56	1,588	1,010	7,089	2,696	--
Saskatoon	13,857	99	1,724	1,474	5,638	3,374	910
Vancouver	33,256	274	5,032	1,133	14,448	4,861	3,413
<b>Winnipeg</b>	<b>46,540</b>	<b>483</b>	<b>--</b>	<b>2,439</b>	<b>--</b>	<b>12,958</b>	<b>--</b>

**Rates for Selected Property Crimes, 2010**

	All Property Offenses	Arson	Breaking and Entering	Auto Theft	Theft	Mischief / Willful Damage	Other Part 2 Crimes
Calgary	36.89	0.17	4.88	3.76	18.32	7.30	2.46
Regina	57.97	0.28	7.85	4.99	35.03	13.32	--
Saskatoon	57.98	0.41	7.21	6.17	23.59	14.12	3.81
Vancouver	55.11	0.45	8.34	1.88	23.94	8.05	5.66
<b>Winnipeg</b>	<b>67.28</b>	<b>0.70</b>	<b>--</b>	<b>3.53</b>	<b>--</b>	<b>18.73</b>	<b>--</b>

Even while the rate of property crime has fallen in recent years, violent crime continues to be markedly more prevalent in Winnipeg than in other Central and Western Canadian jurisdictions. There were 10,432 violent crimes in 2010 and the second highest rate of the five cities, at approximately 15.08 per 1,000.

**Totals for Selected Violent Crimes, 2010**

	Total Violent Offenses	Homicide	Sexual Violations	Assaults	Robbery	Other Violent Offenses
Calgary	8,183	12	794	5,801	1,040	524
Regina	3,050	7	147	2,114	324	--
Saskatoon	4,076	5	263	2,484	416	146
Vancouver	6,704	15	496	5,122	1,052	--
<b>Winnipeg</b>	<b>10,432</b>	<b>22</b>	<b>709</b>	<b>6,034</b>	<b>2,000</b>	<b>1,640</b>

**Rates of Selected Violent Crimes, 2010**

	<b>All Violent Offenses</b>	<b>Homicide</b>	<b>Sexual Violations</b>	<b>Assaults</b>	<b>Robbery</b>	<b>Other Violent Offenses</b>
<b>Calgary</b>	7.30	0.01	0.71	5.18	0.93	0.47
<b>Regina</b>	15.07	0.03	0.73	10.45	1.60	--
<b>Saskatoon</b>	17.05	0.02	1.10	10.39	1.74	0.61
<b>Vancouver</b>	11.11	0.02	0.82	8.49	1.74	--
<b>Winnipeg</b>	<b>15.08</b>	<b>0.03</b>	<b>1.02</b>	<b>8.72</b>	<b>2.89</b>	<b>2.37</b>

These trends underscore the need for the Police Service not only to flexibly respond but to anticipate changing service needs.

**4. STRENGTHS OF THE WINNIPEG POLICE SERVICE.**

A study such as this one, necessarily focuses much of its attention on improvement opportunities which need to be addressed in a client agency. However, this study process has also identified many positive characteristics in the Police Service.

This conclusion was established from:

- Our extensive input from and interaction with a large number of personnel in the Police Service which highlighted staff's dedication to service.
- The 'best practices' assessment process utilized in this study was also key to understanding that the Police Service has a history of providing high levels of service and a wide range of services.
- The analysis developed by the project team as it conducted this Operational Review of the Winnipeg Police Service.

It is important for the project team to point out that the Police Service has taken a number of steps to develop itself as a model large police department which can be seen in changes to management systems, the recent reorganization, attention to the efficiency and effectiveness of programs and services, as well as attention to



community needs. This Operational Review identified many major positive attributes in the Police Service, some of which are summarized in the following table:

<b>WINNIPEG POLICE SERVICE</b>
The Police Service highly values its service to the communities it serves and is structured to be more responsive and available to the public.
The Police Service is internationally accredited as a law enforcement organization attesting to its standing in its profession.
The Police Service has implemented many programs and created units to ensure that no aspect of service to the community is neglected.
An organizational structure which is efficient and comparatively not “top heavy”.
With the new police administration a commitment to provide an even greater level of proactivity in services as well as responsiveness to community generated needs.
<b>UNIFORM OPERATIONS</b>
Four District police facilities throughout the City that enhances the ability of WPS to deliver services to the community and also for residents to have local access to a police service facility.
Deployment strategies that effectively match field workloads with Constables assigned.
Approximately 93% of all 9-1-1 calls are answered by Communications Centre personnel within 10 seconds.
WPS is currently providing differential call response for 11% of the total number of calls for service responded to by General Patrol personnel using light duty personnel temporarily assigned to the Alternate Phone Response Unit, with additional organized effort this percentage can reasonably increase to 15-20% of all calls for service.
The IVR (Interactive Voice Response) telephone system for the WPS non-emergency phone number that diverts approximately 37% of the incoming calls (about 10,000 calls per month)
<b>INVESTIGATIVE OPERATIONS</b>
Diverse array of investigative units designed to effectively follow-up on crimes with specially trained staff.
Diverse array of proactive investigative capabilities to address organized crime and street crimes, vice and narcotics problems in the City,
The ability to provide specialized internal support through the use of technology, teams to assist in surveillance, witness support and protection.
Field evidence collection staff available to support field and investigative staff when major crimes occur.
<b>OPERATIONAL SUPPORT SERVICES</b>

Many specialized units to meet the specialized needs of many operational situations.
Many specialized units are part time rather than fully staffed as cost effective approaches
Dedicated traffic enforcement and accident investigations teams to address a growing problem in the community.
A team of cadets who provide valuable and diverse services to the citizens of Winnipeg as well as an 'apprenticeship' program for the Police Service.
<b>DEVELOPMENT SUPPORT SERVICES</b>
WPS facility maintenance oversight is centralized within this unit. Janitorial services are provided through a combination of WPS janitorial employees and contracted services with the City of Winnipeg.
Contractors are appropriately utilized to perform selected services, such as Document service.
The Records and Reports Management Unit has implemented a strong purging program to eliminate property and evidence from the facility when it is no longer needed by the WPS.
Cost-effective measures for the disposal of drugs and weapons have been implemented.
Periodic audits of conducted to ensure property and evidence is appropriately accounted for.
Most functions in this Division have been civilianized.
The WPS Training Sections make excellent use of skilled / trained personnel from other Sections as a part-time / collateral resource to supplement Training personnel.
A top down commitment staffed by the Strategic Initiatives Unit to implement "Creating a Culture of Safety" and "Crime Prevention through Social Development" initiatives.
<b>ADMINISTRATIVE SERVICES</b>
Internal promotion is encouraged within the WPS and recruitment and selection processes are designed to support this policy.
Promotional processes, for all positions, utilize clearly defined job related selection techniques that are tailored to the position being filled. WPS has recently implemented a 360-degree feedback mechanism as part of the selection process for some positions.
HR coordinates a highly effective program to place limited duty personnel into a position where they can support the staffing needs of operational units.
A help-desk service is provided by ITS to WPS employees to assist users with hardware of software assistance.
WPS has begun implementing standards for hardware, workstations, and laptops to simplify administration and operation.
A business analyst position has been implemented within the staffing contingent of ITS to assist in documenting business requirements for technology solutions prior to selection of a technology solution.

Fiscal policies have been adopted to ensure financial and internal controls meet recognized financial controls.
Professional Standards Unit initiation of 'professional development dates' awareness training with a focus to educate WPS personnel and make critical internal processes transparent.
Wellness critical incident response capability that is enhanced through establishing and maintaining on-going relationship with first responders.

The project team feels that it is important in this Executive Summary to highlight at least some of the positive features of the Police Service.

## **5. SUMMARY OF RECOMMENDATIONS**

In spite of the many positives within the Police Service, there are also many improvement opportunities. These issues represented the principal focus of this study. While there are over 100 recommendations made in this report, there are several recurring areas in which major change is needed. Many of these improvement needs cross-cut the organization. The following points summarize the most significant areas of improvement needed in the Police Service:

- The lack of useful performance data hinders managers' ability to monitor operations and services; the use of the performance data which does exist indicates that the Police Service lacks a strong management orientation.
- Moreover, there has been a lack of accountability within the management team not only in the implementation of agreed upon changes but in the oversight of day-to-day operations.
- The Police Service is reactive rather than proactive in spite of (or perhaps because of) its responsiveness. The lack of data and planning has hampered its ability to have a more proactive stance in the way it provides service to the community.
- Also because of its responsiveness The Police Service has become too specialized at the expense of general enforcement.
- The Police Service needs to implement a 'back to basic' approach to management which includes the development of goals and objectives, specific plans for operations in each functional area, as well as measures to determine success or needs for change.

- The Police Service needs to implement new technologies to address management and business process issues, many of which are manual and duplicative. However, technology is not all of the problem – processes need to be redesigned around the efficient transfer of information.
- The Department should civilianize selected positions within the organization where the use of sworn positions are not required to effectively perform the duties.
- The Department should adopt a long-range plan to integrate into the Corporate Shared Services Model. This should occur after development of service delivery agreements that will ensure the WPS received the required and necessary support services from Corporate. This will enable WPS Administration to focus on core police services.

The following exhibit provides a list of the principal recommendations in this report. For each recommendation a priority is accorded based on the project team's view of the importance of each to the organization as well as a suggested timeframe for implementation. The report should be accessed for detail discussion and analysis of each issue and the background behind each recommendation.

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Functional Area	Recommendation	Priority and Timeframe <sup>1</sup>	Cost Impact
<b>ORGANIZATION AND MANAGEMENT</b>			
General	A reorganization of Winnipeg Police Service to better focus the Office of the Chief on performance management and community service, management accountability systems, as well to better align field, investigative and administrative services, would facilitate the design and implementation of change. Several staff resources should be redirected to these efforts.	H MT	
General	Human resources functions which are currently under different commands should be merged to coordinate related functions and facilitate internal service delivery.	H MT	
General	All administrative functions should be consolidated in an Administrative Support Section to make internal support functions more consistent and service oriented.	H MT	
General	For top command staff, a greater proportion of training hours should be dedicated to management training than in operations or skills training.	H ST	
General	Revise the transfer policy so that individuals transfer less frequently or develop a 'hybrid' system in which specialty units are comprised of rotational positions and non-rotational positions.	H MT	
General	Improve the SPI process by dedicating more time to substantive issues and action plans as well as making staff more accountable for improvements. Start out by contacting other Canadian Police Services about what they do to make their Compstat processes useful and result-oriented.	H ST	
General	The Chief and his Executive Team should work with the Police Board and the Executive Policy Committee on an implementation plan and monitoring approach for recommendations made within this report. Monthly Board meetings should include a review of the status of implementation.	H ST	
General	Overall, the project team has not identified any unique operational or organizational constraints that prohibit the WPS from participating in and benefiting from the Corporate Shared Services model that has been developed and deployed by the City of Winnipeg. The City and WPS should continually evaluate appropriate alternative service delivery opportunities.	H LT	To be determined
<b>UNIFORM SERVICES</b>			
Patrol	WPS management should require a Patrol Sergeant or Sergeant review of all written reports before they are submitted.	H MT	

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Functional Area	Recommendation	Priority and Timeframe <sup>1</sup>	Cost Impact
Patrol	General Patrol field supervisors should be trained and held accountable to actively manage all activities on their shift, specifically the work of Constables at calls for service, completing reports, handling prisoners, and the available time for proactive patrol.	H MT	
Patrol	The Central Reading Unit should be disbanded; General Patrol Sergeants and Patrol Sergeants should be responsible for report review functions. A Constable Reader or Patrol Sergeant should be assigned to District 1 and District 3 for one year to assist in the transition process. This can be done without additional cost, <i>as the elimination of 14 of the 18 Central Reader Unit positions is recommended (through attrition).</i>	M MT	
Patrol	Service Centre personnel (currently in Division 31) should be re-assigned to the appropriate District Division chain of command.	M ST	
Patrol	The personnel assigned to the Report Cars (currently in Division 31) should be re-assigned to appropriate District Division chain of command.	M ST	
Patrol	An appropriate number of Cadets should be assigned on a rotating basis to the appropriate District Division chain of command but overall management of the Cadets and their functions should remain centralized.	M MT	
Patrol	A full-time crime analyst should be assigned to the District Division chain of command but overall management of the Crime Analysts and crime analysis functions should be centralized.	H MT	\$198,162
Patrol	Two additional full-time civilian administrative support positions should be staffed in each District Division; these positions should also be utilized to provide clerical support to the Community Support Unit and the Back Office.	M LT	\$118,860
Patrol	In addition to a Staff Sergeant in each District an Administrative Sergeant should be assigned full-time (separate from the Community Support Sergeant), requiring two additional positions.	M LT	\$123,268
Patrol	Management should establish a working committee to review leave usage and evaluate ways to reduce the number of hours employees are away from work (not including training hours) to 350 hours annually.	M ST	
Patrol	Review the definitions of “person” related call Priorities and make changes that will provide clearer definitions for these priorities and better classification of the type of incident being reported.	M ST	
Patrol	Eliminate Priority 8 (Phone Response) and Priority 9 (Planned Response) as Priority call types.	M ST	
Patrol	Annually review the number of community generated calls for service from the CAD data to determine the trend in community generated workload and the distribution of call for service workload in each District.	H ST	

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<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Patrol	Establish a “call processing time” goal of 1 minute or less for Priority 0, Priority 1 and Priority 2 calls for service (not including ‘queue’ time).	M MT	
Patrol	Establish a goal of responding to 90% of Priority 0, Priority 1 and Priority 2 calls for service in 7 minutes or less of travel time.	M MT	
Patrol	Manage General Patrol Constables’ proactive time with planned activities resulting from regularly updated crime trend information (i.e. SPI data and information); make proactive patrol assignments based on this information to address community, quality of life and crime issues in Winnipeg.	M MT	
Patrol	Determine the reasons for the high ‘on scene’ times documented in CAD and develop a solution to obtain reliable General Patrol call for service ‘on scene’ time data.	H ST	
Patrol	Obtain and analyze one or two month sample CAD call for service data to establish consistent response time elements for call processing times and to calls for service. Take steps to address response time elements that may be excessive.	H ST	
Patrol	When accurate CAD data is available calculate the percentage of committed and proactive time for General Patrol staff in each District. Annually review patrol staff workload for each four hour time block for balanced workload distribution and determine if staff should be re-deployed among the Districts or from other work units to provide a consistent level of service throughout the City.	H ST	
Community Support Unit	The Community Support Unit should be organized, staffed and tasked with a re-organized and planned community policing effort for WPS. This will require a minimum additional CSU staffing of 14 personnel (2 Sergeants, 4 Patrol Sergeants, 8 Constables). The two Sergeant positions are already counted in the previous recommendation regarding the increase of two Administrative Sergeant positions.	H MT	\$1,173,888
Community Support Unit	Provide part time clerical support to the Community Support Unit.	H MT	\$118,860
Community Support Unit	WPS management should continually review the number of cases per Detective in each District to balance the workload among the Back Office staff.	M MT	
Community Support Unit	The number and type of cases that are being assigned to Back Office Detectives are appropriate but it is important for management to ensure that there is a clear definition of what cases are the responsibility of CID and what cases fall under the responsibility of the Back Office	M MT	
Community Support Unit	Provide part time clerical support to the Back Office Detectives.	M	\$118,860

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<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Communications Division	Conduct recruiting and hiring processes to fill the vacant Call Taker and Police Communications Operator positions within the next 6 months.	H ST	
Communications Division	Continue to staff the Alternate Phone Response Unit with light duty personnel but also formally staffed with two sworn personnel (Constables) and four civilian staff (new positions) who are trained to take reports over the phone.	L LT	\$435,932
Communications Division	Establish a long term goal of providing a differential call response to 20% of all calls for service annually.	M LT	
<b>OPERATIONS SUPPORT</b>			
Airport Unit	The WPS should eliminate the personnel currently assigned to the Airport Unit, through attrition when the Airport Police Service will be assumed by the RCMP.	H MT	\$477,353* Lost projected revenue "profit" of Airport Contract
Bomb Unit	Fill the current part-time vacancies in the Bomb Unit and establish an alternate team member to allow vacancies to be filled as they occur.	H ST	
Canine Unit	Redeploy Canine as part of the Uniform Patrol Division, but continue with the practice of Canine Handlers retaining citywide availability.	M MT	
Canine Unit	Allocate an additional vehicle to the Canine Unit to serve as a reserve vehicle and ensure operational readiness.	M ST	
Canine Unit	Develop goals for activities Canine Handlers should engage in during their available proactive time.	M ST	
Flight Operation Unit	Continue providing air support for the Province to offset the costs associated with operating the Flight Operations Unit.	M ST	
Tactical Support Team	The Tactical Support Team Sergeant should be tasked with Preparing Monthly and Annual Reports which detail the responses and activities of the Team.	L MT	
Clandestine Lab Unit	Disband the WPS Clandestine Lab Unit and utilize the RCMP Clandestine Team to mitigate clandestine lab incidents occurring within the City of Winnipeg.	M MT	



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<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Crisis Negotiation Unit	Continue the current staffing level and deployment of the Crisis Negotiation Unit, but monitor activations to ensure a 3-member team can be consistently deployed to incidents.	L MT	
Ground Search and Rescue Unit	The GSAR Unit Coordinator should be tasked with compiling annual response statistics for the part-time and volunteer GSAR teams.	L MT	
Protective Services Unit	The WPS should continue to staff the Protective Services as a part-time Unit and deploy on an as needed basis.		
Underwater Search and Recovery Unit	Combine the Underwater Search and Recovery Unit with the River Patrol Section.	M MT	
Division 51	Reorganize the Auxiliary Force Cadets in Uniform Operations.	H MT	
Division 51	Identify additional call types that are appropriate for Cadets to handle to expand their role in the Service.	L MT	
Division 51	Improve the Span of Control for Patrol Sergeants in the Cade Section to a manageable level to ensure appropriate supervision of the Cadets occurs.	M MT	\$395,120
Division 51	Merge the Crime Prevention and Diversity Relations Sections and eliminate one Patrol Sergeant position resulting in annual salary savings of approximately \$123,268 annually.	M MT	(\$123,268)
Mounted Patrol Unit	Eliminate the Mounted Patrol Section and redeploy the Constables to General Patrol resulting in a savings of approximately \$20,000 annual in operational costs associated with the Mounted Patrol Unit plus the cost of the two staff positions.	M ST	(\$138,860)
Traffic Unit	The Central Traffic Unit should deploy Traffic Enforcement and Traffic Collision personnel on both day and evening shifts to better distribute and improve traffic enforcement and crash investigation efforts.	M MT	
Traffic Unit	Reassign the Traffic Unit to Division 50.	L MT	
<b>INVESTIGATIVE OPERATIONS</b>			
Case Management	Formalize the case screening process using a documented solvability factor methodology.	H ST	

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<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Case Management	Formalize an investigative caseload prioritization system as part of the case screening process using a 7-priority system as a framework. This may have to be accomplished outside of the existing case management system in use in the agency.	H ST	
Case Management	Winnipeg should consider adopting a more formalized case management system to allow improved tracking of assigned cases and case status.		
Case Management	Make a commitment to X-Fire to provide case management to Investigative Operations (as well as to other investigative functions such as Professional Standards).	H ST	
Green Team	Maintain the Green Team in its present form and capacity as long as it has sufficient grow house targets at recent levels. This should be evaluated every year.	M MT	
Integrated Proceeds of Crime	Staff in Integrated Proceeds need to constantly be resources to other WPS staff in identifying seizable assets and procedures for doing so.	M ST	
Integrated Warrants Apprehension Unit	Staff in the Integrated Warrants Apprehension Unit need to be resources to other WPS staff in the identification of potential suspects.	M ST	
Organized Crime Unit	Increase the cooperation and coordination between the City's Organized Crime Unit and the Manitoba Integrated Organized Crime Task Force so that a common approach is developed to targets, strategies to address and the most appropriate resources which should be dedicated. This approach should also include the Street Crimes units which are now part of Division 40.	M ST	
Street Crimes Unit	The Street Crimes Unit should be transferred back to the Operations Support to be a jointly utilized resource with Investigative Operations but primarily for field operations.	H ST	
Vice	Eliminate the Vice Unit and make these activities the responsibility of a more generalized Street Crimes Unit once transferred back to Operations Support. Eliminate through attrition, the Sergeant and five (5) Constable positions which currently staff this unit in Investigative Operations.	H ST	(\$555,765)
VICLAS (Violent Crime Linkage Analysis System)	Cross train another staff position in VICLAS data mining techniques.	H ST	
VICLAS	Investigative Operations managers need to ensure that the value of VICLAS is known and communicated throughout the organization and support this effort.	M ST	
VICLAS	The Winnipeg Police Service should consider the civilianization of the Constable position assigned to VICLAS.	M LT	

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<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Firearms Investigative Analysis Section	If the Firearms Investigation Section is allocated as a permanent Section, the FIAS should be assigned a full-time supervisor.	M MT	
Forensic Imaging Section	Develop a process for replacing the sworn personnel processing videos and conducting physical matches in the Forensic Imaging Section with equally trained and competent civilian personnel.	H LT	
Arson Unit	Transfer responsibility for all fire prevention programs in City schools to the Winnipeg Fire Department. Merge the arson unit within Major Crimes as an investigative specialty, eliminating a Detective Sergeant and Detective position in the process.	H MT	(\$207,032)
Cold Case Unit	Eliminate through attrition, a Detective Sergeant and Constable position in the Cold Case Unit and merge the remaining two staff into the Homicide Unit, with continued dedication to cold cases.	M MT	(\$207,032)
Commercial Crime Unit	Retain staffing levels in Commercial Crime but expand the scope of their responsibility to include computer and internet crimes. Two assigned staff should be trained to the level of Computer Forensics Specialist and handle selected cases and act as a resource to other cases when image and hard drive diagnostics are important and part of these cases.	H MT	
Commercial Crime Unit	Current vacancies should not be filled in Commercial Crime.	M ST	
Commercial Crime Unit	Commercial Crime staff should be located in the central police facility and relocated to the new facility when it opens next year.	M ST	
Homicide Unit	Maintain existing approaches to staffing the Homicide Unit; maintain and increase as time is available staffs' ability to assist other case handling units.	M MT	
Major Crimes Unit	Take steps to control overtime in the Major Crimes Unit.	M MT	
Stolen Autos Unit	The City should reduce the number of Detectives assigned to Stolen Autos. This will require an agreement with the Province which funds more than half of the resources assigned. At current crime levels this unit could be reduced by up to three (3) Constable positions. It needs to be recognized that cost savings identified would be realized by the Province, not the City.	M MT	(\$255,036)
Stolen Autos Unit	Develop criteria to determine when special unit objectives have been met so that resources can be redeployed.	H MT	
Pawns Unit	Convert one Constable position to a non-sworn position when the opportunity makes this possible.	M MT	
Crime Analysts	Hire two Crime Analysts to work with case handling investigators in Division 41 and Division 43.	H MT	\$198,162

**CITY OF WINNIPEG, MANITOBA**  
**Operational Review of the Police Service**

Functional Area	Recommendation	Priority and Timeframe <sup>1</sup>	Cost Impact
<b>DEVELOPMENT SUPPORT SERVICES</b>			
Strategic Initiatives	Integrate and continuously update 'actionable items' list, with provision for progress towards attainment, and next steps. Clearly differentiate what WPS is planning to do versus what the WPS is actually doing.	M MT	
Strategic Initiatives	Maintain and frequently update the 'Creating a Culture of Safety' Flow Chart, with equally frequent progress status updates provided to the Chief and affected WPS personnel.	H ST	
Strategic Initiatives	Create a 'community reporting' report-card.	M ST	
Strategic Initiatives	Involve Strategic Initiatives Unit personnel in early / initial stages of creation / education of the Police Board.	M ST	
Strategic Initiatives	Combine / Consolidate the 3 compatible and potentially crossover efforts (1- Chief's vision of 'creating a culture of safety', 2-'Crime Prevention through Social Development', and 3-'LiveSAFE' committee) efforts into a single unit / function.	M MT	
Training	Consider Moving the Training Unit from ODS, and / or Place Training Under the Command of a Separate Inspector.	H MT	
Training	Convene the Training Committee at least annually to conduct an annual review and assess the effectiveness of all WPS training completed the prior year and plan training for the upcoming year(s).	M ST	
Training	Coordinate / centralize various Divisions needs to maximize training opportunities.	L ST	
Training	Work with IT to resolve aged / limited server capacity concerns.	M MT	
Training	Proactively create opportunities to bolster / enhance the lateral entry program, without sacrificing quality of candidates / hiring practices.	L MT	
Training	Research potential for an equivalency training option for new Constables.	L MT	
Training	Consider formalizing the WPS training needs assessment process, which can be accomplished through an annual review of training by the incumbent Training Committee.	M MT	
Training	Investigate expansion of the use of CPKN to augment in-service training. Further, investigate the cost savings and added efficiencies of delivery of non-practicum training via PowerDMS or like web-based system(s).	L MT	
Training	Develop a 3-Year Training Plan which integrates all training to be accomplished in the Service.	M MT	

**CITY OF WINNIPEG, MANITOBA**  
**Operational Review of the Police Service**

<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Training	Creation of a specialized training plan to assist / discern anticipated specialized training needs within all specialized assignments, several years into the future, based on planned rotation from specialized assignments.	M MT	
Training	Migration to a single WPS hosted secure all-inclusive training records system capable of meeting Training capacity needs.	M MT	
Training	Revisit unadvisable practice of training records following / taken from Training by the Instructor upon transfer out of Training.	M MT	
Training	Track the total number of annual arrests to use in conducting the Annual Use of Force Analysis.	M ST	
Training	Ensure the annual UOF analysis process includes identification of trends / patterns; make recommendations of policy, training, and equipment needs accordingly; Integrate analysis recommendations into UOF training.	M MT	
Training	Reduce agency liability / risk exposure by tasking the Pursuit Review Board and / or Training Unit with creating a formal plan to address / reduce sustained policy non-compliant pursuits, as well as collisions and injuries. Plan objectives should be integrated into annual Lesson Plans.	H MT	
Training	The Annual Pursuit Analysis should include a review of pursuit, pre-pursuit techniques, 'strategic follows' practices; forcible stopping policies; and related training with Legal to reduce agency / personal risk exposure.	M MT	
Training	Training has opportunity to take a more involved / directed use of the annual pursuit analysis process, to include comparison against similarly sized / like Canadian LE agencies.	M MT	
Accreditation and Audits	Complete CALEA mandated Annual Reports on each award anniversary. Use SWOT components to help shape / focus agency challenges and opportunities for improvement.	M MT	
Accreditation and Audits	Migrate from CALEA CACE to PowerDMS accreditation management software, an efficiency which will more readily facilitate the mock and actual accreditation on-site assessment process.	L MT	
Accreditation and Audits	Integrate mandatory CALEA Data Tables into annual reporting process, thereby ensuring the mandated data is collected, is up-to-date, that current trends and patterns are identified, and appropriate notification made to ensure corrective action occurs as necessary.	L MT	
Accreditation and Audits	Conduct a full / thorough mock assessment, including a file review, function visits, and staff interviews, particularly focusing on the 18 File Maintenance, 5 "Future Performance", and 3 Applied Discretion concerns identified from the 2011 on-site assessment.	L MT	

**CITY OF WINNIPEG, MANITOBA**  
**Operational Review of the Police Service**

<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Accreditation and Audits	Create a 3-year reaccreditation plan each reaccreditation cycle, outlining steps to migrate back to full / Advanced Accreditation as well as eventually positioning the agency for a Gold Standard Assessment (GSA) on-site assessment and Accreditation with Excellence award.	L MT	
Accreditation and Audits	Increase avenues to stay abreast of ever evolving CALEA mandates and best practices through Accreditation Manager (AM) attendance at CALEA training venues; seeking out opportunities to participate as a mock assessor; and regular access / participation in the CALEA Forum, an information exchange venue with peer AM's, CALEA staff and assessors.	L MT	
Accreditation and Audits	Consideration to civilianizing the Accreditation Manager position. Possibilities include hiring of a retired sworn WPS member, who would have WPS institutional knowledge, as well as agency credibility and standing needed to ensure on-going compliance.	L MT	
Accreditation and Audits	A recently conducted audit included identifying efficiencies in UCR; Alternate Phone Response (APR) handled 5,000 calls per year, there may be opportunity to expand, potential for increased use of APR.	M MT	
Accreditation and Audits	Add / Update internal policies and / or procedures for both the Accreditation, Audit, and Inspections functions, to reflect current practices.	L MT	
Accreditation and Audits	Add an accreditation review layer when reviewing new and proposed policy revisions to ensure continued compliance with applicable CALEA standards, as applicable.	M MT	
Research and Development Unit	Need system to remove 'bottlenecking' of projects, including moving completed projects to operational components, which will free R&D time to complete other pending projects and receive new projects. Projects need to have some finality as R&D cannot manage after R&D is completed.	M MT	
Research and Development Unit	Establish criteria / business rules for review and approval of new initiatives, as well as regular tracking / review of current (in-progress) initiatives.	M MT	
Research and Development Unit	Update / revise the existing 2012-2014 Strategic Plan to reflect the current Chief's vision and strategies to achieve the vision; Plan value will be evident when it becomes useable as the day-to-day 'roadmap' for staff to use as a guide.	M ST	
Research and Development Unit	Formally document the annual review reports and evaluation of Action Items, and update the Plan as the Plan mandates.	M ST	
Research and Development Unit	Update policies to remove mandated practices not being met; Update policies and Unit SOP to reflect current practices.	L MT	
Research and Development Unit	Need to identify a streamlined policy revision process, move from 13 months to a 3-month target for completion of revisions.	M ST	

**CITY OF WINNIPEG, MANITOBA**  
**Operational Review of the Police Service**

<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Research and Development Unit	The WPS should phase out the two Service Centres that are not part of District Stations and redeploy these resources.	H ST	(\$340,049)
<b>ADMINISTRATIVE FUNCTIONS</b>			
Human Resources	The HR Division should undertake a workforce planning effort to develop a workforce plan including succession planning.	M MT	
Human Resources	The WPS should implement an enhanced exit interview process and compile a semi-annual report for administration.	M ST	
Human Resources	The WPS should conduct an annual employee survey to solicit input regarding satisfaction with human resources services and employee satisfaction with their employment with the WPS.	L MT	
Human Resources	The WPS should expand the information available on the Human Resources section of the website.	M MT	
Human Resources	Application materials should be provided, at minimum, in fillable PDF format for the convenience of the applicant. Longer-term, the WPS should develop an online application process.	M MT	
Human Resources	Several positions, including Inspector and Staff Sergeant positions, within the Human Resources Division, should be civilianized over time (i.e., during the next rotation for these positions). These positions should be filled with individuals with extensive background and professional training in Human Resources.	H LT	
Human Resources	The WPS and City of Winnipeg should undertake discussions of approaches to integrate the WPS HR function under the City's shared HR services approach to gain access to additional HR support, increase consistency of employee treatment across the entire City organization, and reduce overhead and duplication of services.	H LT	
Finance	The WPS should work with the City of Winnipeg to implement the shared services approach to Financial Management by having the Finance Manager report to the City's financial operations. The Finance Manager should retain a "dotted line" reporting relationship to the Chief of Police.	H LT	
Finance	The WPS and City of Winnipeg should develop a service level agreement outlining service levels and service delivery approaches prior to the implementation of the shared services approach for the financial operation.	H MT	
Division 30	The WPS should revisit the level and type of background investigations conducted on staff for janitorial and fleet positions to ensure they are not overly stringent in comparison to other police service entities and the City's practices.	M MT	
Division 30	The WPS and City should form a joint review committee to explore implementation of the shared services approach for janitorial services.	H LT	

**CITY OF WINNIPEG, MANITOBA**  
**Operational Review of the Police Service**

<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Division 30	Janitorial staffing should be reviewed after the WPS and City have made a determination regarding the implementation of a shared services approach for janitorial services and should be based upon the requirements necessary to appropriately staff the new WPS headquarters facility.	M LT	
Central Reading Unit	The Central Reading Unit should be eliminated with the transfer of report review duties being reallocated to field Sergeants. Any residual duties should transfer to the Direct Voice Entry Unit.	H MT	
Central Reading Unit	Of the 18 constable positions authorized in the Central Reading Unit, the equivalent of four positions should be transferred to Central Reading to develop a comprehensive Quality Assurance and Report Training Program. The remaining 14 positions should be eliminated or redeployed elsewhere in the organization in lieu of hiring new sworn positions.	M MT	(\$1,190,167)
Property and Evidence Unit	One additional property clerk position should be authorized for the Property and Evidence Unit.	M MT	\$68,600
Information Technology	A long-range plan for the utilization and enhancement of the primary third-party police software solution should be developed that includes standards for any third-party software solutions to ensure integration of systems and data.	H MT	
Information Technology	The WPS must implement an ITS Steering Committee to establish organizational priorities for ITS services and develop and adopt an annual work plan for ITS.	H MT	
Information Technology	The WPS and the City should hold bi-monthly meetings of IT Management staff to discuss further opportunities to cooperate, reduce costs and share resources and staffing to benefit both organizations.	M ST	
Information Technology	The ITS Division should implement an annual customer satisfaction survey. The results should be shared with the ITS Steering Committee and be considered when developing the annual ITS work plan.	L ST	
Information Technology	The WPS should authorize three additional positions (one Business Analyst and two Project Managers) for the ITS Division.	H MT	\$290,000
Information Technology	The WPS ITS Manager should develop, as part of annual evaluations, a detailed training plan for each employee outlining required skills and training that should be pursued to maintain or expand skill sets for IT personnel.	M ST	
Vehicle Services Unit	The WPS should establish a formal vehicle replacement schedule for emergency response and administrative vehicles. It is recommended that This schedule be 4 years/161,000 kilometers for emergency response vehicles and 7 years/161,000 kilometers for administrative vehicles.	H MT	
Vehicle Services Unit	Set a downtime goal of 3% or less for front line emergency response vehicles.	H MT	



**CITY OF WINNIPEG, MANITOBA**  
**Operational Review of the Police Service**

<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Vehicle Services Unit	The City should routinely conduct an audit of the operations of the VSU and WFMA to ensure reported shop rates remain current with operations. The project team recommends these audits occur every two (2) years.	H MT	
<b>FUNCTIONS REPORTING TO THE CHIEF OF POLICE</b>			
Professional Standards Unit	Including specifics on actual training provided to WPS personnel on bias-based profiling in the Annual Administrative Reviews will ensure personnel are current on case law and best practices, resulting in fewer complaints and / or litigation.	M ST	
Professional Standards Unit	Consider modifying the number of disposition categories in IA-Pro to more closely correlate regulatory and criminal dispositions, which will make review and analysis more useable for the agency to consider in addressing reduction in complaints and training needs.	M MT	
Professional Standards Unit	Determine and utilize a single Internal Affairs investigation tracking system that best meets the needs of the Service. Work with WPS IT and / or IA-Pro vendor to determine if an upgrade to IA-Pro could meet the needs of the PSU as opposed to a wholesale change of operating systems.	M ST	
Professional Standards Unit	Complete update of PSU policies to reflect both agency current practice as well as incorporating 'best practices' in Internal Affairs investigations. Incorporate major case management system into PSU SOP. Define roles, investigative protocols, and more defined / restrictive investigative time limits.	M MT	
Professional Standards Unit	Examine other Canadian Penalty Models; Give Consideration to creation and addition of formal Disciplinary Penalty Matrix / Guidelines to create member confidence when recommending discipline.	M MT	
Professional Standards Unit	Consider conducting an annual evaluation of PSU data, with emphasis on identifying causal factors of significant percentage changes in the various reporting categories, to bring about positive organizational change.	M MT	
Professional Standards Unit	Give consideration to providing the complainant notification of the results of the investigation upon conclusion in lieu of stating the matter was dealt with, which is more in line with the CALEA standard on complainant notification of the results of the investigation upon conclusion.	L MT	
Professional Standards Unit	Utilize senior / veteran PSU staff to create a training track for new incoming PSU staff; create on-going / advanced training track for incumbent staff.	L MT	
Professional Standards Unit	PSU staff should conduct / provide training to non-PSU supervisors who are expected to conduct investigation on minor complaints, to ensure consistent accountability agency-wide.	L MT	
Professional Standards Unit	Consider joining the National Internal Affairs Investigators Association, or similar / like peer resource capability.	L ST	

**CITY OF WINNIPEG, MANITOBA**  
**Operational Review of the Police Service**

<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Legal Counsel Unit	Encourage PSU to continue taking advantage of Legal's non-police perspective (different viewpoint, avoid potential pitfalls, yet familiar with WPS environment) through early involvement in cases likely to have a 'sustained' finding.	L MT	
Legal Counsel Unit	Add / reinstate conducting an annual review of WPS agreements / contracts, to ensure the reasons for entering into the agreement still exist and include an evaluation of results and need for continued involvement.	M ST	
Legal Counsel Unit	Include the CALEA Accreditation Manager in the review of proposed new or revised / renewed agreements to ensure compliance with the varied accreditation standard mandates for contracts / agreements.	M ST	
Legal Counsel Unit	Review anticipated future FIPPA demand and identify resources necessary to meet this demand. Compare against other similarly sized agencies and identify their compliance methodology for possible cost effective efficiencies.	M MT	
Legal Counsel Unit	If projected FIPPA demand is anticipated to remain excessive, recommend investigating the feasibility of seeking legislative relief for associated FIPPA timelines; if unsuccessful, or not feasible, then consider seeking shared clerical staff from elsewhere within the WPS to perform the routine Clerk duties unable to be performed due to sustained excessive FIPPA demand.	M MT	
Legal Counsel Unit	Implement stronger annual record keeping of claims and litigation, to include an at least annual review of actions / types against past years for trends / patterns, for staff review and evaluation.	M ST	
Legal Counsel Unit	Determine if the LERA process will continue with the advent of the Police Board, and if so, seek to add / amend regulations to ensure notice of LERA cases.	L MT	
Legal Counsel Unit	Formally track all grievances and WPA concerns/issues not arising to the level of a grievance; Conduct more thorough annual analysis of grievances and WPA concerns/issues, to include a review of trends over recent past years, and include recommendations for policy revision, training, and / or equipment needs, if any.	M ST	
Behavioural Health Services Unit	Grow / implement 'Evidence-Based Best Practice' model, making decisions about the promotion of health or provision of care by integrating the best available scientific evidence with practitioner expertise and other resources.	M MT	
Behavioural Health Services Unit	Increased voluntary use of behavioural health services can grow through trust earned through program continuity. Program education and training directed at all personnel will educate members on available services.	L MT	
Behavioural Health Services Unit	Create a Strategic Plan component for BHS suitable for inclusion in the WPS Strategic Plan, including BHS mission, goals, objectives, action plans, and evaluation methodologies that are consistent and compatible with the WPS Strategic Plan.	M MT	

**CITY OF WINNIPEG, MANITOBA**  
**Operational Review of the Police Service**

<b>Functional Area</b>	<b>Recommendation</b>	<b>Priority and Timeframe<sup>1</sup></b>	<b>Cost Impact</b>
Behavioural Health Services Unit	Include an appropriateness of member response component to agency critical incident after-action reviews, to identify if the BHS response to critical incidents is effective and / or needs enhanced services.	M MT	
Behavioural Health Services Unit	Give consideration to adding policy to prohibit the carry of weapons while accessing employer provided BHS services.	M MT	
Behavioural Health Services Unit	Review current practice / cost effectiveness of utilizing private vendors for recruit psychological testing and consider conducting in-house.	L MT	
Behavioural Health Services Unit	Collaborate with / educate non-law enforcement EAP vendor on law enforcement issues, to enhance effectiveness of EAP provider and reduce duplication of EAP like services provided by BHS staff.	M MT	
Behavioural Health Services Unit	Formalize workload assessment tracking and evaluation of BHS conducted activities.	M MT	
Behavioural Health Services Unit	Make use of available 'back-door' secret access, to avoid observation by the Clerk and / or other BHS staff when accessing Staff Psychologist services.	M MT	
Behavioural Health Services Unit	Expand current new Chaplain training to conduct training for all Chaplains on regularly scheduled intervals (annual?), which can ensure uniformity of services provided, and gain from shared 'lessons learned' from actual services provided (what works, etc). Utilize a pre-approved Lesson Plan.	M MT	
Behavioural Health Services Unit	Implement an internal system to track the number / type of incidents and activities Wellness personnel respond to, to report on patterns and trends of concern that BHS may attend to / focus attention upon.	M ST	
Behavioural Health Services Unit	Implement a secure confidential restricted access Records Management System for BHS related activities.	M ST	
Behavioural Health Services Unit	Conduct a review of current policies, remove outdated practices, and replace / update / revise with policy and procedures reflecting current best practices.	M MT	
Behavioural Health Services Unit	Ensure the BHS internal Strategic Plan components include WPS Strategic Plan Action Item 2.3, and assist the BHS in achieving their assigned Action Item.	M ST	

## 2. ORGANIZATION AND MANAGEMENT OF THE WINNIPEG POLICE SERVICE

This chapter of the report provides the project team's assessment of the overall organizational structure and management of the Winnipeg Police Service. Internal operations management issues are not dealt with in this Chapter, rather they are subject to the project team's analysis in the part of WPS in which they occur.

### 1. WHY EFFECTIVE ORGANIZATION AND MANAGEMENT OF THE WINNIPEG POLICE SERVICE IS IMPORTANT.

The focus of discussion in this chapter includes issues central to the efficient and effective operation to any entity:

- **Organization** – What is the most appropriate organizational structure for WPS in terms of the allocation of functions and management staffing, in order to promote efficient internal operations and effective internal?
- **Management** – What management systems and focuses need to be in place to ensure that the organization has a plan, is executing that plan, and is achieving its desired effects both internally and in terms of service to the public?

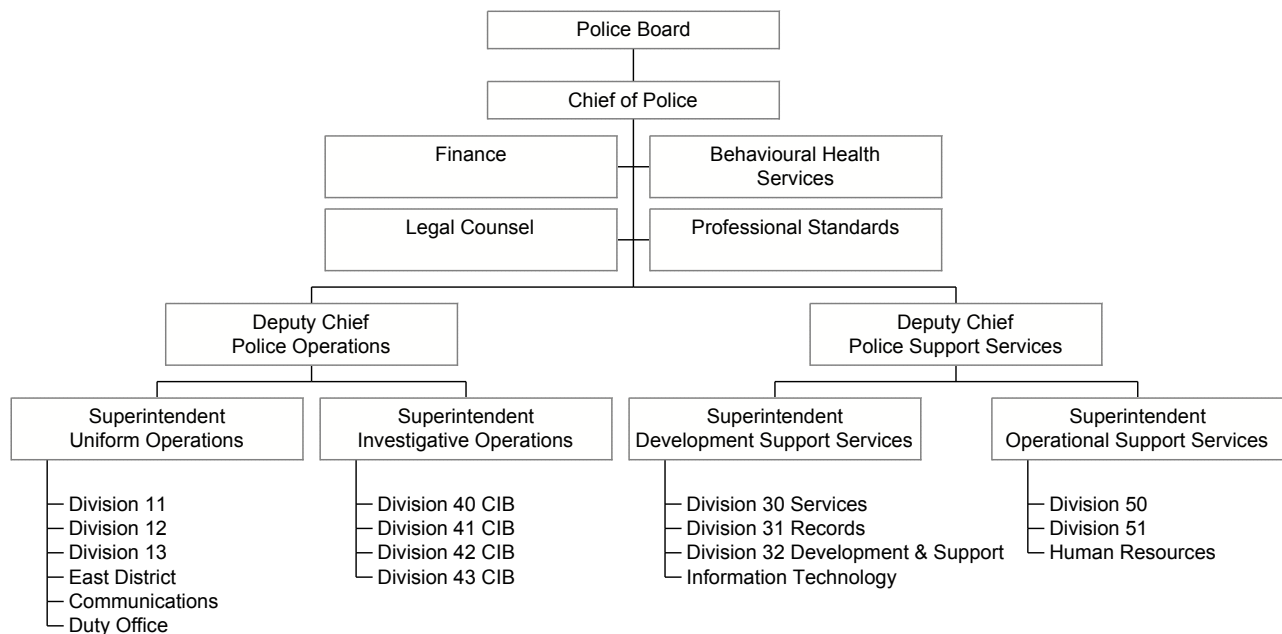
These issues are of critical importance for Winnipeg Police Service because WPS is at a crossroads – a number of events have occurred in the past year and will occur in coming months that provide the opportunity for fundamental change in the delivery and management of police services in the City. Some of these changes are:

- A new Chief of Police with a different vision of how police services should be provided.
- Winnipeg is changing, becoming more diverse.
- A greater emphasis from the Municipality for efficiency and cost effectiveness.
- An important structural change – the implementation of a Police Board.

In any entity, the appropriate organizational structure and management is necessary in order to function effectively, but for one anticipating change, it is essential. As organizations reflect the desired functioning of any group of people working together toward a common cause; they must also reflect the abilities and interests of the people within it.

**2. THE CURRENT OVERALL ORGANIZATIONAL STRUCTURE OF THE WINNIPEG POLICE SERVICE.**

The current structure of the overall organization of functions and top management staffing of Winnipeg Police Service is shown in the chart below. A summary of how Winnipeg Police Service is organized follows the chart.



- Reporting to the Chief of Police are several executive support functions – Legal, Finance and Behavioural Health; in addition, Professional Standards also reports directly to the Chief.
- Two (2) Deputy Chiefs serve as mid-level managers, having overall management oversight for operational and support functions.
- Functionality follows through the organization with a second level of management at the Superintendent level responsible for the following groups of functions:

- Uniform operations (i.e., patrol divided into four geographic districts, plus communications and the duty office).
- Investigative operations (case handling and proactive investigations).
- Development support services (administrative functions such as information technology, records management, property and evidence, research and strategic planning and training).
- Operational support services (field support functions, human resources and community relations).

Each of the functional groupings that report to a superintendent are headed by an Inspector, or equivalent position.

- In the past month, the City has implemented a new Police Board to provide closer operational, programmatic and budgetary oversight for Police Service.

While individual units have been re-organized in the Police Service (some within the past month), the current organizational structure has been in effect for several years. The new Police Board has been the only major organizational change for the Police Service.

### **3. POTENTIAL ISSUES ASSOCIATED WITH THE CURRENT ORGANIZATIONAL STRUCTURE OF THE WINNIPEG POLICE SERVICE.**

An organization which has remained essentially unchanged over the years apart from a number of minor adjustments, is going to have organizational issues. This is true for the Winnipeg Police Service. The following issues are evident to this project team:

- The Winnipeg Police Service is embarking on transformational change – from being a ‘reactive’ organization to one that is proactive in service delivery, outreach and responsiveness to the community. As an organization built up for years with a reactive approach can have difficulty converting to proactivity, the following issues often have become evident in the Police Service:
  - Lack of coordination and cooperation – ‘silo’ thinking.
  - Whether the organizational structure itself promotes reactivity or proactivity.

- Whether the managers who were selected in the reactive era are equipped with the skills to function effectively in a more proactive environment.
- Delays in the development of ‘The Plan’ for proactivity leaves the organization guessing or paralyzed as it anticipates changes, the specifics of which they are not sure of.
- The lack of a true “compstat-style” process to take real time operational data and convert it into real time operational deployment and activity decisions.
- Throughout the organization, either within divisions on an operational basis, or centrally at the police service level, there is a weakness in planning and research to assist Winnipeg’s law enforcement services be more proactively oriented.
- Spans of control for top management vary significantly in the organization, with major issues as follows:
  - The Chief of Police, the manager with the most significant external responsibilities with respect to City government as well as to the community, also has the broadest span of control at seven organizational units (not shown are the executive management staff).
  - The two Deputy Chiefs who report to the Chief of Police each have only two direct reports – one for the core functions of patrol and investigations, and the second for operational and administrative support.
  - The Superintendents’ direct reports range from 3 or 4:1 to 6:1 (Uniform Operations).

This finding calls into question both the number of layers and the number of managers in The Police Service.

- There are many issues pertaining to the functional groupings in the current organizational structure of Winnipeg Police Service, including the following:
  - District operations (i.e., Uniform Operations) are organized separately from the Operational Support functions that augment and supplement them. Typically, these supporting functions (e.g., Canine, Tactical Support, Flight Operations, etc.) are grouped together with ‘patrol’.
  - Emergency communications are usually grouped with ‘technical services’ functions (e.g., information technology) rather than with patrol.

- Investigative-operational groupings in some instances appear to have been made irrespective of the nature and frequency of contact, as well as functional consistency, among units that are assigned. Divisions can have case follow up, proactive and technical support functions (e.g., Division 41 contains Child Abuse, Vice [e.g., sexual predators, gambling] and VICLAS [the Violent Crime Linkage Analysis System] – crime data mining).
- Training and Human Resources are organized under different Superintendents. Training is also under the same Inspector as Accreditation and Research and development, etc.
- The Police Board has only recently been implemented as a result of legislation passed by the Province of Manitoba. While all other major cities in Canada have police boards, their roles vary according to local needs and conditions. In Winnipeg, the Police Board will further develop its roles once it is ‘up and running’.
- Management turnover will present an opportunity to re-examine the structure of management organization.

These issues will be reviewed and analyzed later in this chapter of the report.

First, the project team will examine the structuring of Canadian police services in a comparative context.

#### **4. THE ORGANIZATION OF OTHER POLICE SERVICES IN CANADA.**

The organization of other police services in Central and Western Canada were examined for a number of uses in this study, which for the purposes of this chapter was to understand the organization of functions and management staffing. The following table summarizes this information with descriptive summaries following the table.

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>	<b>Winnipeg</b>
<b>Chief of Police</b>	1	1	1	1	<b>1</b>
<b>Deputy Chief</b>	3	1	2	3	<b>2</b>
<b>Superintendent</b>	6	2	2	5	<b>4</b>
<b>Inspector</b>	27	7	8	22	<b>23</b>
<b>Director (civilian)</b>	Incl. in Supt.	1	4	6	<b>2</b>
<b>Total Sworn</b>	1987	392	496	1327	<b>1415</b>
<b>Total Employees</b>	2708	539	627	1716	<b>1816</b>
<b>Top Mgrs %</b>	1.4%	2.2%	2.7%	2.3%	<b>1.8%</b>
<b>Top Mgr Ratio</b>	1:73	1:45	1:37	1:45	<b>1:57</b>



- Winnipeg, along with Calgary, have the lowest number of top management positions (Inspectors and civilian equivalents), expressed both proportionally and as a percentage of the total number of positions in the force. This is understandable, as larger departments require fewer managers in proportion to the number of staff they manage.
  
- The Calgary Police Service is generally organized as follows:
  - There are three Bureaus: Community Policing, Specialized Investigations and Organizational Support.
  - Under Community Policing are the Field Operations and Field Support divisions.
  - Under Specialized Investigations are the Criminal Operations and Special Investigations divisions.
  - Under Organizational Support, Employee Services, Information and Technology and Infrastructure Services divisions are organized.
  - Reporting directly to the Chief of Police are Legal Services, Professional Standards, Psychological Services, Strategic Services / Planning and Research / Audit / Policies, Public Relations, Emergency Services, Finance / Budget and the Duty Office.
  
- The Regina Police Service is generally organized as follows:
  - Under Operations, Community Services (Patrol) and Criminal Investigations are organized.
  - Under Administration Division are the Human Resources, Financial Services, Evidence and Information Technology divisions, as well as the Fleet and Facilities Division.
  - Reporting directly to the Chief of Police are Legal Services, Professional Standards, Strategic Services / Planning and Research / Policies and Public Relations.
  
- The Saskatoon Police Service is generally organized as follows:
  - There are two Divisions: Operations and Administration.
  - Under Operations are the Patrol, Investigations and Public Affairs divisions.

- Under Administration, the Human Resources, Finance, Records, Technology and Headquarters (Detention, 911, etc.) divisions are organized.
- Reporting directly to the Chief of Police are Legal Services, Professional Standards, Planning and Research.
- The Vancouver Police Department is generally organized as follows:
  - There are three Divisions: Operations, Investigations and Support Services.
  - Under Operations, are the North and South Patrol divisions.
  - Under Investigations are Investigations and Investigative Support.
  - Under Support Services are the divisions of Employee Services, Information Services (which includes 911, court / detention, fleet and facilities) and Financial Services.
  - Reporting directly to the Chief of Police are Planning and Research / Audit and Public Relations.

From the examination of other Central and Western Canadian police services, several findings have emerged:

- No apparent consensus exists regarding police organizational structure in Canada in terms of the way in which core services are organized and led by command staff.
- In most of the surveyed Canadian agencies, spans of control for Chiefs of Police vary by size of agency – between 1:3 and 1:4 in the smaller agencies and around 1:6 to 1:9 in the larger ones, comparable to Winnipeg.
- There are several key community-oriented and internal process functions that are often organized to report directly to the Chief of Police, and is particularly the case in larger agencies. These functions include the following:
  - Community relations.
  - Legal Services.
  - Planning and Research.
  - Professional Standards.

- Administrative services, and especially Finance, even if it is organized as a function within a support bureau or division.
- There are also organizational features which should be reported on comparatively because they are subject to review elsewhere in this report, including:
  - Fleet maintenance (all cities).
  - Facilities maintenance (all cities).
  - Cultural affairs (all cities).
  - Police Historical Services (Calgary).

The project team will take these findings into consideration when developing recommended alternatives to the organizational issues identified in a previous section.

## **5. BY WHAT PRINCIPLES SHOULD THE STRUCTURE OF WINNIPEG'S POLICE SERVICE BE ORGANIZED?**

Any organization, whether law enforcement or not, must balance internal and community needs in order to function at the highest level of efficiency and effectiveness, as they are comprised of human beings who each bring their own strengths and weaknesses into play. Successful law enforcement organizations optimize the management and control of the organization while furthering the goal of providing a high level of service to the community. As a paramilitary organization centered on the concept of security, as well as being a community service, this balance is more difficult than for other types of complex organizations. However, in common with all complex organizations, an analysis of organizational structure needs to focus on functional alignment, spans of control, unit and individual performance criteria. No organization can be effective without some balance in these criteria.

Winnipeg's Police Service is at a crossroads – under new leadership, with new and greater expectations from the community for a more responsive service and from the municipality for a more accountable service, change is an immediate and critical goal. While change does not happen easily in any organization, especially in ones as large and complex as Winnipeg's Police Service, it is nonetheless required for the following reasons:

- A new Chief wants it to change so that it can be more community focused, responsive and proactive while functioning internally at a high level of accountability.
- The community is changing socioeconomically and demographically, and the delivery of law enforcement and related services need to change along with it.
- The City is demanding that all of its municipal functions operate at a peak of efficiency and cost effectiveness. They, too, require higher levels of accountability in the management of services.
- The Province is involved too. Recent legislation focuses on the creation and implementation of a Police Board, providing direct community oversight in a way in which Winnipeg has never had.

Three factors come together as preconditions to change in a large complex organization. These factors are:

- The **leadership** to guide and direct change and provide the message that it is important. In general, but with respect to Winnipeg's unique situation, the leadership factor includes:
  - A change agent.
  - A "Past" that people within the organization want to change from.
  - Organizational acceptance to change and a commitment to it from within – including management and staff.
  - Organizational support external to it (in Winnipeg's case, the City).
  - A degree of control to ensure that change can occur.

Winnipeg's Police Service has the leadership in place to foster change; it also has the support, both internally and externally, to support it in these efforts.

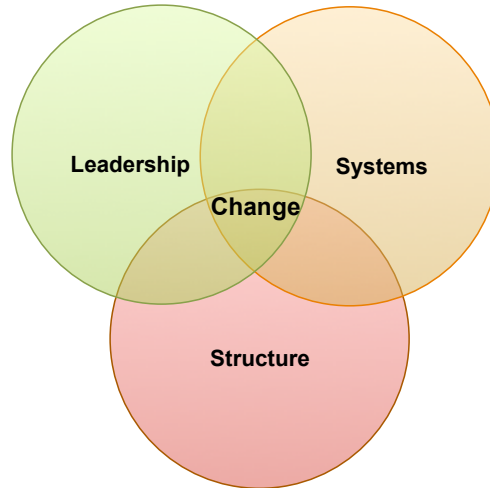
- The **organizational structure** to facilitate change by breaking down functional barriers to the cooperation and coordination of staff and units. The organizational structure factor includes the following:
  - Complementary functions learn to not function within 'silos'.
  - There are mechanisms in place to ensure that there is cooperation and coordination between and among functions in the organization.
  - Organizational levels do not act as a deterrent to change by creating bureaucratic opposition measures that threaten their existence.

There are issues in Winnipeg's Police Service that impede efficient and effective cross-functional operation at both the community service and internal operations levels.

- The **management systems** to support the planning of new and re-oriented services and ability to monitor the direction and achievement of the plan's objectives.
  - There is a plan for where the organization desires to go.
  - The organization is 'self-reflective' in terms of its analytical and management systems in place to make staff accountable for desired performance.
  - There is a performance management system in place to monitor the actions of individuals and functional units in the achievement of planned services.

There are management issues in Winnipeg's Police Service which not only relate to the automated systems in place but in the orientation of managers and supervisors to manage according to data and goals arising analytically rather than from historical practice.

These factors come together as shown in the simple Venn diagram below – each of the three factors described above are the pre-requisites to change.



There are a number of structural, functional and span of control criteria that should be examined in an analysis of the reorganization plan of the Winnipeg Police Service. The following paragraphs provide the project team’s description of these organizational factors for any law enforcement organization:

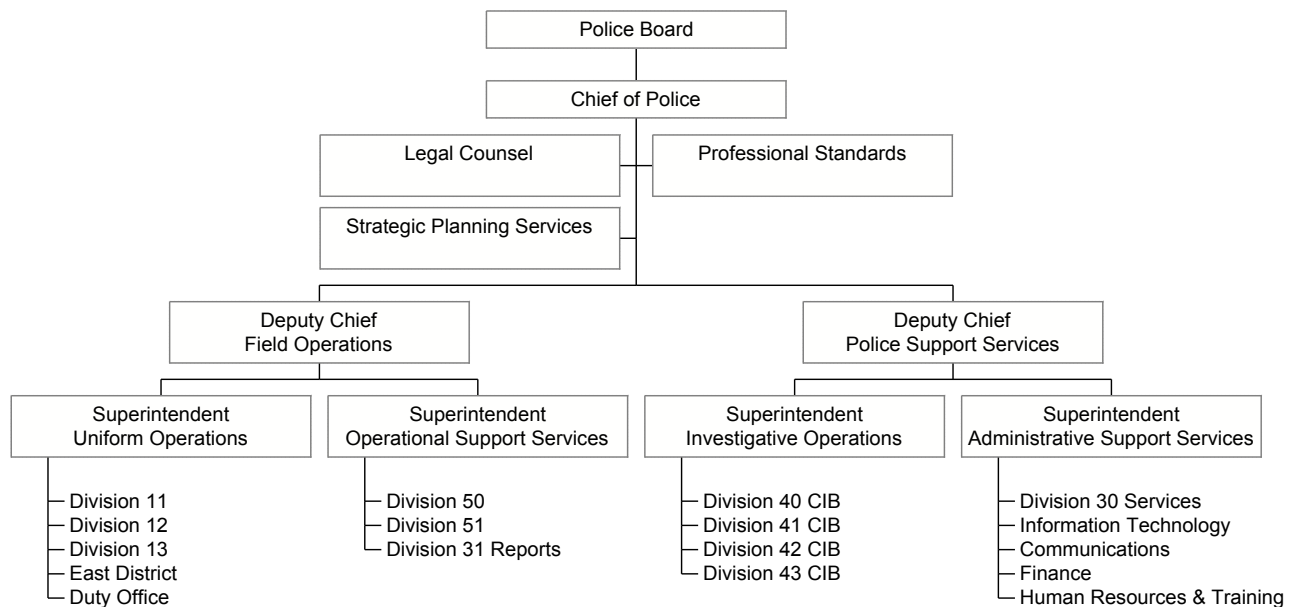
<b>Organizational Criteria</b>	<b>Explanation / Issues</b>	<b>Organizational Examples</b>
<b>Complementarity of Functions</b>	Are functions grouped consistently with periodic interaction, common planning and scheduling approaches, to deliver services that are linked in some way, etc.?	Patrol with patrol support functions; human resources with financial and other administrative support functions.
<b>Degree of Coordination Required</b>	This factor concerns the relationships within units and among units, sections and divisions. Many functions need close or indirect alignment in order to maximize efficiency and/or effectiveness.	Patrol with community policing functions; internal affairs with inspections and policy development related functions.

<b>Organizational Criteria</b>	<b>Explanation / Issues</b>	<b>Organizational Examples</b>
<b>Accountability</b>	Does the organizational structure foster accountability among management and supervisory staff? While this criteria overlaps with the management systems utilized, the organizational structure itself can facilitate or impede the performance of an organization.	Level of command in the organization for important functions and the reporting structure within the Department – internal affairs commanded by a senior staff position; a high level of civilian will manage most administrative functions in the reorganization plan; planning and research brought under the Chief’s Office.
<b>Degree of Organizational Risk</b>	This relates to how much risk a function incurs if an activity is not performed or is otherwise performed poorly. Risk might involve financial or personnel concerns. Generally, higher risk functions are close in contact with top management staff. For example, property and evidence presents a relatively high organizational risk.	Internal affairs, asset seizures, strategic planning, etc.
<b>Degree of Public Scrutiny</b>	This factor is concerned with the degree to which public attention is routinely paid to a given activity. For example, internal affairs is a function whose work results in public scrutiny at some level.	Internal affairs, cultural relations, community policing.
<b>Supervisor and Management Responsibilities</b>	This relates to whether the supervisor is fully devoted to overseeing the primary activities on the function or has been assigned other duties. This results in functional responsibility being placed higher or lower in a management chain.	All functions – are spans of control appropriate for the assigned responsibilities? Has reorganization expanded too greatly the direct management responsibility of the Chief?
<b>Degree of Centralization</b>	The physical dispersal of the function also relates to supervisory and management requirements – the greater the level of decentralization, the greater the number of managers and/or supervisors are generally required.	Field functions are decentralized; command and administrative staff are centralized.
<b>Spans of Control</b>	Within one organizational area, are there similar or varying spans of control among managers and supervisors? Are spans of control for all managers and supervisors manageable?	The Chief’s span of control in Winnipeg is excessive.

The sections that follow provide the project team’s evaluation of the organization of the Winnipeg’s Police Service against these organizational goals and objectives.

**6. A REORGANIZATION OF WINNIPEG POLICE SERVICE SHOULD FOCUS ON ELEVATING RISK FUNCTIONS IMPORTANT TO CHANGE MANAGEMENT AS WELL AS BETTER GROUP COMPLEMENTARY FUNCTIONS.**

The general organization chart, below, provides the outline of a re-organization plan for the Winnipeg Police Service which addresses the issues described in this section of the report.



As a central direction for this report, change needs to start with the Chief’s Office. Currently, the Office of the Chief has organizational top management responsibility for several line operational (especially administrative) functions that should be delegated and overseen by other managers. The Chief of Police in Winnipeg should have the following core functions in the organization:

- Change management
- Management accountability and performance monitoring



- Community relations and interface

To achieve these focuses will require a reorganization of several analytical functions that are currently dispersed throughout the Police Service, as well as the creation of a performance monitoring system – which is lacking at present. The project team recommends the following changes:

- **Create a Strategic Planning Services Unit** reporting to the Chief. The functions currently within Division 32 relating to Strategic Initiatives, Research and Development, Audit and Accreditation should be transferred to the Chief's Office. This unit would continue to be headed by a Staff Sergeant. Reporting directly to the Chief rather than through other management positions would increase its standing in the organization and the diversion to non-organizational prioritized services. Their roles should be focused on the following:
  - Completion of the Updated Police Service Strategic Plan.
  - Development of a Performance Monitoring System for The Plan.
  - Creation of an environment for Uniform Operations and Investigative Operations crime analysts to operate and function within.
  - Development of periodic performance reports for use internally as well as external reports for the community and the Council.
- **Strengthen Diversity Relations by converting a Constable to a Police Sociologist position.** The Diversity Relations unit, currently in Division 51 and responsible for building police / community relations should be transferred to the Strategic Planning Services unit and their charge of building bridges with First Nations people in the community as well as with the many diverse immigrant communities growing in the City. To accomplish this one of the Constable positions should be converted to a “Police Sociologist” position equipped to understand and communicate with both Police Service and these communities.
- **Deputy Chiefs need to be and be seen as ‘change agents’** in the Winnipeg Police Service. Direct day-to-day operations management is the job of Superintendents and Inspectors. Deputy Chiefs’ roles, then, need to be focused on the following:
  - Ensuring that the WPS Strategic Plan initiatives and goals are met.
  - Ensuring that mid managers are accountable for organizational and unit performance targets being met.

- Cross-cutting initiatives and inter-functional cooperation and coordination is fostered.
- Are spokespersons for the Chief.
- ***The WPS Human Resources system would be strengthened through the merger of the wider span of personnel management functions.*** Currently, recruitment, academy and field training, post employment as well as pay, benefit and other issues. Progressive organizations in Canada and the United States have merged the widest possible interpretation of human resource management in order to better control employment issues more consistently. In Winnipeg, organizationally consolidating the following functions would go a long way toward achieving this:
  - Human Resources
  - Training, including officer safety, firearms and video production.
  - Behavioural Health Services.

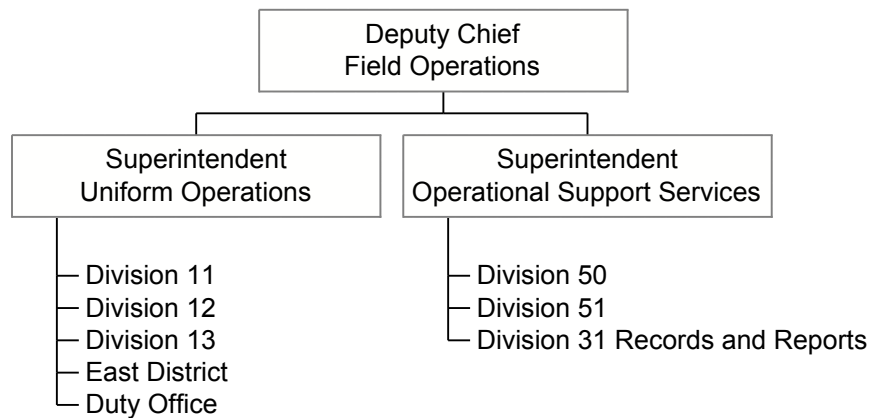
Longer term, WPS should consider merging these functions with Policy and Procedure review and development as well as Professional Standards. With these final pieces the entire spectrum of pre and post employment issues would be located in one part of the organization under a single manager.

As argued elsewhere in this report, the manager for Human Resources should be a civilian. On the next rotation of Human Resources Manager a civilian should be retained who comes from a human resources background and professional training in a police environment. This position is civilianized in Saskatoon and up to a level in Calgary.

- ***All field related functions should be organized under a single Superintendent.*** It is significant that every one of the peer Central and Western Canadian agencies surveyed by the project team have organized field operations (i.e., beat staff) and centralized / specialized field support functions under a single mid-level manager (typically a Superintendent). This is not the case in Winnipeg. Winnipeg Police Service should re-organize field functions to consolidate these functions under a single and the same mid-manager. This would have the effect of:
  - Ensuring the coordination of functions with need to work together in the field seamlessly.
  - Coordinating the development of field and community field services.

- Increasing cross functional cooperation.
- Allowing additional re-organizations as experience is gained (e.g., addressing the organization of selected field support functions such as traffic, canine, etc.).

The revised organizational structure would be as depicted below:



As part of this re-organization the Police Service should consider relocating field reporting and alternative response functions under Field Operations. The rationale for this is clear – to place all community response capabilities under a single command so that one decision about the appropriateness of response can be made. It is important to note that all of the functions within Division 31 are essentially operational support functions.

Finally, emergency communications should be re-organized under a ‘technical services’ set of functions. The Duty Office would remain as essentially the intermediary between field operations and communications.

- ***With the refocus of the Chief’s Office on strategic design, change and accountability an Administrative Support Section should be created with functions not considered operational support plus human resources, information technology and finance.*** The reorganization plan recommended here has argued that several functions in Development Support Services be placed elsewhere in Police Service – Training function under Human resources, Analytical functions under Strategic Planning Services and Division 31 field support functions to Operational Support. A new Administrative Support Section should be created with Division 30 functions (infrastructure management), any remaining Division 31 functions not deemed appropriate to transfer to Field Operations, Human Resources, Information Technology and Finance. The resulting Section would strongly place all administrative support functions in pane part of the organization.

- ***A reorganization of Investigative Services should focus on delineating reactive case handling from proactive investigative and investigative support functions.*** The organization of Investigative Operations is a work in progress in which functions have been moved for span of control, preferential, special problem oriented, and individual manager related. This is not the best for the organization in terms of stability or in terms of fostering coordination and cooperation of functions. As a result, the project team recommends a reorganization which more clearly provides a rationale for organizational placement – namely whether the unit handles follow-up investigations, investigates criminal activity proactively or provides investigative support. These could include the following breakdown:

<b>Investigative Services</b>	<b>Proactive Investigations</b>	<b>Investigative Support</b>
Arson	Green Team	Crime Stoppers
Child Abuse	Integrated Organized Crime TF	Forensics
Cold Case	Integrated Proceeds of Crime	National Weapons Enforcement
Commercial Crime	Integrated Warrant Apprehension	Pawn
Homicide	Intelligence Operations Group	Polygraph
Integr. High Risk Sex Offender	Organized Crime	Secure Operations
Internet Child Exploitation	Street Crime	Surveillance
Missing & Murdered Women's TF	Vice	VICLAS
Major Crimes		
Missing Persons		
Sex Crimes		
Stolen Autos		
Vulnerable Persons		

Two inspectors would divide management for major crime investigations. This reorganization would be accomplished with existing staff and management positions.

All of these recommended organizational changes would be accomplished with existing staff positions. However, the organizational improvements would be significant in terms of the improved ability to coordinate resources, as well as to better focus managers, including the Chief, on the highest priority duties in each area of responsibility. Reorganizing in this way would also address one of the issue areas identified in the Venn diagram as a pre-requisite to change.

***Recommendation: A reorganization of Winnipeg Police Service to better focus the Office of the Chief on performance management and community service, management accountability systems, as well to better align field, investigative and administrative services, would facilitate the design and implementation of change.***

## **7. THE POLICE SERVICE SHOULD CHANGE ITS APPROACH TO ASSIGNMENT TRANSFERS.**

The Winnipeg Police Service has a Transfer, or Rotation, Policy that describes in some detail the qualifications for selected specialty units, the maximum amount of time individuals can remain in a selected assignment specialty, as well as any exceptions or appeal procedures to these limits. In all, the Transfer Policy is 22 pages in length. Key summary characteristics of this policy include:

- It defines each assignment in Police Service in terms of its general or specialized nature.
- It describes the purposes of the policy, which are fourfold:
  - To create opportunities for members to broaden the collective experience of the Service.
  - To ensure experienced members are cycled into an operational capacity to provide leadership to the front line members.
  - To ensure an appropriate work / life balance.
  - To provide breadth of experience for members who move into supervisory positions.
- It spells out conflicts of interest which can create an exception to an assignment; it spells out other exceptions such as what happens with an imminent retirement.
- The process for applying for and selecting people for transfer to specific units, including criteria which are appropriate to each unit and function.
- It describes the rotation period for each assignment in WPS, generally between 3 – 5 years, though there are exceptions for greater length, as well as individual and/or WPS “option years”. There are permanent assignments but those are mostly special cases such as imminent retirement and they are generally in patrol.

Rotation or transfer policies are effective career development tools in a law enforcement agency. They accomplish the following:

- They broaden the career of an individual which can have the positive effect of breaking down barriers to interaction.
- An effective transfer policy can also prepare someone for promotion through appreciation of broader operations.
- Without a transfer or rotation policy it is possible for an individual never to get an opportunity to experience work in perceived desirable assignments or shifts.
- Without a transfer or rotation policy it is possible for an individual to be promoted without ever having the opportunity to work outside of patrol for example.
- An effective transfer policy should allow many individuals to work in assignments in their careers which provide the exposure to the public, analysis, technical areas, policy development, etc.

However, an ineffective transfer or rotation policies can also be a hindrance to an organization for the following reasons:

- Many specialty assignments require extensive specialized training and experience. While pre-qualifications and initial training may provide some of what is required to function at a particular level some assignments may take years to obtain the desired expertise.
- In Winnipeg, many specialized assignments do not have pre-qualifications, initial training requirements or the ability to get someone newly assigned to training for some time.
- It is possible in some units to have virtually the entire team rotating at the same time thereby significantly impacting the unit's effectiveness.
- Many individuals can get an assignment to a function for which they are not a good match – for example the ability to supervise civilians or to truly understand technology.
- On the other hand, it is not desirable or effective to mandate the rotation of someone who is truly effective or effectively matched for a particular job or assignment.
- An effective supervisor may have an assignment in a unit which attracts leading staff candidates. This virtual cycle can be broken with a less desirable transfer.

The project team is not saying that the Police Service is making poor decisions or that individuals transferring to assignments are not qualified. The project team is saying

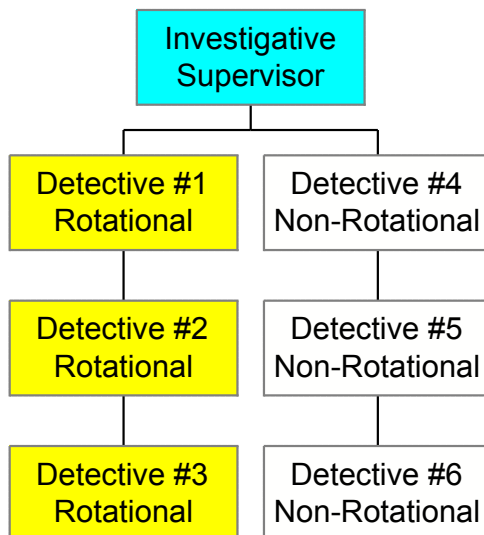
that the rapidity of the targeted rotations are too frequent and work against the ability to establish or maintain unit identity or knowledge.

All law enforcement agencies struggle with this concept and the solution for one agency may not be appropriate for another. In the project team's survey of other Canadian agencies, the following findings were developed:

- Calgary has a comparable and frequent rotation policy to Winnipeg.
- Regina also has a rotation policy though the rotation period is generally longer.
- Neither Saskatoon nor Vancouver have a formal rotation policy in the form that Winnipeg's takes.

Many agencies adopt a rotation or transfer policy that retains the career development advantages of Winnipeg's policy while allowing a degree of specialization to be retained. There are two approaches that other agencies have adopted:

- Increasing the rotation period so that individuals assigned to specialty assignments have additional time to develop the expertise required.
- Developing a hybrid approach in which some individuals in a specialty unit do not rotate or rotate less frequently. This would result in an investigative unit, for example, which had the following staff characteristics:



The project team believes that the hybrid approach is an effective alternative for Winnipeg. As noted above, a hybrid approach retains the goal of career development while also maintaining stability in a specialized unit in terms of expertise. It also has the effect of the following:

- Provides an opportunity to develop a mentoring program, especially in an area such as investigations in which Winnipeg investigators tend to work in teams.
- Enables patrol personnel to experience specialty assignments rapidly in a career and learn from an 'expert'.
- Minimizes the impacts of training on a unit by reducing the amount of new assignee training in a year.

In such a system a non-rotational assignment need not be permanent, perhaps a longer rotation period of twice the existing policy would be appropriate for Winnipeg.

***Recommendation: Revise the transfer policy so that individuals transfer less frequently or develop a 'hybrid' system in which specialty units are comprised of rotational positions and non-rotational positions.***

#### **8. WINNIPEG POLICE SERVICE'S "SPI" OR "COMPSTAT" PROCESS NEEDS GREATER ANALYTICAL DEPTH IN SERVICE COMMITMENT.**

The Winnipeg Police Service uses a process called SPI – "Suppression through Proactive Intelligence-Led Policing" to tie problem analysis to deployments in the field. SPI represents a for of "CompStat" (Computer Statistics) which was introduced in the 1990's by then commissioner William Bratton of the New York City Police Department. CompStat has been recognized as a major innovation in North American policing, including in Canada. Intelligence-led Policing is a newer variation on CompStat being developed by many law enforcement agencies. CompStat and Intelligence-led Policing have been differentially implemented in police agencies. The specific motivations for adopting CompStat also vary across police agencies, but generally its adoption is



strongly related to an agency’s desire to reduce serious crime and increase management control over field operations.

The project team interviewed management staff about the SPI process and observed several SPI meetings that are supposed to be held weekly, but are sometimes cancelled. Weekly meetings promote and provide opportunities for specific focused exchange of information. Although questions tend to be limited, the session provides the staff with a collective view and update of ongoing operational issues.

There were also several issues identified by the project team associated with this process:

**Issues Relating to the SPI Process  
Winnipeg Police Service**

<b>Factor</b>	<b>Description</b>
<b>The District Reporting Process was More “Reactive” than “Proactive”</b>	Reporting by District range from reporting some statistical information to a “quick” analysis of statistics.  It seems that preparation time is limited and focused on “just” trying to understand the statistical increase “or” decrease.
<b>Presentations are “informal”.</b>	There is limited analysis of specific impacts associated with patrol programs / initiatives.  The lack of analysis impacts the insights that staff are able to draw from in the discussion.
<b>Accountability mechanisms are weak.</b>	Statistical discussions do not consistently lead to definable action plans or anticipated or targeted results.
<b>Top command staff attendance</b>	The Chief or Deputy Chiefs do not regularly attend the SPI meetings, which can detract from program commitment.
<b>Time dedicated to the SPI process</b>	Up to two hours in duration there may be insufficient time for substance in the SPI meetings.

Based on a review and assessment of these issues, the project team has identified several changes that should be made to the SPI process to make the process

and the review meetings more useful to Police Service and the City. These improvements are shown below:

- Introduce more formality to the meetings and to presentations.
- Allocate more time. Meetings should be scheduled to be at least two hours in length.
- Assign one staff position from Research and Development to develop information and analysis in support of SPI efforts. This conclusion was reached based on assessment of current workloads versus service priorities.
- Include all District management staff. With more time other District administrators and supervisors could be involved in presentations. This involvement would promote ownership and accountability at the supervisory level and be a good mechanism for career development.
- Increase support for the SPI process, both through its policies and procedures as well as by recognizing its importance to the WPS at the highest levels of the Department.
- Increase the value of the SPI process by developing strategic or tactical action plans that make specific staff accountable for improvements in a realistic time frame.

As a first step, Police Service should contact other law enforcement agencies in Canada to understand their approaches as a way to learn from others who have gone through similar evolutionary processes. Many agencies in the United States have gone through this process and could be contacted as well.

***Recommendation: Improve the SPI process by dedicating more time to substantive issues and action plans as well as making staff more accountable for improvements. Start out by contacting other Canadian Police Services about what they do to make their Compstat processes useful and result-oriented.***

## **9. THE WINNIPEG POLICE SERVICE NEEDS TO OVERHAUL ITS APPROACH TO BASIC PERFORMANCE MANAGEMENT.**

The project team has identified several key themes in our review of management in the Winnipeg Police Service. These include the following central points:

- The Police Service has effectively defined itself, internally and externally, as a police service organization dedicated to providing high levels of service to the community.
- The Police Service appears to do an inconsistent job of communicating internally. Managers are not always visible in the organization to solicit input and provide direction on daily operations and services.
- Although the Police Service has Mission, Vision, and Value Statements, it is generally run using less formal outcome oriented performance indicators. There are very few formally trained analysts found within the Police Service in any capacity. The Service should train and utilize its pool of Cadets to assist with analysis in the Districts and in its headquarters, though this could require a change in their allowable duties. Many have the educational background and their cost justifies this use even if there is higher turnover among cadets because of the intention to become a law enforcement professional.
- The Police Service needs to continue to devote resources and time to the training of its management personnel. There should be ongoing and specific training goals for all managers, goals specific to each position as well as goals for specific individuals.
- The Police Service needs to develop a succession plan that identifies and focuses training and assignments as a way to develop supervisory and management personnel.
- As part of its succession planning efforts Police Service should develop a mentoring program at all levels of the organization.
- Key meetings are not used to produce accountability or to optimize long range, objective-driven performance.
- Accountability is not supported by specific systems or data-driven mechanisms.

The matrix at the conclusion of this chapter provides an analysis of performance versus several key factors, and provides recommendations for addressing identified issues.

**10. MANY OF THE ORGANIZATIONAL AND MANAGEMENT CHANGES RECOMMENDED IN THIS REPORT WILL BE MADE IN CONJUNCTION WITH THE NEW POLICE BOARD.**

Police boards have been established throughout Canada to provide guidance to police administrations, while removing political control. Specific details in the structure and operations of the police boards vary from province to province and benchmarks for comparing one board to another are still being developed. The Police Services Act (*Act*) was introduced in Manitoba in 2009. Through the Act the commission has legislated responsibilities for civilian monitors, consultation with the public on law enforcement and policing matters, providing advice to the Minister of Justice on regulations and police boards. The Act requires all communities in the Province of Manitoba with municipal police services to form boards by the end of December 2012.

In the Province of Manitoba, the roles of a municipality's police board are to provide civilian control over law enforcement, maintain the public peace and prevent crime. The board must provide administrative direction and the organization needs to provide an adequate and effective police service. A board will work with the chief to establish annual priorities and objectives that reflect community needs. The board acts as a liaison between the community and the police and will ensure that police services are delivered in a manner consistent with community needs, values and expectations. Among the mandated roles of the police board in Manitoba are:

- Appoint a chief.
- May appoint police officers or delegate this responsibility to the chief.
- After consulting with the chief, the board must establish priorities and objectives for the police service. The board must develop a multi-year strategic plan.

- Must ensure police services are delivered in a manner consistent with community needs, values and expectations and act as a liaison between the community and the police service.
- Must establish policies for the effective practice of the police service.
- Direct the chief and monitor his performance.
- The police board is responsible for allocating the funds that are provided to the police service under the municipal budget; the police board then must monitor the expenditure of public funds.

Of course this description of roles leaves many of the actual details of how this is accomplished up to the municipality. The Police Board in Winnipeg is just being established – the members have been named and the Board is in the process of hiring an Executive Director and an initial support positions.

In other Central and Western Canadian cities police boards have existed for many years, with Calgary’s going back to 1934. All have common general purposes:

- To provide independent civilian oversight and governance of police services.
- To ensure the delivery of efficient and effective policing in compliance with provincial legislation.
- Vancouver’s Board goes further – to provide oversight into hiring of Police Department personnel as well as post employment issues.
- Calgary actually has two boards with the second providing independent citizen oversight into complaints against police personnel.

The composition of police boards vary tremendously in Central and Western Canada as shown in the table below:

<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>
9 public members 2 municipal	Mayor 2 Councillors 2 citizens	Mayor 2 City Councillors 2 Civilians	Mayor 6 volunteer citizens (5 appointed by Province, 1 appointed by City)

The Winnipeg Police Board will be similarly constituted with mixed representation from elected officials and the public.

The staff of other police boards surveyed also vary with the smaller agencies having an Executive Director and an administrative staff position. The number of staff in Calgary and Vancouver is greater due to their role in personnel and complaint reviews, roles not projected for the Winnipeg Police Board.

The Winnipeg Police Board, once fully established, will have two main sets of roles in its first year:

- As part of its legislative mandate the ongoing evaluation of budget, operations and services.
- As a result of this study, the Winnipeg Police Board will be charged with oversight of the implementation of accepted recommendations made in this report.

The Police Board will work with the Chief of Police on many of the recommendations accepted for implementation by the City, including the following:

- Management changes.
- Organizational changes that do not require budgetary adjustment.
- Organizational and staffing changes requiring budgetary changes after review, acceptance and action by the Executive Policy Committee.

The post study situation should be comprised of the following process and timetable:

- The study and its recommendations will be accepted first by the Police Board and then referred to the Executive Policy Committee for further review and the development of an implementation process. The Chief should develop a response within this process (i.e., before referral to the EPC). This should occur during the summer of 2013.
- The Police Board will review the report and direct staff to develop a response and implementation plan for recommendations. This should occur during the fourth

quarter of 2013. The reviews between the Board and the Chief of Police should occur monthly at meetings prior to the end of the year.

- By the end of the year, then, a final implementation plan should be provided to the City Council by the Police Board and the Police Chief.
- By the beginning of 2014, the Police Board Executive Director should develop a multi-year implementation plan monitoring checklist of dates and key events.
- Beginning in 2014, the Police Board should include an implementation review as part of its monthly meetings. The review should be against the schedule developed for monitoring implementation.

***Recommendation: The Chief and his Executive Team should work with the Police Board and the Executive Policy Committee on an implementation plan and monitoring approach for recommendations made within this report. Monthly Board meetings should include a review of the status of implementation.***

**11. LONGER-TERM THE WINNIPEG POLICE SERVICE SHOULD MORE FULLY INTEGRATE INTO THE CORPORATE SHARED SERVICES MODEL.**

In evaluating the current service delivery approach for selected administrative services, the project team has made recommendations that WPS should develop a long-term plan to transition into the Corporate Shared Services Model for administrative Services. While the project team acknowledges that there are some fundamental differences of opinion between some in the WPS and the City's Corporate structure related to the benefits of the shared services model, transitioning to this model will make integrate the WPS into the same service delivery approach utilized by all other City Departments and enable a greater focus of Police Administration on the provision of core police services rather than administrative functions. The project team notes that the shared services approach with other Canadian Police Services is mixed – it is utilized in some municipalities and not in others.

Given the fundamental shift this represents to WPS operations, the project team recommends that it occur over time and in a phased approach recognizing that the City

may need time to meet the service level goals and responsiveness desired by WPS. In developing this plan, the WPS should establish with the City the following framework:

- An agreement on the levels of service support that will be provided by the City for each of the administrative functions;
- A timeframe for making the transition over several years;
- A priority ranking for transitioning the functions. The project team suggests that the following order may be appropriate for consideration given existing practices and taking into account the magnitude of the change from existing operational approaches:
  - Finance,
  - Maintenance Functions (fleet and janitorial),
  - Human Resources, and
  - Information Technology.
- Specific performance measures should be established to enable both parties to be held accountable for the level of service that is provided for these functions.

Overall, the project team has not identified any unique operational or organizational constraints that prohibit the WPS from participating in and benefiting from the Corporate Shared Services model that has been developed and deployed by the City of Winnipeg.

## **12. REVIEW OF THE CURRENT COLLECTIVE AGREEMENT**

As part of the comprehensive review of the Winnipeg Police Service, the project team was requested to review a variety of areas including:

- Organizational Structure
- Staffing and deployment
- Civilianization
- Shift Scheduling



- Operating policies, procedures and practices.

This review, and the recommended changes contained within this report, is designed to provide the Winnipeg Police Service with alternatives to the existing organizational structure and practices designed to increase performance, efficiency and utilization of resources in providing various police services to the citizens of Winnipeg.

Since the majority of employees within the Winnipeg Police Service are represented by a union and subject to the terms and conditions of a labour agreement, many of the proposed recommendations must be reviewed in conjunction with the terms and conditions, collectively agreed upon between management and labour, and that are contained within the existing collective agreement. Major and significant changes to police operations cannot be implemented, if limited or prohibited by the collective agreement, without discussion and negotiation with the police union. This may impact the timeframes or ability to implement some recommended changes.

A detailed analysis and comparison of the City of Winnipeg's police collective agreement to other Canadian municipalities was conducted by the project team. The review and analysis identified several areas where potential organizational or operational practices were impacted, restricted or prohibited due to terms contained within the existing agreement.

The existing collective agreement places some limitations on the ability of the Winnipeg Police Service administration to directly implement changes related to the following areas, without negotiation and agreement with the Association:

- Civilianization of positions (beyond those outlined in the agreement) including the timing of implementation and the reassignment of affected individuals),
- Changes to work hours, shift schedules, or work schedules,

- Promotional or lateral transfer processes,
- Personnel deployment and use of one (1) and two (2) Officer units,
- Implementation of a vacancy management program to achieve cost reductions by holding positions vacant for periods of time, and
- Changes to the use of the cadet program.

The detailed analysis and comparisons conducted during this analysis are not included within this report due to the confidential nature of the issues addressed and the fact that collective negotiations are currently underway. The analysis has been provided to the City separate from this report. During future negotiations, the WPS should seek modifications through the collective bargaining agreement to address the identified agreement language that imposes limitations on organizational and operational issues.

***Recommendation: Future contract negotiations should strive to address management control issues relating to the utilization of personnel.***

**RECOMMENDED MANAGEMENT PLAN**  
**Winnipeg Police Service**

Issue	Discussion	Recommendation
<p><b>Mission / Leadership</b></p>	<p>The Winnipeg Police Service must identify what it plans to accomplish as a service provider.</p> <p>WPS has a well defined Mission, Vision, and Value Statement that calls for “superior service” and quest to be the “benchmark” of law enforcement organizations.</p>	<p>Following review of the Matrix Consulting Group Report and policy direction from the Chief of Police, the WPS executive team should begin to identify performance measures that are tied to the budget and deal with:</p> <ul style="list-style-type: none"> <li>• Efficiency Indicators</li> <li>• Service Level Indicators</li> <li>• Work Quality Indicators</li> <li>• Program Impact Indicators</li> </ul> <p>WPS executive team should hold an internal retreat to review and modify, if appropriate, the existing Mission, Vision, and Value Statement, and then identify and set short and long-term goals and work plan objectives. These goals and work plan objectives will tie to the budget and will refine internal and community cost, funding and service options.</p>
<p><b>Internal and External Communication</b></p>	<p>The Chief, executive team, and top managers should continue with their communications approaches with the public.</p> <p>Resurrect and utilize an Annual Report as a showcase of Police Service’ service, and achievement of the management of law enforcement and service challenges.</p>	<p>The focus on internal and external visibility and communication should be part of the focused discussion at general weekly executive staff meetings.</p> <p>Divisions should continue with and / or incorporate division staff meetings to assure consistency in communication at all levels of the division, and to assure a collective priority of division goals.</p>

<b>Issue</b>	<b>Discussion</b>	<b>Recommendation</b>
<p><b>Performance Management and Long Range Planning</b></p>	<p>Currently the WPS has Mission, Vision, and Value Statements. Operationally, the organization is generally run using less formal, short-term performance indicators with limited measurability. This has a significant impact on defining externally or internally, organizational success and improvement needs in terms of fiscal planning and management, division / bureau / unit / manager accountability, etc.</p>	<p>The following process is offered as a potential guide for the development of a measurable performance management plan.</p> <ul style="list-style-type: none"> <li>• Defining what the WPS wants to accomplish. Review of the Mission statement, priorities of the community / Council, creating specific goals and quantifiable objectives, and work plans fulfilling that Mission statement.</li> <li>• Planning and scheduling resources to meet established WPS work plan. The application of resources so that objectives are met.</li> <li>• Monitoring progress toward meeting established work plan objectives. Measures that are reviewed on a regular basis (at least monthly) collectively by the executive staff ensure that planning and scheduling of resources actually is effective in meeting organizational objectives. On-going review additionally offers opportunity for evaluation of the impact on work plans associated with unforeseen emerging issues.</li> <li>• Reconciling results with goals and work plans. Since many goals and associated work plans are set on an annual basis, some form of final year-end reconciliation should be made between established objectives and accomplished results. This provides an objective assessment of progress and accountability for the Chief of Police, City Management, the Council and Community.</li> <li>• As part of this process the Strategic Plan Update should be completed.</li> </ul>

<b>Issue</b>	<b>Discussion</b>	<b>Recommendation</b>
<p><b>Accountability Mechanisms</b></p>	<p>Currently, there are few formal accountability mechanisms in place for either line or management personnel in terms of operational initiatives.</p> <p>The lack of specific measurable and prioritized performance measures for goals, objectives and work plans makes it difficult to objectively judge division, unit or WPS performance and therefore to hold supervisors and managers accountable.</p>	<p>Winnipeg Police Service is in transition with organization performance measures. A series of formal performance measures should be developed. These measures should be such that they can be easily tracked and evaluated.</p> <p>As goals and associated work plans become more refined, certain management meetings should be shifted in focus to address areas which fail to meet expectations.</p> <p>Performance measure goals should become an element of the personal performance review process.</p>

### **3. ANALYSIS OF UNIFORM OPERATIONS**

This chapter provides information about General Patrol, the largest work group in Uniform Operations. The work units in Uniform Operations include General Patrol, the Community Support Unit, the District Detectives (the Back Office), the Duty Office and Communications.

The first section in this chapter provides an overview and context for the analysis and evaluation of Uniform Operations.

#### **1. EVALUATION OF THE ORGANIZATION, MANAGEMENT AND SUPERVISION OF GENERAL PATROL.**

To begin this study the project team conducted interviews of General Patrol management staff and all rank levels and work units and also of some WPS members who had been recently assigned to Uniform Operations. A common theme was repeated in the interviews that somehow WPS as an organization has lost focus and “lost its way” as an organization, meaning that the primary service provided to the community – response and professional handling of community generated calls – has become a secondary or tertiary focus of the Service. Many personnel believe the Service is not organized and coordinated to facilitate the effective delivery of services but to serve different “needs” that have been identified over the years. These changes have resulted in the Service being broken up into “silos” that are no longer coordinated internally and do not make efficient use of WPS staff. Reasons given for these perceptions and beliefs include 1) that General Patrol is commonly “raided” for members selected to vacant specialty positions and that vacancies in General Patrol are commonly delayed in being transferred out of specialty positions to return to

General Patrol; 2) when General Patrol Constables are off on long term injury leave there is no one to replace them and GP runs short on personnel, sometimes requiring OT to replace them to meet the minimum staffing of 27 cars in the City; and 3) the perceived low level of General Patrol staffing is evidenced by the sometimes long call “queue” holding time on busy days for Priority 3 calls for service (e.g. a domestic violence or a fight call) and that units from District 2 and District 4 are commonly assigned to handle calls in Districts 1 and 3 as all of their units are busy with other calls.

Other concerns and issues mentioned include the multi-year digression of the role of Patrol Sergeant and Sergeant in the supervision and oversight of the Constables assigned to them. One example of this is regarding review and approval of reports written by Constables. Several years ago the Direct Voice Entry (DVE) Unit was established (staffed with civilian personnel) to improve the accuracy of the information details that was being entered into reports and into the WPS computer systems. These information details included items such as ensuring that the same spelling and formatting of the name(s) of involved parties are used, ensuring correct formatting of the address location, etc. Additionally, the Central Reading Unit was established (staffed with senior Constables) to review all of the reports written by Constables for completeness and quality. The DVE Unit has a valid quality control function that eliminates duplicate information from being entered into the Police Service computer systems. However, the Central Reading Unit has become a substitute for supervisory review of reports and today, typically neither the Patrol Sergeant nor the Sergeant read the reports that Constables write unless they are questioned about the report or it is returned to them by the Central Reading Unit.

Another example given is that the District Sergeant and Patrol Sergeant are not routinely consulted or notified if one or more of the Constable cars are assigned to handle a call in another District. Additionally, most of the General Patrol Constables do not know the boundaries of their assigned Patrol Unit Area (which is their radio call sign) and have not been trained that they have responsibility for a geographical area – this is because in Districts 2 and 4 it is common for Constables to spend many hours during the week responding to calls in District 1 or 3 (the frequency of Constables handling calls in other Districts is analyzed later in this report).

These are all legitimate areas of concern. One of the most significant issues mentioned is supervisory review of reports. It is important for supervisors to review all written work produced by the Constables and also know where they are and what they are doing at all times during the shift. It appears that WPS has done a disservice to General Patrol supervisors by not requiring supervisory approval of reports written by Constables. However, supervisors are not prohibited from reviewing the work of their Constables and they should routinely review all reports for thoroughness of the preliminary investigation, quality of documenting what was done at the scene and also to use it as a vehicle to evaluate training needs. The Central Reading Unit should be disbanded and their review of reports should be returned to Patrol Sergeants and Sergeants. WPS management should require supervisory review of all written reports before the report is submitted. Failure to require supervisory review is allowing supervisors to ignore an important duty and also diminishes their role in the organization. The Unit can be disbanded immediately, allowing a reasonable amount of time to transition this role to General Patrol. To assist the General Patrol Sergeants and



Patrol Sergeants in assuming this responsibility, one Constable Reader or Patrol Sergeant should be assigned to the District 1 and District 3 for one year to assist these Districts through the transition to reviewing all reports. (This can be done without additional cost, as the elimination of 14 of the 18 positions in the Central Reading Unit has been recommended in the Development Support Services chapter of this report). This person will initially review reports but primarily work with the District 1 and 3 staff to provide needed training and assistance for them to conduct the review of the reports written by their employees. This process should take no longer than one year and the assistance should not be needed in the other two Districts as the workload is less and existing staff should be able to handle this transition process without additional staff. These positions will provide reasonable assistance for the busier Districts during the transition period, but may be phased out sooner or retained longer as necessary.

Communications or the Duty Office should routinely consult or notify with the appropriate District Sergeant when a General Patrol unit is assigned to handle a call in another District.

Additionally, all Constables should learn the boundaries of each District and the Patrol Unit Areas in the Field Training Program or when they are transferred to a new District. Geographical knowledge of the City is basic information every Constable should know. It is a positive step for management and supervisors to begin to teach Constables the organization of General Patrol, the Districts and their radio call signs.

Sergeants and Patrol Sergeants should also be actively involved in managing all activities in the field and the work of Constables at calls for service, when completing paperwork and when time is available for proactive patrol. It is important for supervisors

to have clear responsibility for and manage the personnel assigned to them. The organization must support a more clearly defined role with the structure, authority and guidance that properly trains supervisors for a more clearly defined and important role in the organization. The managers must ensure that supervisors are properly trained and also formally accountable for accomplishing these tasks.

Other recommendations relating to General Patrol include the re-assignment of personnel that are performing General Patrol functions – such as the Service Centre (front counter) staff and the Report Car staff. Currently both of these units are assigned to Division 31 but they are providing services directly in support of District personnel and it is more appropriate for them to be assigned to the District Division. There is not a staffing impact to this recommendation, only a transfer to the Uniform Operations chain of command. The Alternate Phone Response (APR) Unit should remain but some changes should be made to increase the percentage of calls diverted from General Patrol response – will be addressed in detail in the Communications Centre section later in this report.

The Cadets perform an important support function to General Patrol and should be assigned to the appropriate District Division but should remain a centralized unit to ensure the core mission of the Cadet program is not compromised and that necessary training and exposure to a variety of assignments within WPS occurs.

As discussed in an earlier section of this report, each District should have a crime analyst assigned and be able to use the analyst for District needs but Crime Analysis should remain a centralized function to ensure coordination that it meets the needs of all of WPS. It is also reasonable to increase the administrative support staff from one to

three positions in each District to provide the necessary support services required for the Inspector, Community Support Unit and Back Office Detectives.

With the re-organization of currently assigned functions to the District Divisions it will require additional administrative oversight and work to ensure that operations are properly administered. One full-time Administrative Sergeant (in addition to the Community Support Sergeant) in each District is reasonably required to provide appropriate support to the Inspector and the Staff Sergeant.

The intention of these recommended changes is to focus service delivery to the community and accountability for the service delivery in the Districts rather than in a collection of work units that report to various supervisors and managers. To do this it is necessary to provide sufficient staffing, supervision, support services and oversight to ensure that the best possible services are provided. A similar emphasis will be presented later in this report regarding the Community Support Unit and the resources that are needed to provide focused and appropriate services to the community.

***Recommendations:***

***WPS management should require a Patrol Sergeant or Sergeant review of all written reports before they are submitted.***

***General Patrol field supervisors should be trained and held accountable to actively manage all activities on their shift, specifically the work of Constables at calls for service, completing reports, handling prisoners, and the available time for proactive patrol.***

***The Central Reading Unit should be disbanded; General Patrol Sergeants and Patrol Sergeants should be responsible for report review functions. A Constable Reader or Patrol Sergeant should be assigned to District 1 and District 3 for one year to assist in the transition process. This can be done without additional cost, as the elimination of 14 of the 18 Central Reader Unit positions is recommended (through attrition). Salary and benefits cost per Constable Reader is approximately \$122,204; salary and benefits cost per Patrol Sergeant is approximately \$123,268.***

***Service Centre personnel (currently in Division 31) should be re-assigned to the appropriate District Division chain of command.***

***The personnel assigned to the Report Cars (currently in Division 31) should be re-assigned to appropriate District Division chain of command.***

***An appropriate number of Cadets should be assigned on a rotating basis to the appropriate District Division chain of command but overall management of the Cadets and their functions should remain centralized.***

***A full-time crime analyst should be assigned to the District Division chain of command but overall management of the Crime Analysts and crime analysis functions should be centralized. Salary and benefits cost per Analyst is approximately \$99,081.***

***Two additional full-time civilian administrative support positions should be staffed in each District Division; these positions should also be utilized to provide clerical support to the Community Support Unit and the Back Office. Salary and benefits cost per position is approximately \$59,430.***

***In addition to a Staff Sergeant in each District an Administrative Sergeant should be assigned full-time (separate from the Community Support Sergeant). Salary and benefits cost per Patrol Sergeant is approximately \$123,268.***

## **2. GENERAL PATROL SHIFT OPERATIONS, STAFFING AND WORKLOAD.**

General Patrol is divided into four Divisions (11, 12, 13 and 14) which work out of four District facilities in Winnipeg. District 1 is generally the downtown area and the smallest land area of the Districts; District 2 encompasses the southwestern portion of Winnipeg; District 3 is the northern portion of the City and District 4, also referred to as the East District, takes in the area east of the Red River. This Chapter provides the current General Patrol staffing level in each District, a detailed analysis of the 2012 workload and the staffing required to respond to calls for service, and also provide “proactive” patrol services to the community. The following information was obtained through interviews with WPS personnel, electronic data from the CAD (Computer Aided

Dispatch) and RMS (Records Management System) as well as any relevant documents associated with patrol (i.e., statistical reports, training records, leave time records, etc.).

The project team collected information regarding the WPS workload activities relating to field patrol personnel (i.e., regular Patrol Constables and Patrol Sergeants). Specifically, this involved the raw data set that captured all dispatch communication activity for the Winnipeg Police Service in calendar year (CY) 2012 and included the following types of information:

- Call or Event Number
- Date and Time Call was Received
- Location of Call
- Type of Call
- Priority of Call
- Time of Unit(s) Dispatch
- Time of Unit(s) In-route
- Time of the Primary Unit On-Scene Arrival
- Time of Other Unit(s) On-Scene Arrival
- Time of Unit(s) Clearance
- Beat Unit Identifiers (e.g., unit numbers) for responding unit

This information serves as the context for analyzing patrol's staffing needs and estimating workload activity, including the identification of community-generated calls for service, as well as Constable initiated activity. This summary description of WPS patrol services is organized as follows:

- Deployment of Constables and Patrol Sergeants in the Four Districts (as of May 2013)

- General Patrol Constable Authorized (Budgeted) Staffing
- General Patrol Constable Leave Hours and Net Available Hours (Actual Work Hours)
- Total Calls for Service Handled and Types of Calls Received
- Calls for Service Handled by Priority
- Calls for Service Call Processing, General Patrol Response and Handling Time
- “Back-up” Constables Handling Time for Calls for Service
- Constable Initiated Activity and Handling Time
- “Back-up” Constable(s) Time to Assist the Initiating Constable

The first section provides the current patrol unit deployment, showing by time of day the number of patrol units scheduled.

**(1) Winnipeg Police Service Patrol Schedule and Constable Deployment.**

Patrol Constables, Patrol Sergeants and Sergeants in the Winnipeg Police Service typically work ten hour shifts to provide 24/7 coverage. The six General Patrol Platoons regularly rotate days off and shifts. Patrol Sergeants and Constables work the following schedule:

- Day Shift
- Afternoon Shift
- Night Shift

The shifts have a 30 minute overlap to allow for a 15-30 minute briefing for the on-coming shift and there is a five hour overlap in the late evening/early morning hours. The Department uses a “team concept” where general Patrol personnel on the same Platoon with the same people every day. Two Patrol Sergeants are deployed on every

shift for supervision but may handle calls for service as the primary unit as needed but their primary role is as a supervisor.

The total Winnipeg Police Service staffing complement assigned to the four Districts in Uniform Operations totals approximately 730 sworn and 6 civilian staff that serve a population of approximately 663,000 people. It is interesting to note from the survey of other police agencies in Canada that Vancouver, B.C., a similar sized city with just over 600,000 population has a sworn staff of 832 sworn and 34 civilians assigned to field operations; and Calgary, at just under 1.1 million population has a field services staff of 1,515 (66 are civilian positions).

The tables on the following pages show the combined authorized (budgeted) average staffing level for Winnipeg in each of the four Districts for each hour of the day. Patrol Sergeants are included with Constables in the tables to show field staffing of all General Patrol response personnel. The actual number of staff actually assigned to General Patrol can vary within each District, as the Inspector may choose to assign Constable(s) to the Community Support Unit, Detectives or Traffic enforcement for all or part of a year, depending on the needs within the District. The project team used the number of Constables assigned to the General Patrol Platoons as of April 21, 2013 to calculate the average hourly authorized staffing – a total of 48 Patrol Sergeants and 473 Constables Citywide (including those on temporary assignments in other units):

- **District 1** – 12 Patrol Sergeants, 131 Constables (A1-22, A2-21, A3-21, B1-22, B2-22, B3-23)
- **District 2** – 12 Patrol Sergeants, 121 Constables (A1-20, A2-20, A3-19, B1-21, B2-21, B3-21)
- **District 3** – 12 Patrol Sergeants, 110 Constables (A1-18, A2-18, A3-19, B1-18, B2-19, B3-18)

- **District 4** – 12 Patrol Sergeants, 111 Constables (A1-18, A2-18, A3-19, B1-18, B2-20, B3-18)

The “authorized” staffing tables showing the deployment of personnel 24/7 were provided to the Police Service. General Patrol minimum staffing is 27 cars in the City, each with 2 Constables; each District has a required number of cars that District must staff 24/7: 7 cars in Districts 1, 2 and 4 and six cars in District 3. If insufficient personnel are on duty to staff the cars then OT will be used to maintain the 27 cars citywide – this does not occur very frequently.

**(2) Leave Hours for General Patrol Staff.**

An employee is scheduled to work 2080 hours in a year (208 ten hour shifts). The total number of hours actually worked on their patrol shift is reduced by leave hours used, in-service training and other assigned tasks. The project team used personnel leave data obtained from WPS to determine the number of leave hours for General Patrol (GP) personnel for calendar year 2012. The following table shows the number of leave hours by category taken by Patrol Sergeants and Constables assigned to General Patrol in 2012.

<b>Type of Leave</b>	<b>Leave Hours</b>
Sick	32,070
Medical Appointment	141
Injured on Duty	4,063
Discretionary	5,771
Vacation	75,746
Other: Bereavement, Marriage, Pro Rata, Holiday, Time Off in Lieu of OT (for Extra Duty, Holiday, Training)	110,756
<b>Total Leave Hours</b>	<b>228,546</b>
<b>Average Leave Hours / General Patrol Employee<sup>2</sup></b>	<b>406</b>

<sup>2</sup> Average leave usage hours was calculated, using data provided by WPS, by dividing leave hours, “scheduled” work hours, and the number of Patrol Sergeants and Constables assigned to General Patrol in 2012 (increased by an estimated factor of 10% to account for transfers in/out of GP during the year)



Constables also work “backfill overtime” to replace other officers to fill in for officers who are off sick, on vacation, etc. In 2012 this amounted to an average of only 7 hours per GP assigned employee. This is not a significant amount of backfill OT hours and reflects the fact that when a Constable was off on leave in 2012 it was rare that he/she was replaced on overtime.

Constables also perform a variety of administrative tasks during their work shifts – such as shift briefing, meal breaks, meetings with their supervisor or other Constables during the shift, etc. The project team used an estimated average of 1 hour, 15 minutes per shift for these “administrative” tasks.

The following table summarizes the estimated availability of police officer after deducting leave hours, training hours and the hours spent on administrative tasks during their shift.

<b>Leaves, Training and Staff Availability for 2012</b>	<b>Work Hours</b>	<b>Percent</b>
<b>Total Paid Annual Work Hours</b>	<b>2,080</b>	
Average Leave Usage	406	
Estimated Training Hours (on duty)	30	
<b>Total Unavailable Hours</b>	<b>436</b>	
<b>GP Staff Net Work Hours (Present at Work)</b>	<b>1,644</b>	<b>79.0%</b>
Add Average Hours of Backfill OT / Constable	7	
<b>GP Staff Net Work Hours with OT</b>	<b>1,651</b>	<b>79.4%</b>
Administrative Time (75 Min. x 163 Shifts)	206	
<b>Average GP Staff Availability for Field Work</b>	<b>1,439</b>	<b>69.2%</b>

The following points summarize the data above:

- Patrol Sergeants and Constables averaged 406 hours of leave usage for 2012. This includes time off for vacation, on duty injury, sick, discretionary, “pro rata”, “hours in lieu time off”, extra duty leave and other types of leave.etc.

The leave hours for General Patrol staff is significantly higher than the 250 – 300 hour range the typically seen in other Police Service studies conducted by the project team.

The hours away from work has a direct impact in reducing the service level that WPS is able to provide to the community and increases the cost to provide police services as more staff are required to replace those off on leave. This is a significant cost item for WPS and management should establish a working committee to review in detail the leave usage of all employees and evaluate ways to reduce the number of leave hours used. The current leave usage short term target of 350 hours annually for all leaves, except training, is a reasonable goal. Specifically, reduction in the number of hours in the “other” leave hours category should be the focus for this reduction as it accounts for the largest percentage of leave hours used.

- An estimated average of 30 training hours “on duty” as part of their 2080 straight time hours – either as part of their regular work schedule or adjusted straight time schedule. The exact number of on duty training hours is not specifically tracked but the hours were estimated by staff in the Training Unit.
- This equates to a total of 1,644 hours, or 79% of the time that a Patrol Sergeant or Constable is present at work and working a shift.
- “Backfill OT” on Patrol is necessary to replace Constables who are on leave or not working their shift. This OT in 2012 equaled an average of only 7 hours per employee assigned to General Patrol; these hours were added as additional work hours to show the average actual GP staffing level.
- During the work shift Constables attend briefing, take meal breaks, meet with their supervisor or other employees, re-fuel and check their vehicle, and perform a variety of other tasks. This is defined as “administrative time” and is estimated at 75 minutes per shift. Note that a Patrol Constable is almost always available to respond to urgent or emergency calls when performing administrative tasks.

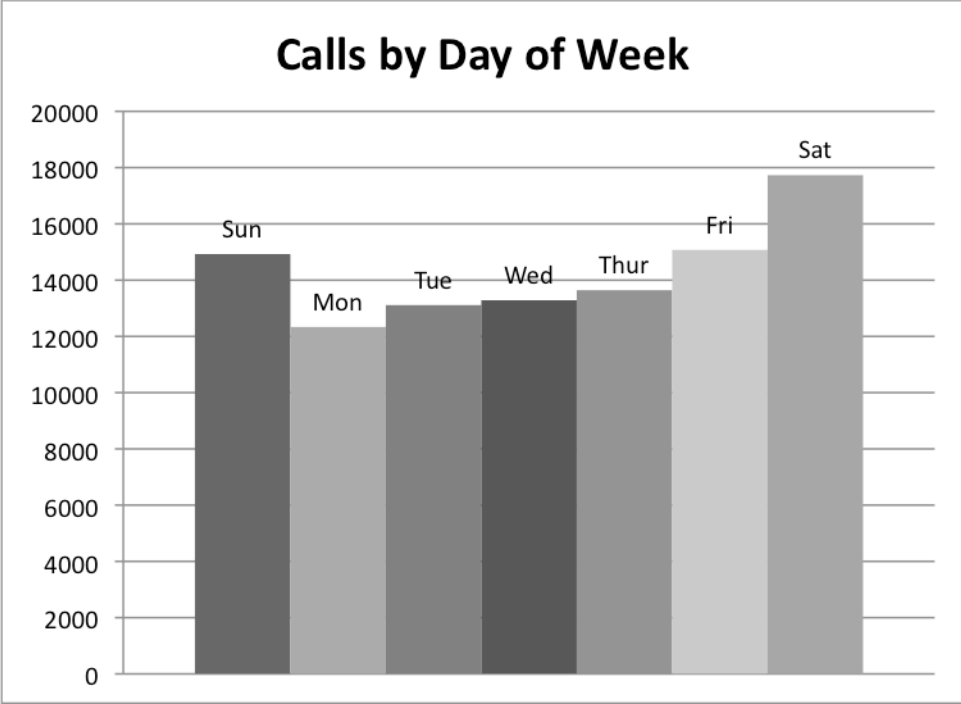
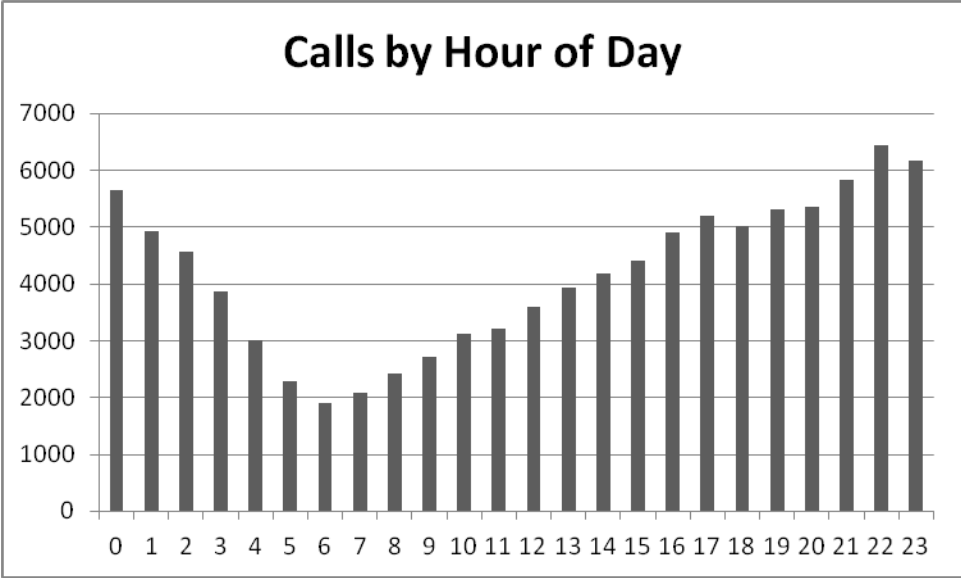
In summary, a Winnipeg Patrol Constable is available at work for approximately 1,651 hours per year (net work hours) or 79% of their paid hours in 2012. The actual time spent responding to calls for service and providing other patrol services, after deducting the time routinely spent on administrative tasks, is approximately 1,439 hours annually. A Patrol Sergeant typically spends most of the shift in the field but because of their routine administrative and supervisory tasks on some days they may spend some hours of their shift in the District Headquarters and will spend more time on these tasks than Constables.

The project team used the above leave data to calculate the average actual on duty staffing in 2012 and provided it to the Police Service. The actual staffing level is always lower than the authorized level due to employees off on leave or at a training assignment.

***Recommendation: Management should establish a working committee to review leave usage and evaluate ways to reduce the number of hours employees are away from work (not including training hours) to 350 hours annually.***

### **(3) Calls for Service Workload.**

The project team obtained the raw data from the CAD system data for all of the responses to the calls for service for calendar year 2012. WPS General Patrol responded to a total of 100,103 unique community generated calls for service (CFS) for the year. The graphs and tables on the following pages show a depiction of the total number of community generated calls for service in Winnipeg by time of day and day of week for 2012 and also a breakdown by each of the four Districts (District 2 and District 6 calls were combined to show the total for the new District 2 geographical area). The project team defined a community generated call for service as a call where at least one sworn unit provided the primary response to an incident. It does not include the incidents of Constable initiated activity (shown later in this report).



**Community Generated Calls for Service by Day & Hour – Citywide**

<b>Hour</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>	<b>Total</b>
<b>0000</b>	1118	613	622	633	693	732	1233	5,644
<b>0100</b>	1091	447	546	496	595	652	1101	4,928
<b>0200</b>	1000	344	486	481	528	596	1127	4,562
<b>0300</b>	828	307	384	432	464	536	922	3,873
<b>0400</b>	619	230	306	324	361	411	760	3,011
<b>0500</b>	433	167	242	257	268	330	587	2,284
<b>0600</b>	332	179	209	208	267	271	440	1,906
<b>0700</b>	324	200	249	277	300	311	419	2,080
<b>0800</b>	326	300	333	329	370	381	389	2,428
<b>0900</b>	332	365	404	391	413	429	376	2,710
<b>1000</b>	408	431	428	484	431	454	485	3,121
<b>1100</b>	412	443	472	461	468	437	511	3,204
<b>1200</b>	457	487	530	504	518	554	551	3,601
<b>1300</b>	521	608	521	579	580	539	580	3,928
<b>1400</b>	585	585	611	584	571	613	640	4,189
<b>1500</b>	527	644	618	670	589	649	703	4,400
<b>1600</b>	627	661	751	685	703	767	704	4,898
<b>1700</b>	673	744	747	708	736	783	798	5,189
<b>1800</b>	631	695	723	776	718	733	743	5,019
<b>1900</b>	708	750	743	738	769	779	830	5,317
<b>2000</b>	751	773	752	793	757	762	769	5,357
<b>2100</b>	749	784	796	821	806	964	913	5,833
<b>2200</b>	772	817	869	846	890	1216	1036	6,446
<b>2300</b>	701	762	770	807	847	1173	1115	6,175
<b>Total</b>	<b>14,925</b>	<b>12,336</b>	<b>13,112</b>	<b>13,284</b>	<b>13,642</b>	<b>15,072</b>	<b>17,732</b>	<b>100,103</b>
<b>Ave/day</b>	287	237	252	255	262	290	341	274

The WPS responded to 100,103 community generated calls for service, approximately 274 per day, where a General Patrol unit provided the primary response. The busiest days of the week were Friday, Saturday and Sunday with an average of 290, 341 and 287 CFS per day respectively. Of the total number of calls responded to by General Patrol, 28% occurred during the day (0800-1600), 44% occurred during the afternoon/evening hours (1600-midnight) and 28% occurred during the nighttime hours (midnight – 0800).

The table below shows the most common types of calls for service during 2012:

<b>Type of Call in Winnipeg</b>	<b># of Calls</b>	<b>% of Total</b>
Domestic Disturbance	13,901	13.9%
Wellbeing Check	9,565	9.6%
Disturbance	7,458	7.5%
Assault	5,168	5.2%
Suspicious Person/Vehicle	4,929	4.9%
Family Trouble	4,442	4.4%
Medical	3,507	3.5%
Threats	3,201	3.2%
Suicide Threat	3,088	3.1%
Check Welfare - 911 Hang-up	2,564	2.6%
Missing Person Assist	2,403	2.4%
Traffic	2,241	2.2%
Fight	2,214	2.2%
Breaking & Entering Residential	1,985	2.0%
Fire	1,955	2.0%
All Other Calls for Service	31,482	31.4%
<b>Total</b>	<b>100,103</b>	<b>100.0%</b>

The “other” types of calls include noise complaints, distress alarms, warrant service, impaired driver, robbery of a person, breach of the peace, motor vehicle collision, shoplifter, assisting another police agency, etc. As shown above, the 15 most frequent calls for service account for 68,621 calls, almost 69% of the total number of calls during the year.

The overall call for service workload for 2012 was distributed as follows in each of the four Districts:

- District 1 – 28,819 (28.8%)
- District 2 – 23,325 (23.3%)
- District 3 – 25,628 (25.6%)
- District 4 – 23,331 (22.3%)

The hourly distribution of calls for service and the most frequent types of calls in each District is similar to the City-wide totals; a breakdown of calls for service and the top 10 calls by each District is provided in Appendix A at the end of this Chapter.

One of the concerns brought up to the project team was the number of times that Units from other Districts (typically District 2 or District 4) are assigned to handle calls in other Districts (typically District 1 or District 3). An analysis of the call for service data showed that in 2012 District 1 received the most assistance from other District Units.

- District 1 – 2,371 calls (8.2%) were handled by other District Units
- District 2 – 422 calls (1.8%) were handled by other District Units
- District 3 – 584 calls (2.3%) were handled by other District Units
- District 4 – 150 calls (0.6%) were handled by other District Units

These numbers are for the calls where another District's car handled the call as the primary unit (first to arrive on scene); it does not include the number of times that a District car received backup assistance from a unit outside of the District. This volume of calls is not significant but it should be regularly reviewed; if outside assistance to District 1 increases then one car from another District (probably District 2) should be considered for re-deployment to District 1.

WPS assigns calls for service by ten Priority types and the highest Priority calls for service are assigned first. The following table shows the breakdown by priority of the type of call for service.

- **Priority 0** – A major incident, imminent life or bodily injury threat to an officer
- **Priority 1** – Life danger to a person
- **Priority 2** – Impending danger to a person
- **Priority 3** – Urgent, threat to a person
- **Priority 4** – Urgent, threat to property
- **Priority 5** – Non urgent, person involved
- **Priority 6** – Non urgent, property involved

- **Priority 7** – Low risk
- **Priority 8** – Phone response
- **Priority 9** – Planned response

The table below shows the 2012 calls by Priority type.

<b>CFS Priority</b>	<b>Number</b>	<b>% of Total</b>
<b>0</b>	73	0.1%
<b>1</b>	45	0.04%
<b>2</b>	8,702	8.7%
<b>3</b>	63,719	63.7%
<b>4</b>	7,093	7.1%
<b>5</b>	14,478	14.5%
<b>6</b>	1,867	1.9%
<b>7</b>	3,580	3.6%
<b>8</b>	104	0.1%
<b>9</b>	442	0.4%
<b>Total</b>	<b>100,103</b>	<b>100.0%</b>

As shown above, just over 100 calls for service in CY 2012 were Priority 0 and 1 calls – emergency assistance for an officer or serious danger to person. Just under 9% were Priority 2, impending danger to a person. However, almost 64% of all calls were classified as Priority 3 – urgent, threat to a person. The number of Priority 3 calls should be reduced, as the high volume of one call type indicates that it is the “default” call classification for the Call Taker in the Communications Centre. It is clear from WPS personnel interviewed that WPS does not want to “under-classify” an incident being reported that would unintentionally result in a longer response time and possible injury to one of the persons involved in the incident. However, there are different possible interpretations of what “urgent” and “threat” mean in the definition of Priority 3. – There is not any qualification listed regarding the term “threat”, which likely results in minor or casual threats being included in this call type with very serious threats. No police



agency can provide a timely response to so many high priority calls, such as “Priority 3” calls during the busiest times of the day – it likely results in some truly urgent Priority 3 calls receiving a slower response time and other Priority 3 calls that really are not “urgent” incidents receiving a faster response time. The following revisions to the Priority calls 2 – 4 are listed as examples of changes that could be made to the call Priority definitions (other lower priority number will need to be adjusted).

Priority 2 (example): Immediate and impending danger to a person – active fighting between people, or an immediate and serious threat of death has been made against a person present.

Priority 3 (example): Urgent – personal conflict, physical contact or very minor physical contact made, but threat of death made

Priority 4 (example): Urgent – personal conflict; no physical contact made, but very serious threats of injury or threat of death was made to a person present.

These changes would provide greater clarity to the Call Taker when classifying an incident being reported and would provide Dispatchers, field supervisors and the Duty Office a greater ability to triage true emergency and urgent calls for service. If changes are made to the Priority classification system training will need to be provided to Call Takers, Dispatchers and sworn personnel.

There were a total of 104 calls initially classified as Priority 8 calls (Phone Response); only 85 calls listed Priority 8 as the final priority. The Alternate Phone Response Unit that initiates contact and takes reports over the phone does not use this call Priority – none of the 3,987 calls this unit handled were classified as Priority 8, they were classified as the type of incident the person was reporting (e.g., threat to property, threat to a person, low risk). The Priority 8 call type should be eliminated as it is not used and does not reflect the type of incident being reported. The same logic is true for

the Priority 9 call type, Planned Response, except that this Priority is being used – over 86% of the 5,630 calls handled by the Report Cars had the initial classification of Priority 9 and over 96% had the final priority listed as Priority 9. However, this is an improper use of Priority 9 as the Priority type of the call listed in the CAD system should reflect the type of incident rather than the type of response to the incident (almost all would be Priority 5 – 7). Both of these Priority types should be eliminated. To track calls for service that are designated to be handled at a later time (i.e., a planned response) a call Priority of “PR” could be used as the “initial” Priority but it should always be changed to the actual type of incident handled.

***Recommendations:***

***Review the definitions of “person” related call Priorities and make changes that will provide clearer definitions for these priorities and better classification of the type of incident being reported.***

***Eliminate Priority 8 (Phone Response) and Priority 9 (Planned Response) as Priority call types.***

**(4) Average Times for Response and Handling of Calls for Service in 2012.**

The response to and handling of community generated calls for service is one of the primary tasks of any municipal police agency and one that frequently is the subject of inquiry from city leaders and members of the community. The project team calculated the average times using all of the calls for service reported to the Winnipeg Police Service in 2012. Calculations were made on a General Patrol “Unit” basis (a two Constable car).

The following table shows three individual time components and two overall time components for a community generated call for service:

- Call processing and call “queue” time – from the time the call was received in the Communications Centre until a WPS unit is dispatched.
- Travel time – from the time the call was dispatched to an officer until the arrival of the first police unit (the difference between the “dispatch time” and the “on scene time” for the first arriving unit).
- Call “response” time – the call process time + travel time. This is the time citizens are most often interested in – from the time they call 9-1-1 until an officer arrives at the scene of the reported incident.
- On scene time – from the time of arrival to the time the officer cleared the call.
- Call handling time – the total of the travel time and on scene time.

The times are shown for the different types of priority calls for service and the overall total for all calls for service Citywide (per call handling “unit”).

**Winnipeg PS Response Times – City Total**

Priority Type	Number of CFS	Call Processing	Travel	Response Time	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
0	73	1.2	5.4	6.5	150.8	156.2	190
1	45	18.0	7.4	25.4	107.6	115.0	86
2	8,702	3.4	5.3	8.7	112.0	117.3	17,018
3	63,719	27.5	11.6	39.1	101.2	112.7	119,736
4	7,093	33.1	11.4	44.5	99.3	110.7	13,091
5	14,478	55.8	18.0	73.8	113.4	131.4	31,705
6	1,867	44.7	16.0	60.7	96.2	112.2	3,492
7	3,580	56.4	14.9	71.3	79.8	94.7	5,648
8	104	24.2	11.9	36.1	125.3	137.2	238
9	442	71.6	17.7	89.3	95.3	112.9	832
<b>All</b>	<b>100,103</b>	<b>30.1</b>	<b>12.1</b>	<b>42.2</b>	<b>102.9</b>	<b>115.0</b>	<b>192,035</b>

As shown above, the average “Call Processing” time for Priority 0 calls is 1.2 minutes and the average “Travel” time is 5.4 minutes; the call processing time for Priority 1 calls calculated at 18.0 minutes – a very high number that is not believable as Priority 1 calls are true emergency calls where the Communications Call Taker and Dispatcher obtain the necessary information quickly and then immediately dispatch one or more units to the incident, while obtaining additional information and updates from

the reporting party. These types of calls would not be put into the queue do to the emergency nature of the incident. This long call processing time number indicates that the time stamps for these incidents are not correct and/or the data is flawed in some other way. Additionally, Priority 2 calls calculated at 3.4 minutes of processing time, which is still a significant amount of time for these important calls and should be closely evaluated regularly to determine the reason for this relatively long call processing time (which also includes the “queue” time). The call processing/queue time for Priority 3 calls is fairly long at 27.5 minutes and over the last several years has been a priority for WPS to reduce (e.g. the Alternative Police Response initiative) and get officers free to respond to these calls more quickly.

It is possible, and even likely, that the Communications Centre currently is processing emergency and urgent calls and dispatching them, or having them ready to dispatch, faster than the call processing times calculated from the CAD data. An average annual call processing time of one minute or less for emergency and urgent calls for service is a reasonable goal to establish and one that the WPS Communications Centre may, in reality, already meet. The project team’s site visit to the WPS Communications Centre showed that the established process for receiving incoming 9-1-1 and other calls is a reasonable and effective process, designed to quickly process the emergency and urgent calls. This issue will be addressed in detail, along with other call for service CAD data, later in this report.

The average travel times of 5.4, 7.4 and 5.3 minutes to Priority 0, 1 and 2 calls are reasonable and primarily indicate the distance that units must travel to arrive at the scene of the incident. The travel times for other calls are reasonable and not as critical

since they are lower priority incidents. The Police Service overall average travel time of 12.1 minutes to all calls is a good average time.

The 'on scene' time for all types of incidents is unexpectedly higher when compared to the times seen in other police studies conducted by the project team. An average of 30-40 minutes per call is most often seen and rarely does the 'on scene' average exceed 50 minutes. Additionally, in most studies the police agency staffs one person patrol units, however in Winnipeg most of the patrol units are two person units where one might reasonably expect the "on scene" time to be lower than that of an agency where the primary handling units are one person cars. The two person units result in the net staff time double that of a one person unit but is not the reason for the high "on scene" time as the calculations were made on a per unit basis, not a per Constable basis. One of the reasons that contributes to a higher than average 'on scene' time is that in Winnipeg it is common practice for Constables to maintain a CAD status of 'on scene' even when they have left the incident location to go to write the report, book a prisoner into jail or come to the District Headquarters. The average 'on scene' time is not accurate and will be addressed in more detail later in this report.

Overall, the total "call handling time" for the primary WPS unit was 192,035 work hours in 2012. This work hour total was adjusted (lowered) to account for the two person General Patrol units that handle approximately 90% of all calls for service in Winnipeg.

The following table shows the percentage of all calls for service in Winnipeg that were responded to within various time ranges.

CFS by Priority Type	Travel Time in Minutes – City Total					Total #	Total %
	0:00–4:59	5:00–6:59	7:00–9:59	Above 10:00	No Time Stamps		
0	35	19	10	5	4	73	0.07%
1	23	6	3	10	3	45	0.04%
2	5,141	1,401	1,110	905	145	8,702	8.7%
3	18,703	8,837	10,491	22,372	3,316	63,719	63.7%
4	2,341	947	1,062	2,231	512	7093	7.1%
5	2,147	1,397	2,004	7,416	1,514	14,478	14.5%
6	338	179	240	903	207	1,867	1.9%
7	667	384	475	1,470	584	3,580	3.6%
8	26	7	11	21	39	104	0.1%
9	71	31	54	179	107	442	0.4%
<b>Total</b>	<b>29,492</b>	<b>13,208</b>	<b>15,460</b>	<b>35,512</b>	<b>6,431</b>	<b>100,103</b>	<b>100%</b>
<b>% of CFS</b>	<b>29.5%</b>	<b>13.2%</b>	<b>15.4%</b>	<b>35.5%</b>	<b>6.4%</b>	<b>100.0%</b>	

The times listed above were separated by the Priority types used by WPS. The calls listed as “no time stamps” are the calls that either a dispatch time or an arrival time was not listed in the CAD record. The most common reason for this is that Constables who are dispatched to a call but cancelled while “in route” to the call will, appropriately, not have an “arrival” time stamp entered for his/her response. There are also additional reasons for missing CAD data that include Constable, Dispatcher or equipment error in not recording it.

The most important calls handled by WPS are the Priority 0, 1 and 2 calls and special attention should be given to the handling of these types of calls. The table below shows the call average processing and travel time, and the second table shows the travel time increments.

Priority Type	Number of CFS	Call Processing	Travel	Response Time
0	24	1.3	7.1	8.5
1	5	13.6	11.8	25.4
2	1,718	2.9	7.3	10.2

Priority Type	Travel Time 0:00–4:59	Travel Time 5:00–6:59	Travel Time 7:00–9:59	Travel Time 10:00+	No Time Stamps	Total #
0	35	19	10	5	4	73
1	23	6	3	10	3	45
2	5,141	1,401	1,110	905	145	8,702

The Service should evaluate these critical calls and determine ways to reduce the response time. WPS should establish a call processing time performance measure of 1 minute or less and a travel time goal of 7 minutes or less for these calls.

**Recommendations:**

***Annually review the number of community generated calls for service from the CAD data to determine the trend in community generated workload and the distribution of call for service workload in each District.***

***Establish a “call processing time” goal of 1 minute or less for Priority 0, Priority 1 and Priority 2 calls for service (not including ‘queue’ time).***

***Establish a goal of responding to 90% of Priority 0, Priority 1 and Priority 2 calls for service in 7 minutes or less of travel time.***

**(5) Constable “Back-Up” Time to Assist the Primary Unit.**

Constables also respond as backup units to assist the primary officer on many calls for service. In Winnipeg 56.5% of all calls (56,530 calls) resulted in one or more Constable Units responding to back-up the primary officer. This percentage is within the 40%-60% range commonly seen in other Police Service studies conducted by the project team.

The following table shows the number of incidents by Priority and the response times associated with the back-up units’ responses.

**Back-up Units – All City**

Priority Type	Number of CFS	Travel	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
0	383	5.0	59.5	64.5	411
1	171	4.3	100.4	104.8	299
2	24,511	4.4	59.7	64.2	26,206
3	71,252	11.6	49.9	61.5	73,067
4	9,120	10.3	43.5	53.9	8,190
5	12,288	26.4	42.3	68.6	14,057
6	1,366	21.9	41.0	62.9	1,432
7	3,493	17.7	87.0	104.8	6,099
8	55	15.9	121.5	137.4	126
9	1,027	29.3	23.4	52.7	902
<b>All</b>	<b>123,666</b>	<b>11.7</b>	<b>51.8</b>	<b>63.5</b>	<b>130,789</b>

Constables made a total of 123,666 responses in a back-up officers in 2012, this totaled slightly under 131,000 work hours.

Tables are provided in Appendix A for the back-up Units calls and times in each of the four Districts.

**(6) Constable Initiated Incidents and the Time Spent on these Incidents as Documented in the CAD Record.**

In addition to responding to community generated calls for service, General Patrol Constables and Patrol Sergeants engage in a number of officer initiated activities during their work hours, such as traffic stops, pedestrian stops, investigations, reports, security checks, etc. The number of Constable initiated activities was determined by identifying the number of self-initiated events from the CAD record – a total of 57,053 in 2012. The table below shows a graphical depiction by hour and day.



**Constable Initiated Activity – Citywide**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	510	430	559	451	603	462	460	3,475
0100	408	390	583	393	608	374	416	3,172
0200	299	281	247	220	272	235	283	1,837
0300	152	155	150	132	173	139	175	1,076
0400	113	170	160	168	144	148	141	1,044
0500	111	200	170	163	158	151	119	1,072
0600	102	293	230	225	188	186	82	1,306
0700	245	378	383	456	405	434	261	2,562
0800	249	425	483	487	473	481	288	2,886
0900	273	470	389	525	479	495	292	2,923
1000	293	334	373	421	364	449	298	2,532
1100	287	421	345	425	364	418	283	2,543
1200	232	313	312	340	290	379	247	2,113
1300	240	314	295	367	284	350	235	2,085
1400	285	346	370	394	334	401	296	2,426
1500	385	380	467	427	504	425	317	2,905
1600	308	320	324	321	321	311	251	2,156
1700	440	423	407	389	398	398	368	2,823
1800	306	358	330	328	394	358	355	2,429
1900	279	355	320	326	362	376	267	2,285
2000	291	326	326	302	313	329	300	2,187
2100	286	293	312	315	312	308	268	2,094
2200	451	541	509	517	515	471	482	3,486
2300	500	545	516	546	495	479	555	3,636
<b>Total</b>	<b>7,045</b>	<b>8,461</b>	<b>8,560</b>	<b>8,638</b>	<b>8,753</b>	<b>8,557</b>	<b>7,039</b>	<b>57,053</b>
<b>Ave/day</b>	135	163	165	166	168	165	135	156

As shown above, Patrol Sergeants and Constables initiated 57,053 on-view incidents, an average of 157 events per day. In comparison, the Vancouver Police Department initiated 35,513 incidents and the Calgary Police Service initiated 48,896 incidents (and the Calgary Police Service is twice the size of the Winnipeg Police Service).

The most frequent events were vehicle stops but also included pedestrian stops, investigations, special attention directed patrols (SPAT), various “Beat” and “Service” incidents. This number does not include other various tasks listed in CAD such as

“administrative”, “court”, “repair”, “off air” or “training” tasks. There were 1,131 incidents that did not list a District location so cannot be included in the individual District tables that follow.

The following table shows the 10 most frequent Constable initiated incidents.

**Constable Initiated Incidents – City Total**

Type of Incident	Number	Percent
Traffic Stop	15,408	27.0%
Investigation	12,322	21.6%
Special Patrol (SPAT)	4,824	8.5%
Report	3,066	5.4%
Beat	2,859	5.0%
Traffic	1,855	3.3%
IPDA (Intoxicated Person)	1,766	3.1%
SPI Hotspot	1,701	3.0%
Subject Stop	1,487	2.6%
Suspicious Person	1,197	2.1%
All Other Incidents	10,568	18.5%
<b>Total</b>	<b>57,053</b>	<b>100.0%</b>

Traffic related incidents accounted for almost 17,000 events, over 30% the total number of Constable initiated incidents. The CAD data showed the average time that the initiating Constable spent at each incident averaged 79.5 minutes, for a total of 75,627 hours. Additionally, one or more “back-up” units assisted the initiating Constable at 9,574, or 16.8% of the incidents. General Patrol made a total of 16,999 “back-up” responses to assist other Constables at these incidents during the year – the backup units unit spent average of 64.6 minutes for each back-up incident, a total of 20,199 hours, and an overall total of 95,826 staff hours. Both the initiating unit time and back-up unit time calculated from the CAD record are very high and inaccurate; this issue and the possible reasons for it will be further discussed later in this report.

This number of Constable initiated incidents is 57% of the number of community generated calls for service which is within the range of Constable initiated incidents commonly seen by the project team in other police studies. It indicates that Constables have a reasonable amount of time available during their shift to conduct proactive enforcement activities – incidents resulting from directed patrol (e.g. SPAT, SPI Hotspots) and random incidents that occur during the shift. Planned patrol activities during “proactive time” is a very good use of General Patrol resources and one indicator that Sergeants and Patrol Sergeants are managing field activities. These types of planned activities need continual updating as crime trends, types and locations of incidents are constantly changing.

***Recommendation: Manage General Patrol Constables’ proactive time with planned activities resulting from regularly updated crime trend information (i.e., SPI data and information); make proactive patrol assignments based on this information to address community, quality of life and crime issues in Winnipeg.***

### **3. PATROL FIELD SERVICES PRINCIPLES AND BEST PRACTICES.**

The orientation toward the provision of field patrol services in municipal law enforcement agencies has changed and evolved over the last 60 years. The historic law enforcement approach to field services involved a Police Constable who walked a particular beat or neighborhood. A traditional beat officer knew people in the area and was in a position to know potential problems before they occurred, or likely suspects for crimes committed on the Constable’s beat. As cities grew and metropolitan areas spread the motorized officer became the normal transportation mode to respond to calls for service. The Police Service’s focus changed to one of responding quickly (i.e., in a patrol car) to all types of calls in a wider geographic area and overall, fewer officers assigned to foot or vehicle patrol duties. At the same time, society at large and city

residents developed rising expectations of the services that would be provided by the Police Service, such as increased focus on domestic violence crimes and youth crimes. Over time these factors resulted in a beat officer having less local neighborhood knowledge and less frequent contact with the residents in his/her service area but with a higher expectations among the general public that the Police Service could address and solve neighborhood crime and quality of life problems.

Initiatives over the last four decades have attempted to once again provide policing services more tangible to the community. This law enforcement focus has been under the general umbrella of “community policing” – a return to providing a wide range of services identified by citizens and more frequent contact with Constables and more proactive law enforcement in neighborhoods and schools. The project team supports local community policing efforts, especially ones that involve Patrol personnel when they have uncommitted “pro-active” time during their shift. These efforts should also involve the active participation of supervisors, managers and other specialty units (e.g. the Community Support Unit and School Resource Officers).

Over the course of several hundred Police Service studies the Matrix Consulting Group has developed a list of key elements in the effective provision of field patrol services in a community, including the responsibility of Constables to be proactive during their shifts (to identify and resolve problems) and not just reactive in handling calls for service. These general policing elements are summarized on the next several pages.

<b>Management Task</b>	<b>Comments</b>
<b>Reactive Patrol Requirements</b>	<p>The primary mission of any law enforcement field patrol force. Responding to citizen requests (or calls) for service is the most critical element of successful patrol services.</p> <p>As staffing allows, the Service should have clearly defined areas of responsibility (beats).</p> <p>The Service should have clearly defined response policies in place; including prioritization of calls, response time targets for each priority and supervisor on scene policies.</p> <p>This reactive workload should make up between 50% and 70% of each Constable’s net available time per shift (on average). This includes time to write reports, transport and book prisoners.</p>
<b>Proactive Patrol Requirements</b>	<p>“Proactive time” is defined as all other activity not in response to a citizen generated call; it occurs during the shift when Constables are not handling calls and have completed other necessary tasks; it includes items such as traffic enforcement, directed patrol, bike and foot patrol. It is also sometimes referred to as “uncommitted” time but that is somewhat of a misnomer as it only means “not committed to handling community generated calls for service”.</p> <p>The Service should have clearly defined uses for “proactive time” – i.e. Constables should know what they are expected to do with their time when not responding to calls for service. This may include targeted preventive patrol for general visibility, traffic enforcement, developing relationships with members of the community, visiting schools or parks.</p> <p>The proactive element of field patrol should make up between 30% and 50% of an Constable’s day (on average).</p> <p>Research and experience has shown the 30% – 50% range to be reasonable “proactive time” levels:</p> <p>Less than 30-35% “proactive time” available to Constables typically does not allow for sufficient “bundling” of available time – time comes in intervals too short to be effectively utilized by law enforcement personnel for meaningful activity.</p> <p>“Proactive time” of more than 50% results in less efficient use of Constable resources as it is difficult to have sufficient meaningful work tasks and manage personnel whose time is so heavily weighted toward proactive activities.</p> <p>Some exceptions to this latter concern are units which are dedicated to handle certain types of activity, e.g., traffic enforcement units, School Resource Officers, etc. However, it should be noted that the Constables assigned to these units should respond to any call for service when needed/required.</p> <p>A level of 50% “proactive time” or higher is typically seen in smaller suburban or rural communities; a level of 30-40% is more common in larger cities.</p>

<b>Management Task</b>	<b>Comments</b>
<b>Problem Identification and Resolution</b>	<p>Effective proactive patrol for municipal law enforcement requires the rapid identification of problems and issues, the development of an action plan to address issues as they arise, implementation of the potential solution and regular evaluations to determine if the approach successfully addressed the issue.</p> <p>This approach should be used on criminal, traffic and other quality of life problems reported to the Service or discovered by Constables during the course of their patrol duties.</p> <p>Constables have the primary role in accomplishing proactive tasks, field projects (e.g. Problem Oriented Policing), etc.</p> <p>Formal and informal mechanisms for capturing and evaluating information should be used. This should be primarily handled by Constables and supervisors, but managers must also have involvement and oversight.</p>
<b>Management of Patrol Resources</b>	<p>Patrol supervisors and managers must take an active role in management of patrol. This includes developing and utilizing management reports that accurately depict the activity, response times to calls for service and the variety of current issues and problems being handled by patrol units.</p> <p>Resources must be geared to address actual workload and issues. This includes ensuring that patrol staffing is matched to workload, that patrol beats or sectors are designed to provide an even distribution of workload.</p> <p>This also includes matching resources to address issues in a proactive manner. This may include shifting beats to free staff to handle special assignments, assigning Constables to targeted patrols, assigning traffic enforcement issues, etc.</p> <p>Staffing should be related to providing effective field response to calls for service, provision of proactive activity and ensuring Constable and the safety of members of the public.</p> <p>Supervisors should be both an immediate resource to field Constables (for advice, training, back-up, inter-personal skills) and field managers (handling basic administrative functions).</p>
<b>Measurement of Success and Performance</b>	<p>Data should be used to plan and manage work in Patrol and other field work units.</p> <p>Effective field patrol should be measured in multiple ways to ensure that the Service is successful in handling multiple tasks or functions. Examples of effective performance measurement include: response time, time on scene, number of calls handled by an Constable, back-up rate, citations/warnings issued, and the overall level of crime and clearance rate.</p> <p>Managers and supervisors should track and review performance measures on a regular basis to know what level of service is being provided to the community and for use as one of the tools to ensure that services are effective and efficient.</p>

The matrix above summarizes the basic elements of an effective and modern patrol service in a community, providing both reactive field services (response to

community generated calls for service) and proactive work by Constables assigned to Uniform Operations. During these times of limited or decreasing budgetary resources it becomes critically important for managers of the patrol function to make the best use of Constable's time to provide effective policing and meeting expectations of the community.

The key elements identified above in the effective provision of field patrol services in a community are summarized below:

- Effective municipal law enforcement requires a field patrol force, which is designed and managed to be flexible in providing both reactive and proactive response to law enforcement issues in the community.
- This requires that the Service balance personnel, resources and time to handle both of these types of law enforcement. Between 50% and 70% of the time in a community should be spent handling all of the elements of reactive patrol. The remaining 30% to 50% should be spent specific proactive patrol activities, other self initiated tasks or community policing activities. A lower percentage of proactive time is reasonable when the agency has other work units (e.g. the Community Support Unit) that also conduct targeted proactive activities.
- When a Constable has a block time available (e.g. during a slow day) the activities planned/conducted during this time should be part of a Patrol plan and not left unstructured and random. Effectively addressing issues in the community requires tasks be accomplished as part of a plan – addressing specific problems in pre-determined ways. The plans should be overseen by management but planned and accomplished at the Constable/Sergeant or “squad” level.
- Any effective proactive approach to patrol requires that information be managed formally and that a formal effort be put into evaluating that information. This evaluation should lead to specific actions to address issues/problems in a community. In addition, attempts to address problems should be evaluated formally to determine if the efforts made have been effective.

These basic elements represent the essential ingredients of effective and efficient municipal field law enforcement in Canada in the 21<sup>st</sup> century. Establishing a patrol pro-activity target is important for effective management and planning of a patrol operations force.

An additional facet of proactive Patrol activity is accountability of Constables and Patrol Sergeants in making good use of “proactive time”. Sergeants and Constables on a shift should be involved in determining individual productivity goals, receive regular feedback from their supervisor, and measure accomplishment of those goals throughout the year is a reasonable element in the Service’s accountability system. As part of this system supervisors should be provided regular (i.e., monthly) statistical reports showing individual Constable’s productivity, such as reports written, investigations conducted, arrests made, field contacts (e.g., vehicle and pedestrian stops), citations or warnings issued, and number of calls for service handled. This information can and should be part of the information used by the supervisor to evaluate a Constable’s overall performance for the month and year.

#### **4. FACTORS FOR CONSIDERATIONS WHEN ESTABLISHING GENERAL PATROL STAFFING.**

There are many factors to consider in establishing patrol staffing levels. The project team uses an analytical approach to determine the staffing level required in a community such as Winnipeg. The approach is characterized by several key factors that provide the basis for objective evaluation of a Police Service’s patrol force:

- Staffing should be examined based on the ability of current staff to handle the calls for service generated by the community (and the related work such as report writing and processing arrestees); as well as providing sufficient time for proactive activities such as directed patrol, traffic enforcement and addressing on-going issues/problems in a neighborhood.
- Staffing is dependent on the time officers are actually available to perform the work required of the patrol function. In this evaluation, leave hours usage and time dedicated to administrative functions are examined.
- Policy is made by selecting a level of “proactive time”, or uncommitted, time that is deemed to be appropriate for the community – this can be established by the Chief, Chief Administrative Officer, and/or elected officials. In the case of



Winnipeg, the project team recommends a target of an overall average of 40% “proactive time” that will enable Patrol Constables to handle the community generated calls for service effectively and efficiently, engage in a variety of targeted patrol activities (ability varies depending on time of day), and provide for safety of officers.

- The project team’s analysis does not include the utilization of ratios such as “officers per thousand” because they do not account for the unique characteristics of communities (e.g. demographics, workload, unique community needs, deployment, etc.). Although these ratios are interesting, they do not provide a comprehensive measure of staffing needs for a specific community, nor should policy makers use them as a basis to make decisions regarding patrol staffing. The Project team’s approach is supported by the International Association of Chiefs of Police (IACP) that view ‘officer per thousand’ ratios as “totally inappropriate as a basis for staffing decisions”.

There are other significant factors for policy makers to consider when determining staffing levels. These factors include, but are not limited to, the following:

- The type, severity and volume of crime in a community.
- The ability of the Police Service to meet response time goals to calls for service and solve crime (taken as a performance measure and not as a crime prevention/reduction measure).
- The level of Police Service involvement in providing non-traditional police services such as neighborhood problem solving, graffiti removal, community meetings and events and teaching/role modeling in the schools.
- The level of proactive efforts such as traffic safety and parking enforcement, narcotics enforcement, enforcement of vice crimes such as prostitution and liquor laws.
- Providing for basic officer safety and risk management of a patrol force. In some police agencies, the “proactive time” level may not be the primary measure to determine the minimum number of Patrol Constable positions needed – it may be driven by officer safety concerns. For example, a staffing level needed to meet basic officer safety concerns, may result in a “proactive time” level that is above 50% for a portion of the day.

The above factors should be used by policy makers in determining appropriate staffing levels for all functions within the Police Service. The goal of a patrol staffing analysis is to ensure sufficient patrol resources on duty 24 hours a day providing a high

level of service to the community. The ability of the Police Service to do this depends on knowing and evaluating the community demand workload – the number of community generated calls for service, reports and bookings of arrested persons. These are the factors used by the project team to evaluate the number of patrol officers needed in a community to achieve a Patrol Constable staffing level that will provide the level of pro-activity that is desired by a community.

**(1) Data Used to Conduct Staffing Calculations.**

The Project team calculates “proactive time” in law enforcement agencies using a mixture of known data combined with several assumptions. The table below provides a brief description of the basis for this calculation for the City of Winnipeg.

<b>Reactive Factor in Calculation of “Proactive Time”</b>	<b>Summary Discussion</b>
<b>Calls for Service</b>	Actual call data obtained from the WPS CAD system allowed the project team to determine the number of community generated calls for service (reactive time of Patrol Constables).
<b>Call Handling Time</b>	Generally, an overall average call handling time of 30-40 minutes is needed to efficiently and effectively handle a community generated call for service. The handling time includes a Constable’s travel time and on-scene time (not including report writing time). A handling time that is higher than 40 minutes may indicate that report writing time is being included, that Patrol Constables may not be timely in processing calls for service or possible errors in the CAD data. A handling time lower than 30 minutes indicates Patrol Constables may not be providing an appropriate amount of attention to all calls for service.
<b>Back-Up Frequency / Number of Units per Call</b>	An average of 1.4 – 1.6 patrol units responding to handle a community generated call for service.
<b>Duration of Time On-Scene by Back-Up</b>	An average of 75% (or less) of the primary/initial unit’s handling time is not excessive (Service policy/practice may impact this time factor).

<b>Reactive Factor in Calculation of “Proactive Time”</b>	<b>Summary Discussion</b>
<b>Number of Reports</b>	This number is based on the number of community-generated calls for service. For most incidents requiring a report the Constable will gather preliminary information while on-scene handling the call and spend additional time later in the shift, at the end of the shift or the next day. The project team’s experience with other municipal law enforcement has found that some type of report is written to document the incident on approximately 1/3 of the community generated calls for service.
<b>Time to Complete a Report</b>	An average of 45 minutes is used to determine the time required for completing incident reports resulting from a call for service or self-initiated activity – 45 minutes is a reasonable average time to use for all reports written by a Constable in a year. This time is included as part of reactive workload time. The actual report writing time typically is not captured by the CAD system, which is the case for the WPS.
<b>Time to Complete an Arrest</b>	An average of the actual time it takes for an Constable to book an arrestee at the PD or a nearby jail facility. This time is included as part of reactive workload time. The project team used an average of 1.5 hours per arrest, to account for the additional travel and processing time required to book a prisoner into the jail.
<b>Available Time of Constables / Constables on Duty</b>	This number used in the calculations is the average number of all leave hours (e.g. vacation, sick, long term disability, military) used by Patrol Constables deducted from the total paid hours in a year (2,080) to obtain the actual hours that an Constable is working.
<b>Availability of Supervisors to Handle Field Workloads</b>	The staffing needs analysis determines the appropriate number of Constables needed to handle the community generated calls for service. Sergeants are not included as primary responders to calls for service. This is appropriate as Sergeants should primarily be responsible for supervision, oversight and other tasks; not primarily used for response to calls for service.

Using this data and targets, the project team can then calculate the current “proactive time” and also a range of “proactive times” that policy makers may want to have as a desired goal. The approach used by the project team provides managers

and policy makers with an easily understood measure of the capability of the patrol workforce to provide proactive law enforcement (the time left over once calls for service and related workload, and administrative tasks have been handled). The detailed calculations of overall Patrol Constable committed time for various hours of the day is provided later in this report.

Using this method avoids the significant problems in other comparative staffing models (e.g., “officers per thousand” ratio mentioned above) that do not take into consideration the workload for Patrol Constables that is generated by a community being served by the law enforcement agency. This approach also provides a methodology that can easily keep pace with future growth that takes place in the city (by factoring in a percentage growth in call for service demand). Finally, this approach allows managers/policy makers to select a “proactive time” target that is desired (e.g., 40% “proactive time” level), and then basing total patrol staffing on a combination of the work that *must* be done (i.e., community generated calls for service) with the “proactive time” level that is desired. Here is a recap of the model’s use and key analytical points:

- The model makes specific provision for “proactive time” targets.
- The model can be used at any level of detail, (i.e., staffing levels can be calculated for specific times of day or for specific geographical areas).
- The model uses commonly available data:
  - Gross and net officer availability hours (“proactive time”).
    - Calls for service counts and the time committed to these calls.
    - Related additional workload, including report writing and time spent booking arrestees.
    - “Administrative” tasks, such as time spent in “briefing” at the beginning of a shift, breaks, vehicle maintenance, and other tasks during a shift.

The project team used this approach in conducting the staffing calculations from calendar year 2012 call for service data.

**(2) Important Factors Regarding CAD Data and the Calculation of Committed and “Proactive Time” Levels.**

The use of CAD data to calculate Patrol Constables work tasks will not capture all of the duties and tasks done by Constables during their shifts due to human error and incomplete data in the CAD call for service records (e.g. missing time stamps, the fact that sometimes Constables do not report a task they are doing to Dispatch so it is not logged, sometimes Dispatchers do not track all patrol tasks). This is especially true in the first year of a thorough CAD call for service data analysis, and will be true for subsequent years unless the agency makes concerted and consistent efforts to improve accuracy. This is not unique to Winnipeg; it is common in other law enforcement agencies’ data evaluated by the project team in other studies. The project team estimates that approximately 10 – 20% of an Constable’s time that he/she is doing job related tasks is not tracked in the CAD record (this is a general number for all Police Services that is applicable to Winnipeg but it is not specifically derived from the Winnipeg CAD data). This number is important to remember as it means that 10 – 20% of the “proactive” or “uncommitted” time in the CAD data analysis must be deducted from the calculated result to obtain a more accurate percentage of Constables’ “proactive” or “uncommitted” time. The following summary is provided illustrating the implications of various “proactive time” levels:

- An overall 10 – 20% “proactive time” level reflects a patrol staff that is essentially fully committed (except during the low CFS hours of the day). This conclusion is made as the CAD data record does not capture all committed time or tasks required/completed by Constables. At this service level, the average travel times

to high priority community generated calls for service will likely be above 8 minutes and “on scene” times may be below 30 minutes due to the need for Constables to clear the current call and respond to a higher priority incident. At this level calls will be “stacked” during the busy times of the day and Constables may not have sufficient time to conduct a thorough investigation of the incident or provide a high quality level of service.

- At this level, during most hours, Constables will be responding to CFS and will not have time for any consistent proactive or project oriented activity – the blocks of time are generally too short (less than 30 minutes) to allow for meaningful targeted patrol or working on beat projects or neighborhood issues.
- An overall 40% “proactive time” level is generally sufficient to provide blocks of time where Constables can conduct targeted patrol, beat projects to address community issues. Average travel times to high priority community generated calls for service should commonly be less than 6 minutes and “on scene” times should commonly be above 30 minutes, sufficient to allow thorough investigations and sufficient time to provide a high quality level of service (it is approximately 60 minutes in Winnipeg).
- An overall 50% “proactive time” level is typically only attained in medium to smaller agencies; it will afford a patrol force on most workdays to have a several hours during their shift to conduct targeted patrol, specific projects to address community issues, and other officer initiated activities. Average travel times to high priority community generated calls for service should commonly be less than 5 minutes and “on scene” times should commonly be above 30 minutes, sufficient to allow thorough investigations and sufficient time to provide a high quality level of service.
- “Proactive time” levels above 50% may provide a challenge to supervisors to keep Constables busy with meaningful work and engaged in the job. For communities that do have this high level of “proactive time” it is important to plan for productive work and measure the results.

Each community can choose an appropriate target of “proactive time” desired for its patrol staff, based on unique needs, available funding and policing model desired. A 30–40% overall average “proactive time” level is a reasonable target/goal for Winnipeg with the additional units such as the Community Support Unit also working in the field.

Policymakers should determine the policing level for their community and understand the impacts of higher and lower “proactive time” levels. Higher targeted

“proactive time” levels will require more staff but also ensure that the police force is able to provide a higher level of service to the community in the form of proactive policing and will allow the Patrol Constable to be more involved in issues/problems in the neighborhoods where they serve.

## **5. PATROL OPERATIONS COMMITTED AND “PROACTIVE TIME” IN 2012.**

The workload required during various hours of the day (committed time) and the resulting “proactive time” level of a patrol staff is the most significant factor in determining the staffing needed to achieve the level of service desired by a City. However, fielding a minimum number of Constables to provide for basic safety of Constables while on patrol, and the ability of the Service to handle several critical incidents simultaneously are also significant factors to consider in the staffing and deployment of police resources.

It is important to have a clear understanding of what is included in the “proactive time” calculations. “Proactive time” is the amount of an Constable’s work hours remaining (expressed as a percentage of work hours) after handling the community generated workload demand, this includes the time required to handle calls for service, make arrests, book arrestees, write reports, etc.

### **(1) Assumptions Utilized in Calculating “Proactive Time”.**

In the calculation and analysis of “proactive time” there are several analytical assumptions that were utilized:

- Actual community generated calls for service obtained from CAD data totaled 100,103. This number excludes all Constable initiated activities (such as traffic stops); multiple unit entries, administrative activities and calls cancelled prior to a Constable being dispatched.
- Meals and other breaks are taken evenly across all hours of a shift.

- The volume of calls for service throughout the day (expressed as a percentage for each 4 hour time period) was used to allocate the number of reports written.
- Personnel are available on an average hourly basis (i.e., in the model there are no heavy or light shift days).
- Constables are available for an average of 1,644 shift hours per year to provide all field services. This takes into account the various leave usages (e.g. vacation, sick) and training hours.

The resulting calculation shows the average level of an Constable's "proactive", or discretionary, time during a shift, when they are available to handle general proactive policing efforts in the field, targeted patrol to address a specific problem, traffic enforcement, walking patrol, and other tasks initiated by the Constable or directed by the Constable's supervisor.

**(2) Calculations were Completed to Estimate Committed Time and Proactive Time for General Patrol in 2012 but the Results are not Reliable Due to Data Errors.**

The CAD data was analyzed to determine the amount of time General Patrol staff spent on calls for service throughout the year. The average call handling time of 115 minutes for the primary Unit (1<sup>st</sup> Constable) and 63.5 minutes for the "back-up" Unit(s) were used in this calculation. This total call handling time includes the 'on scene' minutes for both the primary Unit and the backup Unit that are extremely high and approximately double the average minutes typically seen in other police studies conducted by the project team. However, the calculation was completed to show an estimated overall percentage for committed and "proactive time" in 2012, although the results cannot be assumed to be reliable.

The average number of Patrol Sergeants and Constables actually on duty during a 24 hour period was taken from the "Actual Patrol Staffing" table presented earlier in



this report. Administrative time for Patrol Sergeants and Constables was estimated at 1 hour 15 minutes per shift. The table shows the estimated available staff time for General Patrol Staff in 2012, using the high 'on scene' time for community generated calls for service. Report writing and prisoner processing time is assumed to be included in these minute totals.

**Committed and Proactive Time in 2012 (Estimated Using CAD Data)**

	<b>0000 - 0400</b>	<b>0400 - 0800</b>	<b>0800 - 1200</b>	<b>1200 - 1600</b>	<b>1600 - 2000</b>	<b>2000 - 2400</b>	<b>Total</b>
Patrol Staff Allocation	20.0%	16.7%	13.3%	13.3%	16.7%	20.0%	100.00%
Hours Staffed (ST + OT)	93,407	77,870	62,193	62,193	77,823	93,080	466,567
Administrative Time	11,676	9,734	7,774	7,774	9,728	11,635	58,321
Available Work Hours	<b>81,731</b>	<b>68,136</b>	<b>54,419</b>	<b>54,419</b>	<b>68,095</b>	<b>81,445</b>	<b>408,246</b>
Calls for Service (CFS)	<b>19,007</b>	<b>9,281</b>	<b>11,463</b>	<b>16,118</b>	<b>20,423</b>	<b>23,811</b>	<b>100,103</b>
% of Total CFS	19.0%	9.3%	11.5%	16.1%	20.4%	23.8%	100%
1st Constable Minutes / CFS	115.0	115.0	115.0	115.0	115.0	115.0	115.0
<b>1st Unit Hours</b>	<b>36,430</b>	<b>17,789</b>	<b>21,971</b>	<b>30,893</b>	<b>39,144</b>	<b>45,638</b>	<b>191,864</b>
Back-Up Unit Responses	63.5	63.5	63.5	63.5	63.5	63.5	63.5
Back Up Minutes / CFS	23,481	11,466	14,161	19,912	25,230	29,416	123,666
<b>Back Up Constable(s) Hours</b>	<b>24,851</b>	<b>12,134</b>	<b>14,987</b>	<b>21,074</b>	<b>26,702</b>	<b>31,132</b>	<b>130,880</b>
<b>Total Committed Hours</b>	<b>61,281</b>	<b>29,923</b>	<b>36,958</b>	<b>51,966</b>	<b>65,846</b>	<b>76,769</b>	<b>322,744</b>
<b>Total "Proactive" Hours</b>	<b>20,450</b>	<b>38,213</b>	<b>17,461</b>	<b>2,453</b>	<b>2,249</b>	<b>4,676</b>	<b>85,502</b>
<b>Committed Time Percent</b>	<b>75.0%</b>	<b>43.9%</b>	<b>67.9%</b>	<b>95.5%</b>	<b>96.7%</b>	<b>94.3%</b>	<b>79.1%</b>
<b>"Proactive Time" Percent</b>	<b>25.0%</b>	<b>56.1%</b>	<b>32.1%</b>	<b>4.5%</b>	<b>3.3%</b>	<b>5.7%</b>	<b>20.9%</b>

These calculations show that In 2012 Patrol staff spent approximately 79% of their on duty hours handling community generated calls for service and the related workload; leaving an overall average of 21% of "proactive time".

Typically the busiest hours of the day are from 8:00 AM to 8:00 PM but in Winnipeg just 48% of the calls occur during these hours but this is also when the level of "proactive time" is the lowest, averaging just 12.5% for this 12 hour period. The higher levels of "proactive time" from midnight to 8:00 AM are common in all police agencies. Agencies may be able to redeploy some staff to busier hours of the day but

other factors may limit management's ability to make changes. These factors include:

- 1) maintain sufficient staff to provide for safety of Constables working during the night, and, as part of a reasonable risk management plan, having the ability to handle several critical incidents with on duty staff (as during the early morning hours no other police resources such as the Community Support Unit or Detectives are on duty to provide additional assistance quickly).

It is important to conduct this analysis again with subsequent years' CAD data. Improvement in tracking Constables time in CAD over the next year will provide more accurate data to conduct this same workload analysis using 2014 data (it is unlikely that any significant changes to CAD documentation will occur in 2013) to evaluate a second year of General Patrol workload. The workload analysis in the second and subsequent years will also show workload trends that will assist managers in making staffing allocation decisions.

The next section will evaluate the issue regarding the long "on scene" times in the CAD data.

**(3) Call for Service and Self-Initiated Activity 'On Scene' Times as Documented in the CAD Record is Not Accurate.**

As mentioned earlier the average number of 'on scene' minutes per call for service for the primary handling unit was 102.9 minutes and for the backup unit(s) it was 51.8 minutes. On Constable initiated incidents the average number of 'on scene' minutes per incident for the initiating Constable was 79.5 minutes and for the backup unit(s) it was 64.6 minutes. All of these 'on scene' times are extremely high and approximately double the average minutes typically seen in other police studies conducted by the project team. An analysis of the CAD record showed that the total

hours required to handle the calls for service and self-initiated activities (418,570 hours) exceeded the total net available hours for General Patrol Constables and Patrol Sergeants in 2012 (408,246 hours).

<b>Total Net Available Hours</b>	<b>408,246</b>
CFS Hours – Primary Unit	191,864
CFS Hours – Secondary Unit(s)	130,880
Self-Initiated Activity Hours – Primary Unit	75,627
Self-Initiated Activity Hours – Secondary Unit(s)	20,199
<b>Total Hours for CFS and Self-Initiated Activity</b>	<b>418,570</b>
<b>Hours Difference</b>	<b>(10,324)</b>

Obviously, the CAD work hours documentation, specifically the “on scene” time is greater than the actual minutes of General Patrol staff “on scene” time. There may be several reasons for this, including an unintended one that artificially extends the ‘on scene’ time of a unit. When a Constable completes the handling of a call for service he/she enters comments (notes) in the CAD record before the call is closed. If the unit is assigned to handle another call before the comments can be entered, the CAD incident is not “closed” and will remain open until the Constable has time to complete the comments. When the Constable has time later in the shift to complete the comments, the CAD case will be reassigned to him/her to complete the comments. When this occurs the CAD record reflects an additional “at scene” time stamp and an additional “clear” time stamp when they have completed their comments and the incident is “closed” by Communications staff. When the project team analyzes CAD data records the sort conducted to determine call handling times is to search for the first dispatch time, the first arrival time and the last “clear” time. It is unknown how many of the 2012 CAD records artificially increased the “at scene” time because of this delay in closing the CAD cases. Additionally, if a unit leaves the scene and returns minutes or

hours later, each “arrival” and “clear” time will be documented but CAD ‘summary’ data for one unit may show the first arrival time and the last “clear” time of the unit, including the minutes or hours when the unit had left the scene. Another factor is that sometimes after all units have left the scene, if the Communications Centre is busy, the CAD event may not be “closed” until minutes or several hours after the last unit has left the scene, and this may result in the CAD record indicating a longer ‘on scene’ time for the unit. These circumstances indicate that the ‘on scene’ times documented in CAD cannot be used to determine General Patrol staffing requirements.

The cause of the inaccuracies in the above Constable time data (and also the call processing time CAD data discussed earlier in this Chapter) could result from several factors but the reason(s) are not known. However, it is important to establish consistency and reliability of the CAD data going forward and use it to determine call for service workload and Constable’s committed time. To accomplish this, several one month (or two month) sample CAD call for service data should be run and analyzed for call processing time, travel time and on scene time using the same methodology used by the project team (the project team will provide the detailed worksheets used in this project to WPS). Once a consistent pattern of these times can be established and WPS has confidence in the accuracy of the data and the various call response time results, then steps can be taken to address response times that may be excessive.

***Recommendations:***

***Determine the reasons for the high ‘on scene’ times documented in CAD and develop a solution to obtain reliable General Patrol call for service ‘on scene’ time data.***

***Obtain and analyze one or two month sample CAD call for service data to establish consistent response time elements for call processing times and to***

***calls for service. Take steps to address response time elements that may be excessive.***

***When accurate CAD data is available calculate the percentage of committed and proactive time for General Patrol staff in each District. Annually review patrol staff workload for each four hour time block for balanced workload distribution and determine if staff should be re-deployed among the Districts or from other work units to provide a consistent level of service throughout the City.***

## **6. DETERMINING PERSONNEL STAFFING REQUIREMENTS FOR GENERAL PATROL.**

This section evaluates the staffing level needs for two targeted “proactive time” levels – 30% and 40%. The table on the following page uses the number of community generated calls for service to calculate the staff required to handle the community generated workload and perform necessary administrative tasks. This analysis utilizes our model with ‘benchmark’ time elements rather than the high “on scene” data times from the CAD data record.

<b>Staffing Projections</b>	
<b>1. COMMUNITY GENERATED WORKLOAD</b>	
Calls for Service (Calendar Year 2012)	100,103
Handling Time – 1 <sup>st</sup> Unit from Dispatch until Clear (60 minutes)	100,103
Handling Time – Backup Constables (33% rate, 30 minutes)	16,517
Number of Reports Written	33,034
Total Time for Report Writing (45 minutes each)	24,775
Number of Bookings	15,015
Time to Process Bookings (2 hours each)	30,031
<b>Total Hours</b>	<b>171,426</b>
<b>2. Call Handling Hours due to 2 Constable Cars</b>	
Hours per CFS	1.7
Calls handled by 2 person Units (90%)	90,093
Calls handled by 1 person Units (10%)	10,010
Call Handling Hours for 2 person Units	308,567
Call Handling Hours for 1 person Units	17,143
<b>Total Staff Hours Required for 100,103 CFS</b>	<b>325,710</b>
<b>2. Additional Hours for Preventive Patrol &amp; Constable Initiated Activity</b>	
40% of Available Time	217,140
30% of Available Time	139,590
<b>3. Total Time Required for Reactive &amp; Proactive Work</b>	
40% of Available Time	542,850
30% of Available Time	465,300
<b>4. Availability of Staff</b>	
Annual Paid Work Hours	2,080
Leave Hours (406 hours) and On-Duty Training (30 hours)	436
Administrative Time (averaged) – 75 min / Constable; 3 hours / Patrol Sergeant	232
Net Available Hours	1,412
<b>5. Constables Required to Handle Workload – 8 or 12 Hour Shifts</b>	
To Provide 40% “Proactive Time” Level	384
To Provide 30% “Proactive Time” Level	330
<b>6. Constables Required to Handle Workload – 10 hour Shifts (+15%)</b>	
To Provide 40% “Proactive Time” Level	442
To Provide 30% “Proactive Time” Level	379
<b>7. Additional Constables (Factor an Attrition Rate of 8%)</b>	
40% of Available Time	477
30% of Available Time	409

Winnipeg's current staffing level is 522 Patrol Sergeants and Constables. As mentioned at the beginning of this section, the above table uses the project team's "benchmark" call for service time and workload elements. It is necessary to use these due to the unreliability of the CAD "on scene" time results. These benchmark times, 60 minutes for the primary Constable per call for service, are closer to and may likely be higher than the actual time spent on calls by Constables. The table shows the minimum number of Constables required to handle the call for service workload and administrative tasks. Two "proactive time" levels are presented – if an overall average of 40% "proactive time" is desired then Winnipeg needs 477 Constables/Patrol Sergeants assigned to General Patrol; a 30% "proactive time" target requires a minimum of 409 General Patrol staff. This includes the Constables needed to address projected attrition of staff due to retirement and separations for other reasons (the project team used an 8% average attrition rate).

This patrol workload analysis from the CAD data can provide police managers with valuable information regarding workload demand when making staffing decisions but these calculations are only one of the items of information needed when determining the total number of staff needed to effectively and safely provide patrol services in Winnipeg and allocating staff to the different shifts. When making projections regarding Patrol staffing needs – a second and third year of CAD data analysis will provide valuable information and begin to reveal a historical trend and more reliable analytical workload data results. However, in Winnipeg's case, management cannot currently have confidence in the CAD data or use it to make staffing decisions.

Other factors also need to be included when determining an appropriate staffing level – factors that should be considered include the desired and planned proactive tasks to be accomplished by Constables when on duty (e.g. traffic safety enforcement, foot patrol, addressing identified community concerns, school visits, etc.), the size and geography of patrol areas (beats), the frequency of critical incidents, the level of crime activity, the number of new Constables in FTO training, general “community safety” perceptions/concerns, prudent risk management considerations, recommendations from staff based on their experience, and to officer safety requirements.

The project team recommends the current General Patrol staffing level be maintained for several reasons. The first reason is that WPS management has used a staffing ratio of 17 Constables to staff one 2 Constable patrol car 24 hours a day (8,760 hours annually) – this ratio calculates to a Constable staffing level of 459 (17 x the 27 minimum cars per shift). This number is supported a mathematical calculation using the net staff work hours (1,439 hours) which equals 15.2 Constables<sup>3</sup> per car, reasonably increased to 17 based on the experience of WPS management in managing General Patrol. Another reason is there is a need to obtain better CAD data that accurately reflects General Patrol staff workload and call handling times so management can have confidence to use the data as part of the information required to determine the needed staffing level. Additionally, General Patrol staff may actually increase due to recommendations the project team will be making that, if implemented, will re-organize

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<sup>3</sup> 8,760 hours / 1,439 = 6.1 Constables, x 2 = 12.2 Constables, +25% for the 10 hour shift = 15.2 Constables for one 2 Constable car



WPS to make the Districts the focus of service delivery to the community and also accountability for delivering the needed services.

In the next months and year, General Patrol supervisors and managers should take steps to ensure that current General Patrol staff are used effectively to handle the call for service workload and that proactive time is planned and managed.

***Conclusion: In the absence of reliable and accurate data from the CAD / RMS system a definitive analysis of patrol utilization is not possible. However, using generous normative values for patrol utilization indicates that it is possible to provide a high level of service in the field with existing or fewer personnel. The City and the Police Service need to improve CAD data and reporting into this system. Based on an assessment of valid data at a later point make the determination to redeploy or reduce staff. This determination should be made by the Police Board.***

## **7. COMPARISON OF THE 10 HOUR SCHEDULE WITH THE 12 HOUR PATROL SCHEDULE.**

Over the last 25 years many law enforcement agencies have experimented with different work schedules other than the traditional 8 hour shift. These schedules include a 9 hour, 10 hour, 11 hour and 12 hour work shifts. Most commonly, the 10 hour patrol work schedule has been the primary schedule that law enforcement agencies have adopted, however, in the last 10 years the 12 hour shift has held some attraction for agencies as it only requires two shift deployments rather than the three shift deployments required for a 10 hour schedule. Currently the WPS works a 10 hour work schedule with rotating work days and days off, and regular rotating shift assignments. Winnipeg has a “team concept” where Constables work with the same personnel each day and are supervised by the same Sergeant.

Alternate work schedules, also referred to as “compressed work schedules” have existed for decades and various research studies have been conducted that evaluates

the effects of the different schedules on workers. A recent study published in December 2011 reported findings from an experiment using different work schedules in the Detroit, Michigan and Arlington, Texas Police Departments<sup>4</sup>. This study primarily addresses the impacts on personnel that are working the different schedules rather than an evaluation of the cost efficiency of the various schedules, and also uses an 8 hour schedule as the baseline for comparisons to longer work shifts but the principles are instructive for comparison of the 10 hour and 12 hours schedules. The study made the following findings:

- **Sleep and Quality of Life Benefits:** Constables working 10 hour shifts got significantly more sleep than those on 8 hour shifts, the same was not true for those on 12 hour shifts; the same correlation held true for a higher reported quality of work life.
- **Overtime Comparison:** Constables in this study worked the least amount of overtime on the 10 hour shift (0.97 hours); followed by the 12 hour shift (1.89 hours) and those assigned to an 8 hour shift worked significantly more (5.75 hours) in a two week period.
- **Twelve Hour Shifts Resulted in Lower Levels of Alertness:** Shift length did not impact safety (e.g., driving and reaction time) but those assigned to 12 hour shifts had significantly lower average levels of alertness at work than those on 8 hour shifts, and somewhat lower than the 10 hour shift; however, this factor did not translate into reduced performance.
- **Shift Length Did Not Have A Significant Impact on Performance, Safety, Work-Family Conflict, or Health.** Performance and safety measures such as interpersonal interactions, shooting skills, risky driving behaviors, reaction time, and self-initiated departmental activity were not impacted by shift length.

The issues identified in this study are reflective of most of the concerns related to a 12 hour work schedule. Other issues commonly associated with 12 hour shifts include the following: 1) Constables working the schedule are only at work on average

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<sup>4</sup> "Which Shift is Best?", Karen Amendola, Police Chief Magazine, March 2013

14 days out of 28 days which often delays coordination with Detectives on cases and increases the time to complete necessary follow-up; 2) an increased concern related to fatigue if Constables are required to work beyond their 12 hour shift; 3) the commute distance travelled before and after their shift; 4) the long days/lack of sleep when Constables attend court; and 5) in some agencies it is more difficult to fill office positions (e.g. Detective) if General Patrol Constables have more days off due to the 12 hour shift schedule.

Many agencies have used both the 10 hour schedule and the 12 hour schedule for years without any significant and known impacts to the organization or personnel working the schedules. Often it is the circumstances of the city and agency, and the preferences of the Constables that determine changing to a different work schedule and the success of a particular schedule. The positive and negative aspects of these two schedules do not lead to a clear recommendation to select one schedule over the other – any decision should be based on local needs and preferences.

## **8. EVALUATION OF THE COMMUNITY SUPPORT UNIT.**

Each District is staffed with a Community Support Unit (CSU) that provides a variety of traditional and some non-traditional police services. The staffing level varies among the Districts and is as follows:

- District 1: 1 Sergeant, 5 Patrol Sergeants, 30 Constables (14 Foot Patrol)
- District 2: 4 Patrol Sergeants, 18 Constables (2 Traffic Units)
- District 3: 1 Sergeant, 2 Patrol Sergeants, 17 Constables
- District 4: 2 Patrol Sergeants, 12 Constables

The total Community Support Unit staffing is 92 staff: 2 Sergeants, 13 Patrol Sergeants and 77 Constables. The supervision of the Community Support Unit may be by a combination of a Sergeant and Patrol Sergeants or just by Patrol Sergeants. If the CSU has a Sergeant assigned he/she is not full time in the CSU except in District 1. In the other three Districts there is only one Sergeant has a mixture of CSU and Administrative duties.

Their primary work tasks are project based to resolve crime problems and longer term on-going issues in their area and undertake efforts to prevent crime. There is a specific focus on drug crimes, gang related crimes and prostitution. Specific tasks include:

- Prioritizing the locations and crime suspects in their District (the top 10).
- Providing this information to General Patrol.
- Conducting proactive targeted enforcement at the locations and looking for wanted suspects.
- Review the locations receiving multiple calls for service responses by General Patrol and determine strategies to address the problem/issue and reduce the number of calls.
- Handling neighborhood issues and problems such as neighbor conflicts and disputes, traffic complaints and issues, poor signage, panhandlers harassing people, locations where drugs are reported being sold.
- Review the weekly “Violent Crime Hotspot Report” published by the crime analyst for crimes and trends that are occurring.
- Coordinate with General Patrol on problem locations/areas.
- Coordinate special events, if in assigned District, or assist other units with special events in other Districts (e.g. “Idle No More” protests, parades).
- Coordinate with General Patrol to provided targeted patrol at problem locations/areas.

- District 1 and 3 Community Support Units frequently partner with the Street Crimes Unit on projects.

One of the major tasks of the CSU is to research and evaluate new problems and issues of any nature. There are about a dozen or more of new complaints/issues that are reported each day (e.g. drug sales) and the CSU's task is to evaluate what type of response should be provided to deal with the complaint.

The Community Support Unit is a valuable resource for WPS in addressing core issues in Winnipeg that can drain General Patrol resources. The Unit is intended to address and resolve these type of issues and as described in the points listed above. The CSU is also intended to impact other crime related and quality of life issues in Winnipeg. It is also intended to be closely connected with the SPI initiative (Suppression by Proactive Intelligence Led Policing); however, this initiative has not yet received sufficient support in planning, organization and implementation to yield an organizational focus and consistent positive results at the street level. The project team strongly supports efforts such as the SPI initiative and the project team believes the Community Support Unit is a key work group that can provide the link between analysis and planning to implementation and success at the street level, including community crime prevention efforts. The Community Support Unit mission and tasks should be clearly identified to coordinate these efforts and performance should be measured to determine the success of the efforts and modified as necessary to adapt to changing circumstances. A well designed and organized effort must provide sufficient resources to conduct crime analysis, as it is critical to the overall success of this effort. A good crime analysis program relies on input from crime reports, case management, field interrogations, officer and detective intelligence, and community members. This

information must be routinely collected, analyzed, interpreted and distributed to be effective. WPS needs additional analysts to be able to provide this analysis. The interaction between the analyst and the beat officer is of paramount importance to problem-solving efforts and the Community Support Unit can provide the coordination of these efforts. The need for a planned and organized program that provides a planned response to address crime and community issues has been addressed previously in this report.

The Community Support Unit must be sufficiently staffed to accomplish these type of goals. Each District CSU should be staffed with a minimum of 1 full time Sergeant, 4 Patrol Sergeants and 20 Constables (5 per team); staffing should not be decreased in District 1 as it is recognized that District 1 requires a higher staffing level than the other Districts. This is an increase of 2 Sergeants, 4 Patrol Sergeants and 8 Constables (re-deployed from other work units).

A planned and coordinated effort to provide these routine and unique services to the community will require a re-focus of the WPS to organize around providing a significant level of proactive services rather than primarily re-active services as is currently being provided.

***Recommendations:***

***The Community Support Unit should be organized, staffed and tasked with a re-organized and planned community policing effort for WPS. This will require a minimum additional CSU staffing of 14 personnel (2 Sergeants, 4 Patrol Sergeants, 8 Constables). Salary and benefits cost per Sergeant is approximately \$130,705; per Patrol Sergeant is \$123,268, and per Constable is \$85,102 for an approximate total cost of \$677,969.***

***Provide part-time clerical support to the Community Support Unit. Salary and benefits cost per half-time Clerk B is approximately \$29,715.***

## **9. DISTRICT INVESTIGATIONS, THE “BACK OFFICE”.**

Each District is staffed with a District Investigations Unit called the Back Office that is tasked with conducting follow-up investigations of all cases not assigned to Central CID. The staffing level varies among the Districts and is as follows:

- District 1: 1 Sergeant, 4 Detective Sergeants, 16 Detectives (PCCs)
- District 2: 1 Sergeant, 2 Detective Sergeants, 10 Detectives (PCCs)
- District 3: 1 Sergeant, 2 Detective Sergeants, 14 Detectives (PCCs)
- District 4: 1 Sergeant, 2 Detective Sergeants, 10 Detectives (PCCs)

The total Back Office staffing is a total of 64 personnel: 4 Sergeants, 10 Detective Sergeants and 50 Detectives (Plain Clothes Constables). The consolidation of District 2 and District 6 resulted in a net loss of 5 Detectives as there were 15 Detectives assigned to these two Districts – 6 Detectives in District 2 and 9 Detectives in District 6. The Sergeant has responsibility for overall supervision of the Unit and coordinated with the Detective Sergeants to screen, review, assign and track cases to ensure investigations are completed in a timely manner. The types of cases assigned to the Back Office has migrated over time as CIB changes the type of cases that they will investigate. CIB used to take all robberies of a person on the street and stabbings – now the Back Office investigates these cases unless there is a life threatening injury that is known at the time the first Constables arrive on the scene. If the injuries are minor or do not appear to be life threatening, it will be assigned to a District Detective.

The table on the following pages shows the number of cases that were assigned to District investigators as of March 2013. The number of investigators listed in this

table does not exactly match the staffing level due to staff movements. Districts 2 and 6 Detectives are shown as combined under the new District 2.

Detective #	District 1	District 2		District 3	District 4
		Dist. 2	Dist. 6		
1	11	14	4	4	18
2	10	7	13	20	12
3	20	3	6	9	16
4	13	11	10	13	27
5	27	8	4	19	10
6	20	7	4	7	30
7	10	8	1	14	18
8	32		9	7	11
9	4		5	13	55
10	60		9	17	5
11	37			12	14
12	3			9	5
13	16				
14	14				
15	18				
16	28				
<b>Total</b>	<b>323</b>	<b>58</b>	<b>65</b>	<b>144</b>	<b>221</b>
<b>Detective Staffing<sup>5</sup></b>	<b>16</b>	<b>6</b>	<b>9</b>	<b>14</b>	<b>10</b>
<b>Cases / Detective</b>	<b>20</b>	<b>10</b>	<b>7</b>	<b>10</b>	<b>22</b>
<b>Total # of Person Cases</b>	<b>84</b>	<b>2</b>	<b>10</b>	<b>24</b>	<b>28</b>
<b>Total % of Person Cases</b>	<b>26.0%</b>	<b>3.4%</b>	<b>15.4%</b>	<b>16.7%</b>	<b>12.7%</b>

District 1 Investigators had the highest number of cases assigned but District 4 had the most number of cases assigned per Detective. District 1 also had the highest number of 'person crime' cases, exceeding the total of the other Districts combined. Also note that the current (reduced) District 2 staffing level of 10 Detectives would result in an average caseload of 12.3 cases, using the same numbers from the previous table.

The cases assigned are ones that have a lead that would reasonably lead to a suspect responsible for the crime. Typically, each investigator is able to begin working

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<sup>5</sup> Staffing level indicated on this line is the number of Detectives that had an assigned caseload in the database, it may be off by one or two from the number of Detectives officially assigned to the Back Office.



their cases within a few days of it being assigned and if the case is a high priority one they will begin working on it immediately. Detective Sergeants may also carry a small caseload as necessary, in addition to his/her supervisory responsibilities. The Back Office personnel interviewed by the project team are highly motivated and interested in doing the best job possible.

The number of cases per investigator in Districts 1 and 4 is within the “generalist” Detective average caseload range of 15-25 active cases (property crimes); the number of active cases may be lower than the total number of “assigned” cases that are shown above. The caseload in District 2 and District 3 is just below the lower end of this range. However, the cases being assigned to District Detectives are now more frequently crimes against persons which typically take more investigative hours per case than a property crime so an active caseload of 15 cases is more appropriate.

WPS management should continually review the number of cases per Detective in each District to balance the workload among the Back Office staff. Management should conduct a monthly evaluation of the caseload in each District and re-deploy staff from slower Districts to the busier Districts so that the workload is reasonably balanced among the Districts.

The number and type of cases that are being assigned to Back Office Detectives are appropriate but it is important for management to ensure that there is a clear definition of what cases are the responsibility of CID and what cases fall under the responsibility of the Back Office (typically it is all of the ‘other ‘ cases). If a change is made that increases the number of cases assigned to the Back Office then staff from CID should be re-deployed to the Back Office to ensure a balanced workload among all

CID and the Back Office Detectives. The focus of the project team recommendations is to use the District staff as the primary provider of reactive, proactive and investigative functions in serving the community. As part of this focus it is reasonable for the Back Office to expand their role in the District to be more involved with the Community Support Unit and General Patrol in providing these services.

Detectives do not have any assigned clerical support so perform all of their own photocopying, answering phones, maintaining logs, etc. It is reasonable and advantageous to provide some clerical support for Detectives to relieve them of administrative work that could be done by a civilian to improve their efficiency. The additional civilian administrative support position recommended to be added in each District should be assigned to support the Back Office as part of his/her regular *assignment*.

***Recommendations:***

***WPS management should continually review the number of cases per Detective in each District to balance the workload among the Back Office staff.***

***The number and type of cases that are being assigned to Back Office Detectives are appropriate but it is important for management to ensure that there is a clear definition of what cases are the responsibility of CID and what cases fall under the responsibility of the Back Office***

***Provide part-time clerical support to the Back Office Detectives. Salary and benefits cost per half-time Clerk B is approximately \$29,715.***

**10. EVALUATION OF THE COMMUNICATIONS DIVISION.**

This chapter provides information and analysis on the staffing and operations of the Communications Division (Division 36) and the Duty Office.

**(1) Overview and Staffing of the Communications Centre.**

The Communications Centre is staffed as follows:

- 1 Supervisor of Communications
- 6 Senior Police Communications Operators (Supervisors)
- 7 Senior Communications Operators (Supervisors)
- 65 Police Communications Operators (PCOs)
- 20 Call Takers
- 2 Communications Staffing Coordinators
- 1 Communications Training Coordinator
- 1 Quality Assurance Officer
- 1 Clerk

The total Communications Division staffing is 106 personnel, including 1 Inspector and 1 Staff Sergeant.

**(2) Organization of the Communications Centre.**

The Communications Division has the same work schedule as General Patrol with six Platoons and rotating days off. The Communications platoons are matched to the same General Patrol work days rotation so they work with the same GP platoons each day. The current established staffing level in the Centre is 14 staff from 1630-0230 hours and 11 staff at all other hours.

The Centre has 12 work stations to answer 911 and non-emergency calls (no radio capability); two additional 911 only work stations, 4 police radio work stations and 2 work stations for supervisors.

The most significant issue in the Communications Division is the high attrition rate for Call Taker position.

**(3) Handling of Incoming Calls and Dispatching.**

The Communications Centre is the Primary Public Safety Answering Point (PSAP) for Winnipeg and received 273,861 calls on 911 lines in 2012. One of the most important measures for a communications centre is the time that it takes to answer the incoming call – the established goal is to answer 90% of the calls within 10 seconds. In 2012 the Winnipeg Communications Centre answered approximately 93% of incoming 911 calls within 10 seconds, a very good record.

One of the problems that is a significant issue for the Communications Centre is that sometimes the volume of incoming phone calls, both 911 and the business line (986-6222) is very heavy. To address this issue the Service installed an Interactive Voice Response (IVR) system on the business phone line in late 2011. When a person calls the business number the automated IVR system answers the call and provides a series of options for the caller, including being transferred to a live Call Taker in the Communications Centre. Since the installation of the IVR approximately 36% of all business line calls are handled completely by the system, the other 64% end up being answered by a Call Taker. This results in approximately 10,000 business line calls per month that are being 100% handled by the IVR system.

**(4) Vacancy of Call Taker and Police Communications Operator Positions.**

Most Dispatch and Communication agencies experience a high attrition rate for a wide variety of reasons and Winnipeg currently has a significant number of vacancies at the entry level Call Taker position. As of the spring 2013 a total of 6 of the 20 Call Taker positions were vacant (30%) and 7 of the 65 Police Communications Operator

positions were vacant (10.8%). These are significant staff shortages and WPS should conduct hiring processes to fill these positions within the next 6 months.

***Recommendation: Conduct recruiting and hiring processes to fill the vacant Call Taker and Police Communications Operator positions within the next 6 months.***

**11. OVERVIEW AND STAFFING OF THE DUTY OFFICE AND THE ALTERNATE PHONE RESPONSE UNIT.**

The Duty Office is staffed 24/7 with one Inspector and one Staff Sergeant. Their role is to ensure overall management of service delivery in the City and that calls and critical incidents are handled appropriately and according to policy. The Inspector performs this duty from an office in the Communications Centre and will frequently interact with Communications supervisors to triage response to calls when it is busy and decide if Units from one District (typically 2 or 4) should be assigned to handle calls in another District (typically 1 or 3). The Staff Sergeant spends time in the field responding to calls and may elect to handle supervision of the incident if necessary. He/she also keeps the Inspector informed of any issues or significant events.

This function is necessary in a City of size of Winnipeg and the organization and function of this Unit are appropriate.

The Alternative Phone Response Unit is a number of Constables on limited duty and not able to work the regular assignment. They work out of the Communications Centre and review the calls pending in the CAD system queue. Calls listed as Priority 5 to 9 are calls that the Constables call the reporting party back to determine if the incident can be resolved over the phone or with a planned response by a Report Car at a later time. In 2012 this Unit diverted 3,987 calls (3.5% of the total number of CFS for the year) from a patrol response and the Report Cars diverted another 5,630 calls (an

additional 5.0% of all CFS). With the additional calls handled by the Cadets (2,810 or 2.5%) these 3 work units diverted 11.0% of the total number of calls for service in 2012. The types of calls that are currently being diverted from General Patrol response are appropriate but with additional staff more of the same types of calls could be diverted.

The project team recommends that the Alternate Phone Response Unit continue to be staffed with light duty personnel but also formally staffed with a mixture of sworn and civilian personnel and be assigned a specific supervisor. The project team recommends that four civilians (Call Taker positions) be hired and trained to work in this Unit. They can reasonably be under the supervision of the Duty Office as they are housed in the same building and deal with the same issues – triaging and managing response to calls for service; alternately they could also be under the supervision of the Communications Unit.

***Recommendations:***

***Continue to staff the Alternate Phone Response Unit with light duty personnel but also formally staffed with both sworn personnel (Constables) and four civilian staff (new positions) who are trained to take reports over the phone. Salary and benefits cost per Call Taker position is approximately \$66,477; salary and benefits cost per Constable position is approximately \$85,012.***

***Establish a long term goal of providing a differential call response to 20% of all calls for service annually.***

## APPENDIX A – GENERAL PATROL CALLS FOR SERVICE AND RESPONSE TIMES BY DISTRICT

This Appendix contains the breakdown by District of calls for service.

### 1. CALLS FOR SERVICE AND RESPONSE TIME.

The following tables show the calls for service distribution and type of call in each of the four Districts.

**Community Generated Calls for Service by Day & Hour – District 1**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	302	174	218	207	221	232	348	1,702
0100	302	143	198	174	186	204	284	1,491
0200	264	98	154	153	179	188	298	1,334
0300	225	99	126	139	156	192	262	1,199
0400	186	79	103	108	130	150	230	986
0500	124	42	79	98	113	106	185	747
0600	119	51	62	63	88	107	151	641
0700	88	55	80	91	98	90	133	635
0800	87	81	87	90	98	102	106	651
0900	86	91	115	112	114	113	86	717
1000	106	116	113	144	130	123	112	844
1100	86	115	126	121	109	125	150	832
1200	107	125	163	148	144	139	140	966
1300	145	182	167	174	141	164	163	1,136
1400	148	158	184	169	180	201	189	1,229
1500	165	203	180	190	183	170	207	1,298
1600	165	182	218	181	196	244	195	1,381
1700	190	209	213	199	191	239	231	1,472
1800	166	190	191	201	219	184	219	1,370
1900	179	182	201	210	226	226	244	1,468
2000	208	207	206	202	235	227	207	1,492
2100	193	225	225	255	233	278	255	1,664
2200	205	232	255	256	263	344	289	1,844
2300	191	233	248	241	251	288	268	1,720
<b>Total</b>	<b>4,037</b>	<b>3,472</b>	<b>3,912</b>	<b>3,926</b>	<b>4,084</b>	<b>4,436</b>	<b>4,952</b>	<b>28,819</b>
<b>Ave/day</b>	78	67	75	76	79	85	95	79

District 1 Constables responded to 28,819 community generated calls for service, approximately 79 per day. The busiest days of the week were Friday and Saturday with

an average of 85 and 95 CFS respectively. Of the total number of calls 27% occurred during the day (0800-1600), 43% occurred during the afternoon/evening hours (1600-midnight) and 30% occurred during the nighttime hours (midnight – 0800).

The table below shows the most common types of calls for service in District 1.

<b>District 1 Calls for Service</b>	<b># of Calls</b>	<b>% of Total</b>
Domestic Disturbance	3839	13.3%
Wellbeing Check	3084	10.7%
Disturbance	2689	9.3%
Assault	2279	7.9%
Medical	1450	5.0%
Suspicious Person/Vehicle	1027	3.6%
Family Trouble	1013	3.5%
Threats	967	3.4%
Suicide Threat	912	3.2%
Warrant	843	2.9%
Fight	821	2.8%
Robbery of Person	638	2.2%
Missing Person Assist	634	2.2%
Breaking & Entering	512	1.8%
Check Welfare - 911 Hang-up	461	1.6%
All Other Calls for Service	7,650	26.5%
<b>Total</b>	<b>28,819</b>	<b>100.0%</b>

As shown above, the 15 most frequent calls for service account for 21,169 calls, almost 74% of the total number of calls during the year.



The following tables show the response times for District 1.

**District 1**

Priority Type	Number of CFS	Call Processing	Travel	Response Time	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
0	14	1.1	2.5	3.5	112.6	115.1	27
1	13	28.3	4.2	32.6	161.2	165.4	36
2	2,693	3.7	4.2	7.9	119.6	123.8	5,556
3	19,129	29.0	9.7	38.7	98.0	107.7	34,323
4	1,495	39.7	10.1	49.8	109.2	119.3	2,974
5	4,316	56.9	15.4	72.3	113.5	128.9	9,273
6	346	50.8	14.8	65.5	100.2	115.0	663
7	701	61.4	11.9	73.3	96.2	108.1	1,263
8	32	28.0	9.3	37.2	125.1	134.4	72
9	80	60.7	14.9	75.6	105.3	120.2	160
<b>All</b>	<b>28819</b>	<b>31.0</b>	<b>10.1</b>	<b>41.1</b>	<b>103.0</b>	<b>113.1</b>	<b>54,347</b>

The following table shows the time ranges for the calls for service.

CFS by Priority Type	Travel Time in Minutes – District 1					Total #	Total %
	0:00–4:59	5:00–6:59	7:00–9:59	Above 10:00	No Time Stamps		
0	11	2			1	14	0.05%
1	8	1	1	2	1	13	0.05%
2	1,981	344	183	127	58	2,693	9.3%
3	7,267	3,267	3,130	4,345	1,120	19,129	66.4%
4	611	223	219	307	135	1,495	5.2%
5	869	559	722	1653	513	4,316	15.0%
6	68	46	57	133	42	346	1.2%
7	175	92	112	193	129	701	2.4%
8	11	2	4	4	11	32	0.1%
9	20	4	13	28	15	80	0.3%
<b>Total</b>	<b>11,021</b>	<b>4,540</b>	<b>4,441</b>	<b>6,792</b>	<b>2,025</b>	<b>28,819</b>	<b>100%</b>
<b>% of CFS</b>	<b>38.2%</b>	<b>15.8%</b>	<b>15.4%</b>	<b>23.6%</b>	<b>7.0%</b>	<b>100.0%</b>	

**Community Generated Calls for Service by Day & Hour – District 2**

<b>Hour</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>	<b>Total</b>
<b>0000</b>	286	153	143	147	155	168	289	1,341
<b>0100</b>	273	111	118	99	127	148	279	1,155
<b>0200</b>	226	83	130	112	117	147	258	1,073
<b>0300</b>	179	74	76	87	102	102	184	804
<b>0400</b>	134	57	81	52	74	78	156	632
<b>0500</b>	85	47	65	42	38	67	118	462
<b>0600</b>	71	43	45	49	63	56	79	406
<b>0700</b>	76	55	69	77	69	74	88	508
<b>0800</b>	67	97	103	87	84	99	89	626
<b>0900</b>	76	71	94	92	99	125	87	644
<b>1000</b>	92	89	119	118	100	120	124	762
<b>1100</b>	106	122	121	117	128	107	113	814
<b>1200</b>	127	118	119	112	116	135	146	873
<b>1300</b>	106	140	104	136	156	119	147	908
<b>1400</b>	136	136	139	118	145	143	145	962
<b>1500</b>	124	155	139	147	146	166	162	1,039
<b>1600</b>	148	155	153	182	176	168	159	1,141
<b>1700</b>	154	165	197	160	176	184	162	1,198
<b>1800</b>	149	148	189	189	177	159	167	1,178
<b>1900</b>	168	179	168	153	159	171	186	1,184
<b>2000</b>	183	190	191	195	178	202	151	1,290
<b>2100</b>	188	183	179	183	173	207	204	1,317
<b>2200</b>	180	202	188	215	210	256	241	1,492
<b>2300</b>	190	181	172	188	185	298	302	1,516
<b>Total</b>	<b>3,524</b>	<b>2,954</b>	<b>3,102</b>	<b>3,057</b>	<b>3,153</b>	<b>3,499</b>	<b>4,036</b>	<b>23,325</b>
<b>Ave/day</b>	68	57	60	59	61	67	78	64

The calls that occurred in District 2 and District 6 in 2012, before the amalgamation of District 6 into District 2, were combined together and reported above as District 2 calls for service. In this District Constables responded to 23,325 community generated calls for service, approximately 64 per day. The busiest days of the week were Friday, Saturday and Sunday, with an average of 67, 78 and 68 CFS respectively. Of the total number of calls 29% occurred during the day (0800-1600), 44% occurred during the afternoon/evening hours (1600-midnight) and 27% occurred during the nighttime hours (midnight – 0800).

The table below shows the most common types of calls for service in District 2.

<b>District 2 Calls for Service</b>	<b># of Calls</b>	<b>% of Total</b>
Domestic Disturbance	2708	11.6%
Wellbeing Check	1988	8.5%
Disturbance	1781	7.6%
Suspicious Person/Vehicle	1416	6.1%
Assault	791	3.4%
Suicide Threat	776	3.3%
Check Welfare - 911 Hang-up	767	3.3%
Traffic	760	3.3%
Family Trouble	747	3.2%
Medical	711	3.0%
Threat	706	3.0%
Noise	661	2.8%
Fire	607	2.6%
Distress Alarm	563	2.4%
Missing Person Assist	513	2.2%
All Other Calls for Service	7,830	33.6%
<b>Total</b>	<b>23,325</b>	<b>100.0%</b>

As shown above, the 10 most frequent calls for service account for 15,495 calls, almost 66% of the total number of calls during the year.

The following tables show the response times for District 2 (combined with District 6 CFS).

**District 2**

Priority Type	Number of CFS	Call Processing	Travel	Response Time	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
0	27	1.1	6.0	7.1	129.9	135.9	61
1	8	25.8	10.0	35.8	97.8	107.7	14
2	1,821	2.9	6.5	9.4	97.3	103.8	3,151
3	13,918	27.6	13.0	40.6	108.6	121.6	28,201
4	2,159	31.6	11.6	43.2	95.5	107.1	3,853
5	3,487	54.5	18.3	72.8	115.9	134.2	7,799
6	547	44.5	14.9	59.4	99.9	114.7	1,046
7	1,228	57.7	15.0	72.7	69.6	84.6	1,732
8	20	23.8	13.8	37.6	136.5	150.3	50
9	110	79.1	14.0	93.1	96.0	110.0	202
<b>All</b>	<b>23,325</b>	<b>31.1</b>	<b>13.2</b>	<b>44.4</b>	<b>105.3</b>	<b>118.6</b>	<b>46,109</b>

The following table shows the time ranges for the calls for service.

CFS by Priority Type	Travel Time in Minutes – District 2					Total #	Total %
	0:00–4:59	5:00–6:59	7:00–9:59	Above 10:00	No Time Stamps		
0	10	8	3	3	3	27	0.12%
1	4	1		3		8	0.03%
2	805	332	366	297	21	1,821	7.8%
3	2,938	1,598	2,487	6,203	692	13,918	59.7%
4	625	300	351	740	143	2,159	9.3%
5	425	317	416	1,953	376	3,487	14.9%
6	98	49	60	277	63	547	2.3%
7	204	133	143	543	205	1,228	5.3%
8	3	1	1	5	10	20	0.1%
9	19	17	15	39	20	110	0.5%
<b>Total</b>	<b>5,131</b>	<b>2,756</b>	<b>3,842</b>	<b>10,063</b>	<b>1,533</b>	<b>23,325</b>	<b>100%</b>
<b>% of CFS</b>	<b>22.0%</b>	<b>11.8%</b>	<b>16.5%</b>	<b>43.1%</b>	<b>6.6%</b>	<b>100.0%</b>	

**Community Generated Calls for Service by Day & Hour – District 3**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	260	144	154	154	174	199	318	1,403
0100	263	111	121	132	173	167	283	1,250
0200	231	76	114	141	128	146	318	1,154
0300	246	73	104	136	127	139	273	1,098
0400	166	52	76	101	98	103	245	841
0500	146	42	57	67	78	107	172	669
0600	88	56	52	50	71	56	126	499
0700	92	50	56	58	73	71	107	507
0800	93	63	54	62	86	96	110	564
0900	85	98	87	97	88	100	105	660
1000	97	100	90	122	100	109	121	739
1100	118	112	124	107	102	103	129	795
1200	124	121	122	143	128	145	139	922
1300	148	143	143	135	147	142	142	1,000
1400	163	147	146	159	137	140	166	1,058
1500	122	149	161	183	135	164	209	1,123
1600	158	167	212	172	187	190	191	1,277
1700	156	192	179	197	182	199	211	1,316
1800	163	193	162	194	186	190	188	1,276
1900	183	189	191	194	199	202	219	1,377
2000	180	206	180	218	176	182	237	1,379
2100	204	194	215	208	206	249	248	1,524
2200	186	205	231	203	230	335	275	1,665
2300	152	183	193	215	216	314	259	1,532
<b>Total</b>	<b>3,824</b>	<b>3,066</b>	<b>3,224</b>	<b>3,448</b>	<b>3,427</b>	<b>3,848</b>	<b>4,791</b>	<b>25,628</b>
<b>Ave/day</b>	74	59	62	66	66	74	92	70

District 3 Constables responded to 25,628 community generated calls for service, approximately 70 per day. The busiest day of the week was Saturday with an average of 92 CFS. Of the total number of calls 27% occurred during the day (0800-1600), 44% occurred during the afternoon/evening hours (1600-midnight) and 29% occurred during the nighttime hours (midnight – 0800).

The table below shows the most common types of calls for service in District 3.

<b>District 3 Calls for Service</b>	<b># of Calls</b>	<b>% of Total</b>
Domestic Disturbance	4285	16.7%
Wellbeing Check	2669	10.4%
Disturbance	1666	6.5%
Family Trouble	1663	6.5%
Assault	1377	5.4%
Suspicious Person/Vehicle	1084	4.2%
Threat	833	3.3%
Medical	722	2.8%
Missing Person Assist	718	2.8%
Suicide Threat	673	2.6%
Breaking & Entering	635	2.5%
Check Welfare - 911 Hang-up	630	2.5%
Fight	583	2.3%
Fire	471	1.8%
Child in Danger	464	1.8%
All Other Calls for Service	7,155	27.9%
<b>Total</b>	<b>25,628</b>	<b>100.0%</b>

The 15 most frequent calls for service account for 18,473 calls, approximately 72% of the total number of calls during the year.

The following tables show the response times for District 3.

**District 3**

Priority Type	Number of CFS	Call Processing	Travel	Response Time	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
0	8	1.0	3.1	4.0	238.1	241.2	32
1	19	7.9	7.6	15.5	95.0	102.6	32
2	2,470	3.8	4.4	8.2	116.3	120.6	4,966
3	17,187	29.8	10.1	39.9	96.2	106.4	30,468
4	1,550	35.6	10.4	46.0	98.3	108.7	2,808
5	3,209	60.1	17.0	77.1	106.2	123.2	6,588
6	403	46.2	14.7	60.9	86.5	101.2	680
7	657	58.5	11.8	70.3	80.9	92.7	1,016
8	26	31.0	7.7	38.7	129.1	136.8	59
9	99	77.2	21.5	98.7	98.3	119.9	198
<b>All</b>	<b>25,628</b>	<b>30.8</b>	<b>10.5</b>	<b>41.3</b>	<b>99.1</b>	<b>109.6</b>	<b>46,847</b>

The following table shows the time ranges for the calls for service.

CFS by Priority Type	Travel Time in Minutes – District 3					Total #	Total %
	0:00–4:59	5:00–6:59	7:00–9:59	Above 10:00	No Time Stamps		
0	7	1				8	0.03%
1	11	3	1	4		19	0.07%
2	1,726	363	202	133	46	2,470	9.6%
3	6,288	2,558	2,596	4,721	1,024	17,187	67.1%
4	620	211	201	377	141	1,550	6.0%
5	588	342	490	1433	356	3,209	12.5%
6	92	42	59	157	53	403	1.6%
7	170	68	86	187	146	657	2.6%
8	7	2	2	3	12	26	0.1%
9	13	6	9	34	37	99	0.4%
<b>Total</b>	<b>9,522</b>	<b>3,596</b>	<b>3,646</b>	<b>7,049</b>	<b>1,815</b>	<b>25,628</b>	<b>100%</b>
<b>% of CFS</b>	<b>37.2%</b>	<b>14.0%</b>	<b>14.2%</b>	<b>27.5%</b>	<b>7.1%</b>	<b>100.0%</b>	

**Community Generated Calls for Service by Day & Hour – District 4**

<b>Hour</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>	<b>Total</b>
<b>0000</b>	270	142	107	125	143	133	278	1,198
<b>0100</b>	253	82	109	91	109	133	255	1,032
<b>0200</b>	279	87	88	75	104	115	253	1,001
<b>0300</b>	178	61	78	70	79	103	203	772
<b>0400</b>	133	42	46	63	59	80	129	552
<b>0500</b>	78	36	41	50	39	50	112	406
<b>0600</b>	54	29	50	46	45	52	84	360
<b>0700</b>	68	40	44	51	60	76	91	430
<b>0800</b>	79	59	89	90	102	84	84	587
<b>0900</b>	85	105	108	90	112	91	98	689
<b>1000</b>	113	126	106	100	101	102	128	776
<b>1100</b>	102	94	101	116	129	102	119	763
<b>1200</b>	99	123	126	101	130	135	126	840
<b>1300</b>	122	143	107	134	136	114	128	884
<b>1400</b>	138	144	142	138	109	129	140	940
<b>1500</b>	116	137	138	150	125	149	125	940
<b>1600</b>	156	157	168	150	144	165	159	1,099
<b>1700</b>	173	178	158	152	187	161	194	1,203
<b>1800</b>	153	164	181	192	136	200	169	1,195
<b>1900</b>	178	200	183	181	185	180	181	1,288
<b>2000</b>	180	170	175	178	168	151	174	1,196
<b>2100</b>	164	182	177	175	194	230	206	1,328
<b>2200</b>	201	178	195	172	187	281	231	1,445
<b>2300</b>	168	165	157	163	195	273	286	1,407
<b>Total</b>	<b>3,540</b>	<b>2,844</b>	<b>2,874</b>	<b>2,853</b>	<b>2,978</b>	<b>3,289</b>	<b>3,953</b>	<b>22,331</b>
<b>Ave/day</b>	68	55	55	55	57	63	76	61

District 4 Constables responded to 22,331 community generated calls for service, approximately 61 per day. The busiest days of the week were Friday, Saturday and Sunday with an average of 63, 76 and 68 CFS respectively. Of the total number of calls 29% occurred during the day (0800-1600), 45% occurred during the afternoon/evening hours (1600-midnight) and 26% occurred during the nighttime hours (midnight – 0800).



The table below shows the most common types of calls for service in District 4.

<b>District 4 Calls for Service</b>	<b># of Calls</b>	<b>% of Total</b>
Domestic Disturbance	3069	13.7%
Wellbeing Check	1824	8.2%
Suspicious Person/Vehicle	1402	6.3%
Disturbance	1322	5.9%
Family Trouble	1019	4.6%
Traffic	871	3.9%
Suicide Threat	727	3.3%
Assault	721	3.2%
Check Welfare - 911 Hang-up	706	3.2%
Threat	695	3.1%
Medical	624	2.8%
Missing Person Assist	538	2.4%
Impaired Driver	504	2.3%
Noise	500	2.2%
Fire	468	2.1%
All Other Calls for Service	7,341	32.9%
<b>Total</b>	<b>22,331</b>	<b>100.0%</b>

As shown above, the 15 most frequent calls for service account for 14,990 calls, approximately 67% of the total number of calls during the year.

The following tables show the response times for District 4.

**District 4**

Priority Type	Number of CFS	Call Processing	Travel	Response Time	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
0	24	1.3	7.1	8.5	165.2	172.3	69
1	5	13.6	11.8	25.4	53.5	65.3	5
2	1,718	2.9	7.3	10.2	109.6	116.8	3,346
3	13,485	22.8	14.5	37.3	104.4	118.9	26,726
4	1,889	28.0	13.1	41.1	96.6	109.7	3,453
5	3,466	53.0	21.5	74.5	117.6	139.1	8,037
6	571	41.4	18.7	60.1	97.1	115.8	1,102
7	994	50.6	18.4	69.0	80.1	98.4	1,631
8	26	13.0	16.7	29.7	113.7	130.4	57
9	153	70.8	19.9	90.8	87.7	107.7	275
<b>All</b>	<b>22331</b>	<b>27.2</b>	<b>15.2</b>	<b>42.3</b>	<b>104.9</b>	<b>120.0</b>	<b>44,700</b>

The following table shows the time ranges for the calls for service.

CFS by Priority Type	Travel Time in Minutes – District 4					Total #	Total %
	0:00–4:59	5:00–6:59	7:00–9:59	Above 10:00	No Time Stamps		
0	7	8	7	2		24	0.11%
1		1	1	1	2	5	0.02%
2	629	362	359	348	20	1,718	7.7%
3	2,210	1,414	2,278	7,103	480	13,485	60.4%
4	485	213	291	807	93	1,889	8.5%
5	265	179	376	2,377	269	3,466	15.5%
6	80	42	64	336	49	571	2.6%
7	118	91	134	547	104	994	4.5%
8	5	2	4	9	6	26	0.1%
9	19	4	17	78	35	153	0.7%
<b>Total</b>	<b>3,818</b>	<b>2,316</b>	<b>3,531</b>	<b>11,608</b>	<b>1,058</b>	<b>22,331</b>	<b>100%</b>
<b>% of CFS</b>	<b>17.1%</b>	<b>10.4%</b>	<b>15.8%</b>	<b>52.0%</b>	<b>4.7%</b>	<b>100.0%</b>	

There are several differences between District response times that should be pointed out – Districts 1 and 3 had lower overall travel times to their calls (10.1 minutes for District 1 and 10.5 minutes for District 3) than Districts 2 and 4 (13.2 minutes and 15.2 minutes respectively), this is most likely primarily due to the large geographic areas of Districts 2 and 4. This is also reflected in the travel times of under 7 minutes (shown

in the second table for each District on the previous pages) – Districts 1 and 3 were able to respond to over 50% of their calls in under 7 minutes of travel time while in District 2 only 33.8% of the calls were under 7 minutes and only 27.5% of the calls in District 4.

**2. RESPONSE TIME BY PRIORITY CALL TYPES.**

**District 1**

Priority Type	Number of CFS	Travel	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
0	68	3.1	46.6	49.7	56
1	90	2.0	155.4	157.4	236
2	7,620	3.4	64.2	67.7	8,593
3	20,996	10.3	48.3	58.6	20,519
4	1,700	9.6	40.5	50.2	1,422
5	3,348	24.5	44.2	68.6	3,830
6	238	24.0	34.4	58.4	231
7	1,139	12.1	131.4	143.5	2,723
8	20	15.3	176.5	191.7	64
9	181	26.9	20.5	47.5	143
<b>All</b>	<b>35,400</b>	<b>10.1</b>	<b>54.3</b>	<b>64.4</b>	<b>37,817</b>

**District 2**

Priority Type	Number of CFS	Travel	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
0	114	6.0	58.0	64.0	122
1	23	4.1	36.9	40.9	16
2	4,790	5.6	54.9	60.5	4,832
3	15,069	12.9	59.1	72.0	18,072
4	2,628	10.7	45.5	56.2	2,462
5	2,784	24.9	44.6	69.5	3,224
6	400	18.3	45.0	63.3	422
7	895	19.4	50.2	69.6	1,038
8	4	44.1	97.2	141.4	9
9	319	29.2	23.8	52.9	281
<b>All</b>	<b>27,026</b>	<b>12.8</b>	<b>55.0</b>	<b>67.8</b>	<b>30,478</b>

**District 3**

Priority Type	Number of CFS	Travel	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
0	100	3.9	62.6	66.5	111
1	48	7.3	38.0	45.2	36
2	7,344	3.6	58.0	61.6	7,542
3	20,612	10.2	43.1	53.3	18,318
4	2,094	9.4	39.0	48.4	1,691
5	3,211	26.1	39.4	65.5	3,505
6	302	21.6	32.3	53.9	271
7	671	13.6	85.1	98.7	1,104
8	18	6.0	51.3	57.3	17
9	212	26.9	21.8	48.8	172
<b>All</b>	<b>34,612</b>	<b>10.2</b>	<b>46.7</b>	<b>56.8</b>	<b>32,767</b>

**District 4**

Priority Type	Number of CFS	Travel	On Scene	Call Handling (Travel + On Scene)	Call Handling Hours
0	101	6.2	66.9	73.0	123
1	10	14.5	17.3	31.8	5
2	4,757	6.1	59.4	65.5	5,193
3	14,575	14.3	52.5	66.7	16,215
4	2,698	11.1	47.4	58.5	2,631
5	2,945	30.2	41.0	71.2	3,494
6	426	24.2	47.4	71.6	508
7	788	26.0	50.1	76.1	999
8	13	29.2	131.0	160.2	35
9	315	32.0	25.7	57.7	303
<b>All</b>	<b>26,628</b>	<b>14.6</b>	<b>52.0</b>	<b>66.6</b>	<b>29,506</b>

Districts 1 and 3, which had the highest number of calls for service, correspondingly also received the highest number of backup responses, at 35,400 and 34,612 respectively. The work hours will be used when calculating total committed time hours later in this report.

**3. CONSTABLE INITIATED INCIDENTS AND THE TIME SPENT BY DISTRICT.**

The tables on the following pages show the number and type of officer initiated incidents by District (District 2 and District 6 incidents were combined into the District 2 table).

**Constable Initiated Activity – District 1**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Total
0000	155	139	170	143	163	127	133	1,030
0100	117	98	122	111	148	115	133	844
0200	101	75	72	59	57	63	98	525
0300	49	37	50	35	45	37	49	302
0400	33	54	44	39	36	44	47	297
0500	32	53	51	44	31	44	33	288
0600	23	93	65	58	32	50	20	341
0700	104	152	126	166	141	145	92	926
0800	92	150	195	159	162	169	95	1,022
0900	83	155	134	162	163	171	79	947
1000	104	129	138	151	130	154	106	912
1100	93	144	120	131	123	138	97	846
1200	78	102	111	113	108	157	92	761
1300	74	119	108	144	124	138	110	817
1400	89	124	136	147	110	151	100	857
1500	157	157	186	178	202	167	134	1,181
1600	102	127	117	118	121	109	101	795
1700	169	169	166	141	143	159	145	1,092
1800	116	139	123	117	163	132	129	919
1900	99	121	113	127	107	133	115	815
2000	86	120	109	104	108	106	97	730
2100	96	102	106	104	99	96	93	696
2200	142	161	136	177	149	168	137	1,070
2300	149	167	154	165	153	164	145	1,097
<b>Total</b>	<b>2,343</b>	<b>2,887</b>	<b>2,852</b>	<b>2,893</b>	<b>2,818</b>	<b>2,937</b>	<b>2,380</b>	<b>19,110</b>
<b>Ave/day</b>	<b>45</b>	<b>56</b>	<b>55</b>	<b>56</b>	<b>54</b>	<b>56</b>	<b>46</b>	<b>52</b>

As shown above, Patrol Sergeants and Constables initiated 19,110 on-view incidents, an average of 52 events per day.

<b>District 1 Incidents</b>	<b>Number</b>	<b>Percent</b>
Investigation	4,425	23.2%
Traffic Stop	3,866	20.2%
Beat	2,057	10.8%
IPDA (Intoxicated Person)	1,357	7.1%
Special Patrol (SPAT)	1,178	6.2%
Report	1,120	5.9%
Subject Stop	679	3.6%
Breach of the Peace	510	2.7%
Disturbance	451	2.4%
Warrant Service	381	2.0%
All Other Incidents	3,086	16.1%
<b>Total</b>	<b>19,110</b>	<b>100.0%</b>

“Investigations” and traffic stops accounted for the highest number of incidents in District 1, with over 23% and 20% of the total number.

**Constable Initiated Activity – District 2**

<b>Hour</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>	<b>Total</b>
<b>0000</b>	143	86	126	99	130	106	103	793
<b>0100</b>	88	98	155	87	157	88	74	747
<b>0200</b>	62	60	64	49	64	59	60	418
<b>0300</b>	28	38	30	26	40	37	30	229
<b>0400</b>	27	49	36	41	32	33	24	242
<b>0500</b>	27	50	28	40	32	30	23	230
<b>0600</b>	25	78	67	54	42	50	23	339
<b>0700</b>	43	64	87	93	74	100	54	515
<b>0800</b>	47	104	121	119	117	133	56	697
<b>0900</b>	64	145	128	165	133	158	80	873
<b>1000</b>	81	80	85	99	105	124	90	664
<b>1100</b>	78	120	83	125	96	118	75	695
<b>1200</b>	56	87	96	91	59	103	52	544
<b>1300</b>	64	89	66	90	67	108	51	535
<b>1400</b>	81	90	110	91	90	105	70	637
<b>1500</b>	82	61	123	78	115	91	52	602
<b>1600</b>	81	76	85	66	58	77	63	506
<b>1700</b>	83	88	89	90	80	82	74	586
<b>1800</b>	56	80	76	91	98	83	79	563
<b>1900</b>	65	79	90	75	80	90	56	535
<b>2000</b>	64	65	95	78	69	72	69	512
<b>2100</b>	67	54	66	81	58	76	57	459
<b>2200</b>	95	115	112	120	118	89	115	764
<b>2300</b>	103	118	98	115	118	104	154	810
<b>Total</b>	<b>1,610</b>	<b>1,974</b>	<b>2,116</b>	<b>2,063</b>	<b>2,032</b>	<b>2,116</b>	<b>1,584</b>	<b>13,495</b>
<b>Ave/day</b>	31	38	41	40	39	41	30	37

As shown above, Patrol Sergeants and Constables initiated 13,495 on-view incidents, an average of 37 events per day.

<b>District 2 Incidents</b>	<b>Number</b>	<b>Percent</b>
Traffic Stop	3,900	28.9%
Investigation	3,149	23.3%
Special Patrol (SPAT)	2,037	15.1%
Report	868	6.4%
Traffic	632	4.7%
Park & Walk	258	1.9%
Convey Prisoner	208	1.5%
Motor Vehicle Collision	168	1.2%
Subject Stop	166	1.2%
Radar	138	1.0%
All Other Incidents	1,971	14.6%
<b>Total</b>	<b>13,495</b>	<b>100.0%</b>

Traffic stops and Investigations accounted for over 52% of the total number of events initiated by Patrol Sergeants and Constables during 2012.



**Constable Initiated Activity – District 3**

<b>Hour</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>	<b>Total</b>
<b>0000</b>	125	101	142	95	139	113	117	832
<b>0100</b>	112	114	138	81	138	93	112	788
<b>0200</b>	65	67	57	53	67	57	68	434
<b>0300</b>	43	40	42	36	51	37	62	311
<b>0400</b>	30	39	48	51	42	41	48	299
<b>0500</b>	32	52	54	44	51	37	46	316
<b>0600</b>	35	54	49	50	38	29	22	277
<b>0700</b>	51	79	68	81	79	90	64	512
<b>0800</b>	56	69	78	88	82	74	73	520
<b>0900</b>	66	68	49	85	84	73	67	492
<b>1000</b>	55	50	62	89	63	81	45	445
<b>1100</b>	46	71	62	73	66	70	42	430
<b>1200</b>	48	56	42	68	67	54	59	394
<b>1300</b>	55	47	53	66	47	43	35	346
<b>1400</b>	60	84	64	78	64	78	68	496
<b>1500</b>	73	91	69	89	80	88	84	574
<b>1600</b>	73	64	58	66	69	60	52	442
<b>1700</b>	95	82	81	84	88	79	75	584
<b>1800</b>	61	71	86	61	56	81	91	507
<b>1900</b>	63	80	54	71	109	78	48	503
<b>2000</b>	78	67	69	63	80	79	69	505
<b>2100</b>	62	75	79	85	86	69	66	522
<b>2200</b>	115	149	136	125	144	121	132	922
<b>2300</b>	150	154	145	123	132	113	141	958
<b>Total</b>	<b>1,649</b>	<b>1,824</b>	<b>1,785</b>	<b>1,805</b>	<b>1,922</b>	<b>1,738</b>	<b>1,686</b>	<b>12,409</b>
<b>Ave/day</b>	32	35	34	35	37	33	32	34

As shown above, Patrol Sergeants and Constables initiated 12,409 on-view incidents in District 3, an average of 34 events per day.

<b>District 3 Incidents</b>	<b>Number</b>	<b>Percent</b>
Traffic Stop	3,522	28.4%
Investigation	2,144	17.3%
SPI Hotspot	1,119	9.0%
Suspicious Subject	774	6.2%
Special Patrol (SPAT)	688	5.5%
Subject Stop	527	4.2%
Warrant Service	477	3.8%
Report	333	2.7%
Beat Issue	279	2.2%
Traffic	265	2.1%
All Other Incidents	2,281	18.4%
<b>Total</b>	<b>12,409</b>	<b>100.0%</b>

Traffic stops and Investigations accounted for over 45% of the total number of events initiated by Patrol Sergeants and Constables in District 3 during 2012.

**Constable Initiated Activity – District 4**

<b>Hour</b>	<b>Sun</b>	<b>Mon</b>	<b>Tue</b>	<b>Wed</b>	<b>Thu</b>	<b>Fri</b>	<b>Sat</b>	<b>Total</b>
<b>0000</b>	87	104	120	113	171	115	107	817
<b>0100</b>	89	80	166	114	165	78	96	788
<b>0200</b>	71	79	53	59	84	56	57	459
<b>0300</b>	32	40	27	35	35	28	34	231
<b>0400</b>	22	26	31	37	32	26	21	195
<b>0500</b>	20	45	37	33	42	40	17	234
<b>0600</b>	19	68	47	61	69	52	17	333
<b>0700</b>	27	53	72	83	77	67	32	411
<b>0800</b>	44	86	64	96	91	77	46	504
<b>0900</b>	55	86	73	101	87	83	63	548
<b>1000</b>	50	69	78	75	64	82	52	470
<b>1100</b>	66	81	76	92	77	89	66	547
<b>1200</b>	48	65	59	64	49	60	40	385
<b>1300</b>	44	57	62	63	39	53	35	353
<b>1400</b>	46	47	46	64	63	56	50	372
<b>1500</b>	46	53	64	63	79	69	40	414
<b>1600</b>	41	42	53	60	66	59	30	351
<b>1700</b>	77	65	53	60	73	62	63	453
<b>1800</b>	66	60	38	52	70	58	50	394
<b>1900</b>	51	73	60	48	63	69	43	407
<b>2000</b>	57	67	49	51	50	59	59	392
<b>2100</b>	55	61	59	43	68	65	52	403
<b>2200</b>	91	111	119	87	98	89	96	691
<b>2300</b>	97	105	116	139	92	95	112	756
<b>Total</b>	<b>1,301</b>	<b>1,623</b>	<b>1,622</b>	<b>1,693</b>	<b>1,804</b>	<b>1,587</b>	<b>1,278</b>	<b>10,908</b>
<b>Ave/day</b>	25	31	31	33	35	31	25	30

As shown above, Patrol Sergeants and Constables initiated 10,908 on-view incidents in District 4, an average of 30 events per day.

<b>District 4 Incidents</b>	<b>Number</b>	<b>Percent</b>
Traffic Stop	4,092	37.5%
Investigation	2,508	23.0%
Report	721	6.6%
Special Patrol (SPAT)	635	5.8%
Traffic	468	4.3%
SPI Hotspot	279	2.6%
Convey Prisoner	222	2.0%
Suspicious Subject	208	1.9%
Warrant Service	154	1.4%
Radar	133	1.2%
All Other Incidents	1,488	13.6%
<b>Total</b>	<b>10,908</b>	<b>100.0%</b>

Traffic stops and Investigations accounted for over 60% of the total number of events initiated by Patrol Sergeants and Constables in District 4 during 2012.

Overall, the Winnipeg Police Service General Patrol staff were proactive in their Districts as time is available as evidenced by the 57,000+ incidents of officer initiated activity during the year.

## 4. ANALYSIS OF OPERATIONS SUPPORT

This Chapter of the report provides an assessment of the Support Operation in the Winnipeg Police Service, including Division, 50, Division 51, and the Vehicle Services Unit.

### 1. DIVISION 50

Division 50 consists of both full-time units and part-time units to support the operations of the Winnipeg Police Service. The Division is lead by an Inspector, who provides overall management of the Division. A Staff Sergeant is also assigned to the Division to handle the day-to-day operations of the Units, personnel issues and conduct performance reviews of supervisors.

The full-time units included the following:

- **Airport Unit.** This Unit is responsible for responding to screening alarms at both the domestic and international screening areas of the airport. They also assist in prisoner transfers, medical events, on board disturbances and bomb threats at the airport.
- **Bomb Unit.** The Bomb Unit is led by a full-time Sergeant and staffed part-time bomb technicians and members of the Tactical Support Team. The Unit responds to post blast events, suspicious packages, events requiring explosive disposal and suspected drug labs.
- **Canine Unit.** This Unit supports the Uniform Operations by primarily tracking suspects that have fled a crime scene. There are also narcotic detection canines assigned to A-side on days and evenings and two (2) canines which are part of the tactical team during deployments and two (2) explosive detection canines.
- **Flight Operations Unit.** The Flight Operations Unit supports uniformed patrol and investigators by providing air support to assist in the detection suspects, monitor locations, mark and locate evidence and monitor pursuits.
- **Tactical Support Team.** The Tactical Support Team assists in the execution of search warrants, responds to barricaded subject calls and backs-up uniformed officers on critical calls, weapons calls, fights and robberies.

The part-time units in Division 50 include the following and are staffed on an as needed basis when an event or incident requiring their deployment occurs in Winnipeg:

- **Clandestine Lab Unit.** This Unit is responsible for responding to suspicious incidents with suspected drug labs to assist in the removal of the lab.
- **Crisis Negotiation Unit.** This Unit responds to critical incidents where mediation or negotiation may defuse or resolve critical incidents.
- **Crowd Management Unit.** This Unit is deployed to planned large gatherings and events and is assigned to work special duty events with large crowds.
- **Ground Search & Rescue Unit.** This Unit is part of a Provincial Chapter and conducts high-risk searches in hazardous areas (wilderness, riverbanks, bush, forest, industrial etc.) for vulnerable missing persons, despondent and for evidence at crime scenes in the above areas.
- **Protective Services Unit.** This Unit provides witness protection, dignitary protection and conducts threat assessments for businesses and events.
- **Underwater Search & Recovery Unit.** This Unit provides search and recovery services for drowning victims, vehicles and evidence in rivers and ponds. The Unit also conducts sonar mapping for navigational hazards on the river.

#### **(1) The Full Time Units Were Reviewed**

As stated earlier, the full-time units in Division 50 include the Airport Unit, Bomb Unit, Canine Unit, Flight Operations Unit and Tactical Support Team.

##### **(1.1) AIRPORT UNIT**

The Airport Unit is lead by a Sergeant who is responsible for managing the Unit. The Unit is has four (4) Patrol Sergeants who provide supervision of 20 Constables assigned to provide responses to events on airport property. The James Armstrong Richardson International Airport contracts with the City of Winnipeg to provide police services on Airport property.

**(1.1.1) The Airport Unit Has Appropriate Performance Measures for Responding to Incidents.**

The primary mandate for the Airport Unit is to respond to alarms at the domestic and international passenger screening areas related to weapons or other dangerous items found with a passenger.

In 2012 the Unit responded to a total of 204 screening alarms. Of these alarms, the majority were for weapons (34) and ammunition (121). These alarms were at located at the following screening locations:

- Central Screening (174)
- U.S. Trans-border (24)
- Domestic Oversize (6)

The Unit also responded to a variety of other incidents as shown in the following table:

<b>Incident</b>	<b>Number</b>
In-flight / Airside	10
Aircraft in Distress	32
Airport Unit Arrests	48
General Calls	530
Prisoner Escorts	58
Assisting other Agencies	131
Emergency Medical Calls	183

The Unit has the following performance standards for responding to these alarms:

- Resolving issues at the domestic screening area within 5 minutes.
- Resolving issues at the international screening area within 3 minutes.

While the Unit maintains performance goals and tracks the activity of the Unit, there is no method in place to track the performance related to meeting the above standards on a fractile basis.

**(1.1.2) The Royal Canadian Mounted Police Will Take Over Airport Security in October 2014.**

In a bid to provide security services for the Airport, the RCMP was awarded the contract to provide services and will take over this service in October 2014. This will result in the elimination of the 25 personnel currently assigned to the Airport Unit once this occurs.

***Recommendation: The WPS should eliminate the personnel currently assigned to the Airport Unit prior to October 2014, through attrition. When the Airport Police Service will be assumed by the RCMP. Remaining personnel should be eliminated through attrition and not replaced until the staffing levels of FTE's allocated to this unit are fully eliminated.***

**(1.2) BOMB UNIT.**

One full-time Sergeant, who coordinates the activities, staffs the Bomb Unit. The remaining members are part-time personnel and include 3 bomb technicians and 3 tactical team members. In 2012, the Bomb Unit responded to 33 incidents. The following table summarizes the incidents responded to by the Unit:

Type of Incident	Total
Found/Seized Explosive	14
Suspicious item/Package	8
Dangerous Incident/Hoax Devices	6
Manufacturing Explosives	2
Found IED	2
CBRN	1

The limited call activity for the Unit, 33 incidents in 2012 does not indicate a need to staff the Unit with any additional personnel beyond those assigned to the Unit on a part-time basis. While the Unit is currently authorized six (6) Bomb Technicians, the



current staffing level of part-time personnel is three (3). Filling vacancies and training personnel to a functional level is a long-term process as there are limited training slots available at the Basic Bomb Technician School in Ottawa each year.

**(1.2.1) The Sergeant Coordinates the Activities of the Part-Time Bomb Unit.**

The Sergeant is the lone full-time position allocated to the part-time Bomb Unit and coordinates the activities of the Unit to ensure operational readiness of personnel including:

- Ensuring intelligence reports received from Federal sources are reviewed, disseminated and the appropriate action taken.
- Ensuring all equipment is inspected, working and properly maintained.
- Ensuring all Unit members are certified in required fields and individual member qualifications are completed annually.
- Ensuring general WPS membership is trained to recognize explosives, munitions, IED's, CBRN, post blast and terrorist indicators.
- Ensures all required reports are completed and reviewed.
- Ensures participation of the Unit at all Federally mandated exercises.
- Trains other WPS specialty units to ensure proper functioning with the Bomb Unit during incidents.
- Ensures the explosive range meets Federal Standards.
- Serves as the liaison to the Human Rights Museum and conducts training.

As shown above, there are several key functions performed by the Bomb Unit Coordinator to justify the allocation of one FTE to the Unit.

**(1.2.3) The Bomb Unit Should Fill Current Vacancies and Establish an Alternate Team Member to Fill Vacancies as They Occur.**

As stated earlier the Bomb Unit is authorized six (6) part-time Bomb Technicians, with current staffing at three (3). The Unit should work to fill the current vacancies in a

timely manner to ensure two (2) Bomb Technicians are available for response to incidents as they occur, which is the policy of the Unit. It would also be beneficial to the Unit to identify and train an alternate member for the Team to the Basic EOD Technician level so that when vacancies occur in the Unit a qualified member of WPS exists to staff the vacancy. This Alternate member would require attendance at training events to ensure proficiency of a basic EOD Technician is maintained.

***Recommendation: Fill the current part-time vacancies in the Bomb Unit and establish an alternate team member to allow vacancies to be filled as they occur.***

### **(1.3) CANINE UNIT.**

The WPS operates a very unique Canine Unit where they breed and raise the dogs used in Canine operations in the Service. The Unit has a kennel for breeding puppies, keeping sick dogs and holding dogs when officers are assigned to court or on scheduled leave. The dogs are primarily trained for tracking purposes, but two (2) are also trained in narcotics detection and two (2) in explosives detection. The canine unit also deploys with the TST in warrant executions.

The Unit also has a Quarry program to raise and train puppies. The Quarry's are full-time WPS personnel who desire to become canine officers in the future. Part of the vetting process for assigning new officers to the unit is serving as a Quarry and raising/training a minimum of 2 to 3 puppies. It takes approximately 18 months for a canine to be fully functional in the Unit. The WPS will keep two (2) dogs for each opening in the agency and sell the rest to other police agencies seeking dogs.

Another interesting program is the retirement of the dogs. The WPS has a retirement fund set up to care for the dogs after they retire from service. This fund is

supported through charitable donations and funds the costs associated with caring for the dogs after they retire from service.

**(1.3.1) The Canine Unit Has No Established Criteria for How Constables Utilize Their Available Proactive Time.**

The primary mandate of the Canine Unit is to assist General Patrol by tracking suspects and conducting drug searches. Canine Units are not assigned to a specific district during their tour of duty. The units typically remain available for calls and will assign themselves to calls where they believe the Canine will be of value to members of General Patrol. The philosophy of the Unit is to remain available for calls so they can provide immediate assistance.

**(1.3.2) There is No Spare Vehicle Assigned to the Canine Unit.**

The Canine Units operate as single person cars with vehicles assigned to individually to officers. The Unit currently does not have any reserve vehicles in the fleet, which are outfitted to be used as a Canine vehicle. If a vehicle goes out of service it will result in the Canine team being out of service until the vehicle can be repaired.

**(1.3.3) The Canine Unit Should be Deployed as Part of the Uniform Patrol Division.**

A Sergeant who is responsible for overseeing the in-house training and Quarry programs manages the Canine Unit. The Sergeant also prepares the schedule, selects handlers and reviews use of force reports. The Unit should continue to be located in the new Canine Facility, but should report to patrol briefing sessions and be provided guidance on the needs of General Patrol during their assigned shift by reporting through the General Patrol chain of command. Functionally Canine handlers report to the highest ranking General Patrol Officer on calls they respond to. To ensure the handlers are focused on achieving the goals of the Uniform Operations Division, the Handlers

should not be assigned a fixed beat during this re-alignment, but should continue to have citywide availability to respond to incidents requiring a canine response to support the efforts of the General Patrol Constables.

The WPS should determine the types of calls which require a Canine response and proactively dispatch a Canine Unit on calls requiring a response and those where a Canine has been requested by on scene personnel. The Service should also clearly define activities to be engaged in by Canine handlers during their available proactive time such as drug interdiction vehicle stops.

***Recommendation: Redeploy Canine as part of the Uniform Patrol Division, but continue with the practice of Canine Handlers retaining citywide availability.***

***Recommendation: Allocate an additional vehicle to the Canine Unit to serve as a reserve vehicle and ensure operational readiness.***

***Recommendation: Develop goals for activities Canine Handlers should engage in during their available proactive time.***

#### **(1.4) FLIGHT OPERATIONS UNIT**

The Flight Operations Unit is lead by a Patrol Sergeant who serves as the Unit Manager. The Unit also includes a Chief Pilot, two (2) line pilots and four (4) tactical flight officers. The helicopter is operational from 7 days per week. The Unit is currently budgeted for 1,000 hours of flight operations annually.

The purpose of the Unit is to provide operational support for General Patrol and Investigative personnel of the WPS in the detection and apprehension of suspects. The following illustrate the types of incidents where the Flight Operations Unit assists:

- Crimes in progress for aerial containment and investigation.
- Infrared searches for suspects / evidence and co-ordination of ground resources.
- Tracking and surveillance of suspect vehicles during police pursuits.

- Illumination of crime scenes, accidents, car stops, search areas, foot pursuits.
- Aerial searches for missing and lost persons.
- Aerial reconnaissance and photography/videotaping of crime scenes, traffic collision sites, high-risk incidents and remote areas.
- Aerial view for major fires, environmental disasters and other major incidents.
- Identification of illegal grow operations related to drug investigations.
- Rapid deployment of Canine Unit members to remote locations if exigent circumstances exist.

**(1.4.1) During 2012 the Flight Operations Unit Averaged 2.7 Flight Hours per Day.**

The Flight Operations Unit averaged 2.7 flight hours per day in 2012. The following table illustrates the flight hours by month for the Flight Operations Unit:

<b>Month</b>	<b>Hours</b>
January	46.5
February	45.5
March	38.3
April	44.4
May	94.5
June	90.4
July	133.3
August	117.6
September	117.8
October	55.4
November	89
December	11.7

As shown above, the month with the lowest flight hours was March at 1.24 hours on average per day and the month with the highest flight hours was July, which averaged 4.3 flight hours per day. The above totals equate to 98.4% of the 1,000 budgeted flight hours being used during the calendar year 2012.

**(1.4.2) Weather, Maintenance and Staffing Shortages Caused 114 Days of Unplanned Flight Time Loses in 2012.**

As stated earlier, the Flight Operations Unit flew just over 98% of the budget hours they were allotted in 2012. Weather, unscheduled maintenance and staffing shortages contributed to hours that could not be flown. The following table illustrates the impact of three components on flight operations:

<b>Cause</b>	<b>Days Lost</b>
Weather	25
Unscheduled Maintenance	61
Staffing Shortages	28

As shown above, there were a total of 114 days where the Flight Operations Unit was scheduled to fly, but was unable to do so.

**(1.4.3) The Flight Operation Unit Provided Assistance to Operational and Investigative Service Units in 2012.**

The Flight Operations Unit was dispatched to assist on 3,445 incidents and attended a total of 2,688 of these incidents where air support was needed in 2012. The additional 757 incidents had the unit was cancelled prior to arrival at the scene. The following table illustrates the most common incidents for Flight Operations in 2012:

<b>Incident Type</b>	<b>Number</b>
Suspicious Person	240
Domestic Disturbance	219
Breaking and Entering	192
Wellbeing	174
Traffic Stop	158
Assault	147
Disturbance	147
Alarm	138
Fight	128
Shots Fired	77
Gun Seen	76
Robbery (person)	75
Weapon	69
Traffic Complaint	66
Damage	60
Robbery (commercial)	60
Other	662

**(1.4.4) The Province of Manitoba Provides Funds for the Operational Costs of the Flight Operations Unit.**

The City of Winnipeg invoices the Province of Manitoba for operational costs associated with operating the Flight Operations Unit. This agreement stipulates that the Unit provide assistance with incidents requiring air support in the Province, which are outside the City of Winnipeg. Since beginning operations in 2010, the Unit has provide assistance to outside police agencies, the Royal Canadian Mounted Police and several Provincial Justice Departments.

The Service budgets approximately \$1.5 million annually to operate the Flight Operations Unit. Costs associated with operating the unit are billed to the Province of Manitoba for the actual costs of operating the Unit and reimbursed to the City. In 2012 the Province of Manitoba paid \$1,327,950 in operational costs for the Flight Operations Unit. This equates to \$494 in operational costs for each attended call the Unit responded to in 2012. This makes the cost of operating the Flight Operation Unit very cost effective for the City and the relationship with the Province to provide funds should continue.

***Conclusion: Continue providing air support for the Province to offset the costs associated with operating the Flight Operations Unit.***

**(1.5) TACTICAL SUPPORT TEAM**

The Tactical Support Team is staffed with a Sergeant, who is the TST Coordinator, a Sergeant who is the Bomb Unit Coordinator, four (4) Sergeants who each supervise a platoon, four (4) Patrol Sergeants and 28 Constables. The Team is organized to work on four (4) platoons. Daily staffing is one (1) Sergeant, one (1) Patrol Sergeant and seven (7) Constables per platoon with a

minimum staffing of five (5) tactical personnel on each platoon to ensure an adequate and safe response can occur to weapons calls, critical calls and high-risk drug and search warrants. Three (3) members of the Tactical Support Team also respond to incidents involving the Bomb Unit to provide operational support to that Unit during explosive incidents. These personnel are trained to the Basic Explosive Ordinance Technician level.

**(1.5.1) The Tactical Support Team Utilizes Available Proactive Time For Training and Planning Activities.**

The Tactical Support Team utilizes their available proactive time to develop lesson plans and conduct team training. They also develop tactical operation plans for upcoming warrant service, including scouting locations. Training for personnel occurs on each shift and accounts for 2 hours use of proactive time.

**(1.5.2) The Tactical Support Team Does Not Formally Report Activities.**

Best practices for the operation of tactical teams include compiling response statistics and preparing an annual report detailing the response activities of the Tactical Team. The WPS Tactical Support Team does not currently compile annual workload statistics or report the success of their operation in an annual report. The Team should begin compiling statistical information monthly related to dispatched incidents and planned events responded to by the Tactical Support Team to assist in developing an annual report of Team activities.

***Recommendation: The Tactical Support Team Sergeant should be tasked with Preparing Monthly and Annual Reports which detail the responses and activities of the Team.***



## **(2) The Part Time Units Were Reviewed.**

As stated earlier, the part-time units in Division 50 include the Clandestine Lab Unit, Crisis Negotiation Unit, Crowd Management Unit, Ground Search & Unit, Protective Services Unit and Underwater Search & Recovery Unit. This section of the report provides a brief overview and findings related to these Units.

### **(2.1) Clandestine Lab Unit**

The Clandestine Lab Unit consists of one (1) Sergeant, three (3) Detective Sergeants and 10 Constables. The unit is deployed on deployed confirmed clandestine labs to secure the scene until the Chemist arrives from British Columbia to determine the products present and the charges that can be filed based on chemicals found at the scene.

#### **(2.1.1) The Clandestine Lab Unit is Underutilized**

The Sergeant receives calls from Uniformed Patrol Constables related to suspected labs. These phone calls are not tracked for statistical purposes, but there were no Unit deployments in 2012 resulting from consultation with Uniformed Patrol Constables.

The Members of the Unit are trained in an 80 hour Clandestine Lab Course at the Canadian Police College. One overlap day each month is used to conduct recurring training. This is a significant investment of time for a resource in the agency that has not be deployed to an incident in over a year.

#### **(2.1.2) The Royal Canadian Mounted Police (D-Division) has a Clandestine Lab Team Responsible for Disposal of Clan Labs in the Province of Manitoba.**

The RCMP Clandestine Team is located in Winnipeg and has responsibility for responding to clandestine labs in the Province of Manitoba. The WPS Clandestine Lab

Unit currently does not work with the RCMP team. Due to the low frequency of clandestine lab incidents in Winnipeg, the WPS should disband their part-time Clandestine Lab Unit and utilize the services of the RCMP team if a confirmed clandestine lab is located in the City.

***Recommendation: Disband the WPS Clandestine Lab Unit and utilize the RCMP Clandestine Team to mitigate clandestine lab incidents occurring within the City of Winnipeg.***

## **(2.2) Crisis Negotiation Unit**

The Unit is led coordinated by a Staff Sergeant and consists of nine (9) other members of WPS. Members of the Unit are required to complete a two week Crisis Negotiation course at the Canadian Police College. Three (3) Unit members are dispatched to scenes requiring a negotiator with one member serving as the primary negotiator, one as the secondary negotiator and the third coordinating activities with Incident Commander.

### **(2.2.1) Workload Increased for the Crisis Negotiation Unit in 2012 When Compared to 2011.**

The Crisis Negotiation Unit was activated for 58 incidents during 2012. This marked an increase of 49% over 2011 when the Unit was activated fro 39 incidents. The following Table illustrates the breakdown of incidents by type responded to by the Crisis Negotiation Unit in 2012:

<b>Incident Type</b>	<b>Number of Calls</b>
Weapons	46
Drugs	3
Suicide/Attempted Suicide	6
Armed/Barricaded Subject	2
Other	1

The existing staffing levels of the Unit are sufficient to handle the current workload, according to the Unit Coordinator. The activations of the Unit should continue

to be evaluated by the Coordinator to ensure that staffing levels remain sufficient to deploy a 3-member team in a timely fashion to the critical incidents requiring the services of the Crisis Negotiation Unit.

**(2.2.2) The Crisis Negotiation Unit Has Well Developed Standard Operating Guidelines.**

The standard operating guidelines clearly explain the types of incidents the Unit is deployed to and requires three members of the team respond to all Unit deployments. The guidelines also require a post incident briefing occur with Crisis Negotiators and the Incident Commander and Tactical Team Commander following incidents. The Unit Coordinator also sends a post incident email to members of the Unit on lessons learned from each call-out.

***Recommendation: Continue the current staffing level and deployment of the Crisis Negotiation Unit, but monitor activations to ensure a 3-member team can be consistently deployed to incidents.***

**(2.3) Crowd Management Unit**

The Crowd Management Unit is the largest part-time Unit in the WPS. The Unit is led by a Sergeant who serves as the Unit Coordinator. The Unit is also staffed with nine (9) Patrol Sergeants and 80 Constables for a total part-time staffing of 90 personnel.

**(2.3.1) The Crowd Management Unit Deploys in Soft Mode at Large Gatherings.**

The Crowd Management Unit deploys in “soft mode” as a noticeable deterrent to criminal activity during events, which typically draw large crowds such as the NHL Block Party and “Idle No More” Rallies. The Unit is typically deployed 4 times per year in this soft mode. During soft mode deployments 21 members of the Unit are deployed as three (3) squads consisting of one (1) leader and six (6) personnel. The Unit Coordinator serves as the liaison with the Incident Commander.

Due to the low frequency of events requiring deployment of the Crowd Management Unit, the WPS should continue to operate this as a part-time Unit and deploy personnel as necessary.

**(2.3.2) The Unit Coordinator Schedules Unit Personnel for Special Duty Assignments.**

Members of the Crowd Management Unit also work special events where large crowds gather, such as sporting events and concerts. Staffing for these events vary according to the expected crowd. The WPS bills the event coordinator for services associated with providing security at these events according to the current fee schedule. The Unit Coordinator schedules personnel for these events and submits the report to Finance to allow proper billing to occur and personnel to get paid for working the events.

***Recommendation: Continue the current staffing and deployment plan of the Crowd Management Unit.***

**(2.4) Ground Search and Rescue Unit**

The Ground Search & Rescue Unit is staffed with one (1) Sergeant, who is the Unit Coordinator and 20 Constables. A minimum of 2 GSAR members are on duty at all times to ensure rapid deployment during incidents in Winnipeg requiring the services of the Unit. The Unit also trains volunteers to the same proficiency as sworn members. The volunteers conduct searches outside the city limits of Winnipeg as part of regional search efforts.

**(2.4.1) The GSAR Unit Does Not Maintain Workload Statistics.**

The Coordinator estimates the Unit is deployed on average 5 – 12 times per year, but no statistics are kept on short searches or phone calls related to possible

activations. The Unit should develop a plan to track and report Unit activity to ensure it remains staffed and funded in a cost effective manner.

#### **(2.4.2) The Province of Manitoba Provides Funding to the GSAR Unit**

The WPS GSAR Unit is part of the Provincial Search and Rescue Chapter (SARMAN), the Province provides funding for training and exercises, including instructor costs. The Province also reimburses volunteer members of the unit mileage associated with incident responses and provides volunteers with Worker's Compensation Insurance and Life & Disability Insurance.

***Recommendation: The GSAR Unit Coordinator should be tasked with compiling annual response statistics for the part-time and volunteer GSAR teams.***

#### **(2.5) Protective Services Unit**

The Protective Services Unit is staffed with 15 members and coordinated by a Detective Sergeant. The remaining members include two (2) Sergeants, two (2) Detective Sergeants and 10 Constables. This Unit works closely with the Royal Canadian Mounted Police Dignitary Unit in Winnipeg and has a working agreement to with the RCMP VIP section to assist the RCMP with details as needed.

##### **(2.5.1) The Unit Handled Eight Assignments in 2012.**

The Protective Services Unit handled eight (8) assignments in 2012, which totaled 318 hours and involved 36 members of the Unit. The following table illustrates the details assigned to the Protective Services Unit in 2012:

<b>Detail</b>	<b>Hours</b>	<b>Members</b>
Guard Witness	12	2
Crowns Meeting Protection	36	4
US Consulate Detail	5	1
Crown Witness Protection	25	4
Witness Protection	50	8
US Election Coverage at U of M	5	2
Asper Jewish Campus	5	2
PST Special Duty	180	13
<b>Total</b>	<b>318</b>	<b>36</b>

As shown the Protective Services Unit handled seven (7) assignments as part of their protection mandate, totaling 138 hours and one (1) special duty assignment, totaling 180 hours where WPS was reimbursed for the personnel costs associated with deployment of the Unit.

***Recommendation: The WPS should continue to staff the Protective Services as a part-time Unit and deploy on an as needed basis.***

## **(2.6) Underwater Search and Recovery Unit**

The Underwater Search & Recovery Unit is led by a Staff Sergeant who serves as the Unit Coordinator. The Unit has 8 personnel assigned as Dive Supervisors and 12 regular divers trained to advanced (black water) standards. The majority of the dive work occurs in the Red River, which requires a boat operator, dive supervisor, safety diver, tender boat and 3-4 divers to conduct the operation.

### **(2.6.1) The Underwater Search and Recovery Unit Works Closely with the River Patrol Section.**

The River Patrol Section provides maintenance for the two dive boats operated by Underwater Search & Recovery Unit, which include a 24 ft. Custom Pontoon Boat and a 16 ft. tender boat. The River Patrol also provides storage for the Underwater Search and Recovery Unit boats during the winter months when the Unit is inactive.

**(2.6.2) The Underwater Search and Recovery Unit and River Patrol Section Should Be Combined.**

As stated earlier, there is a close working relationship between the River Patrol Section and the Underwater Search & Recovery Unit. The River Section is staffed full-time by two personnel year round and increases staffing during the summer months when the Underwater Search and Recovery Unit is activated. With the low number of incidents requiring the Underwater Search and Recovery it would benefit WPS to cross-train members of the River Patrol Section as boat operators and have the River Patrol prepare the vessels for initial response to incidents with remaining seasonal team members filling required positions as needed depending on the incident.

***Recommendation: Combine the Underwater Search and Recovery Unit with the River Patrol Section.***

**2. DIVISION 51**

Division 51 consists of the Community Relations Unit and the Central Traffic Unit. The Division is lead by an Inspector, who provides overall management of the Division. A Staff Sergeant is also assigned to the Division to handle any personnel issues and conduct performance reviews of supervisors; two (2) Sergeants oversee the day-to-day operations of the Unit.

The following Sections make up the Community Relations Unit:

- **Auxiliary Force Cadet Section.** This Section is focused on providing support to the entire WPS. The Cadets have limited arrest powers and provide a visual presence, particularly in the Downtown area. The Section is staffed with 1 Sergeant (Also the SRO Sergeant), 4 Patrol Sergeants, 4 Constables and 64 Cadets.
- **Crime Prevention Section.** This Section provides crime prevention and safety programs to residential and business communities in Winnipeg. The Section is staffed with four (4) Constables and two (2) clerks, a fifth Constable started in the unit on 14-07-13.

- **Diversity Relations Section.** This Section primarily works with First Nation and other immigrant residents to build relationships between the WPS and minority groups. The Section is staffed with 1 Patrol Sergeant and four (4) Constables
- **Mounted Patrol Section.** This Section provides patrol services on horseback, primarily in the downtown area during the spring – fall months. Members of the Section perform other duties during the winter months. The Section is staffed with 2 Constables.
- **School Education Section.** This section provides education to schools on a range of crime topics when requested. The Section is staffed with 1 Patrol Sergeant and 6 Constables.
- **School Resource Officer Section.** This Section provides School Resource Officers to the 2 school Divisions in Winnipeg; Winnipeg School Division and Pembina Trails School Division. Each SRO is assigned 1 high school and approximately 5 feeder schools and is focused on building relationships with students and working with school administrators. The Section is staffed with 1 Patrol Sergeant and 11 Constables. In 2013 September, the program is expanding to work with the St. James-Assiniboia School Division, which will entail the addition of two (2) Constables – bringing the total Constables in the Section to 13.
- **Victim Services Section.** This Section provides follow-up services to victims of crimes according to the Victims Bill of Rights. The Section is staffed with one (1) Patrol Sergeant, one (1) Constable, one (1) Social Worker and one (1) Volunteer Coordinator.

The Central Traffic Unit is managed by a Staff Sergeant with 2 Sergeants overseeing the day-to-day operations in the Unit. The Central Traffic Unit is comprised of the following Sections:

- **Traffic Enforcement Section.** This section works a day shift and is tasked with enforcing traffic laws. The Section is 100% proactive and staffed with 10 Constables
- **Photo Enforcement Section.** This Section verifies offenses captured by the photo enforcement cameras located in the City. The Section is staffed with 1 Patrol Sergeant, 1 Constable and 3 Sworn Clerks.
- **River Patrol Section.** This Section patrols the Red and Assiniboine Rivers in boats and Quads during the summer months and snow mobiles during the winter to enforce boating and off road vehicle laws. The section is staffed with 2



Constables during the winter and 6 Constables during the summer. During winter months the personnel in the section also issue ice permits for equipment working on the rivers.

- **Traffic Collision Investigation Section.** This Section responds to serious, fatal and hit and run accidents to conduct the crash investigation. The Unit is requested after an initial response from General Patrol and works a day shift. The Section is staffed with 2 Patrol Sergeants and 16 Constables.
- **Vehicle Inspection Section.** This Section conducts commercial, light vehicle and over dimensional vehicle inspections and provides escort services for over dimensional vehicles. The Section is staffed with 2 Constables.

**(1) The Cadets Provide Limited Duties in Support of Uniformed Patrol.**

The Cadet Section provides a valuable tool for the WPS by allowing the triaging of calls with an appropriate response. The Cadets supports Uniformed Patrol by providing duties that would otherwise require a sworn constable to perform and thus free Constables up to focus on core police functions. These duties include:

- Mental Health stand-by
- Limited citation and arrest powers
- Guarding crime scenes
- Traffic direction and control
- Visible foot patrol in downtown Winnipeg
- Assistance at major events

A review of CAD data for 2012 showed that the Cadets responded to 1,953 community generated calls for service and conducted 11,115 self-initiated activities. The following tables illustrate the most common call types worked by Cadets in 2012:

**Community Generated Calls by Type 2012**

<b>Type of Call</b>	<b>Total</b>
Intoxicated Person Downtown Area	1,103
Traffic Lights	469
Assist	64
Motor Vehicle Collision	63
Traffic	49
Disturbance	38
Medical	29

**Self-Initiated Activities by Type 2012**

<b>Type of Activity</b>	<b>Total</b>
Beat	3,635
Investigation	1,933
Report	1,898
Intoxicated Person Downtown Area	1,163
Breach of Peace	642
Spat	486
Service	345
Patrol Area Walking	283

As shown above, intoxicated person calls accounted for over 56% of the community generated calls and 10% of the self-initiated activity of the Cadets.

**(1.1) There are Opportunities to Expand the Role of the Auxiliary Force Cadets by Organizing the Cadets in the Uniform Operations.**

The current span of control for each Patrol Sergeant assigned to the Section is 1:17 as the Patrol Sergeant oversees one Constable and 16 Cadets on each shift. This span of control should be improved if the role of the Cadets is expanded and the numbers increased as more direct supervision will be required. As discussed earlier, intoxicated persons in the downtown area accounted for over 56% of the community generated workload for Cadets in 2012. By identifying additional call-types, which are appropriate for Cadets to respond to, the proactive available time of General Patrol Units can be improved to allow a better focus on their core policing responsibilities. The recommendations for enhancing the role of Cadets is further discussed in the Uniform Operations chapter of this report.

***Recommendation: Reorganize the Auxiliary Force Cadets in Uniform Operations.***

***Recommendation: Identify additional call types that are appropriate for Cadets to handle to expand their role in the Service.***

***Recommendation: Improve the Span of Control for Patrol Sergeants in the Cade Section to a manageable level to ensure appropriate supervision of the Cadets occurs.***

**(2) The Crime Prevention Section and Diversity Relations Section Should be Merged Under a Single Supervisor and Assigned to the New Strategic Planning Unit.**

The Crime Prevention Section and Diversity Relations Section Patrol Sergeants both have a low span of control at 1:6 and 1:4 respectfully. The Sections are both focused on building community relations through crime prevention and community education programs. While the Diversity Relations Section does not keep workload statistics, analysis of the Crime Prevention Section indicated personnel were underutilized in 2012, conducting 141 presentations and one Crime Prevention Through Environmental Design audit between the four personnel assigned to the Section. These personnel also attended 179 special events. Merging the two sections would result in an appropriate span of control of 1:6 for the Section supervisor. The Sections should be assigned as part of the New Strategic Planning Unit.

***Recommendation: Merge the Crime Prevention and Diversity Relations Sections and eliminate one Patrol Sergeant position resulting in annual salary savings of approximately \$123,268 annually.***

**(3) The WPS is Providing Limited Resources to Support the Mounted Patrol Unit.**

As discussed earlier, the Mounted Patrol Section is staffed with two Constables who generally provide mounted patrol services in April – November in the downtown area and at special events. These Constables provide full care for the horses in the

Section, including farrier services. During the winter months (December – March) the Constables care for the horses, conduct training with the horses and provide ancillary duties as assigned for the Service. In April – November the horses are housed at a farm owned by one of the Constables assigned to the unit at no cost to WPS. During winter months, the Service pays to have horses boarded at a facility, which has an indoor arena for training purposes. The current trailer in use by the Section was donated to WPS by the business community.

**(3.1) There are Limited Personnel in WPS with Required Training to Staff the Mounted Patrol Section.**

As stated earlier, the Mounted Patrol Section is currently staffed with two full-time constables. There are no alternate riders in the Section. In 2011 a recruitment effort to find alternate riders yielded two (2) applicants, but neither of the candidates met the minimum qualifications of the Unit to be selected as alternate riders as 3-5 years riding experience is needed to functional at riding horses at public events. All personnel in the Section must also successfully complete the basic mounted patrol officer training course. The current personnel are required by policy to rotate out of the Section after serving 3 years, but have requested to stay in the Section as there is no succession plan in place to replace the Constables currently assigned to the Section and no personnel with the appropriate training to replace them.

**(3.2) The Mounted Patrol Section Should be Eliminated.**

The mandate of the Mounted Patrol Unit is to maintain the visibility of the Winnipeg Police Service throughout the city and to act as ambassadors for both the Service and the City of Winnipeg. The Unit also serves as a deterrent to crime based on

the visual presence of the mounted unit. As such the Unit does not respond to calls for service or typically apprehend suspects committing criminal acts.

Without adequate personnel and funding the WPS should eliminate the Mounted Patrol Section as a full time organizational component of the Service. The comparative survey conducted showed that a Mounted Patrol Section is not common as both Regina and Saskatoon reported they did not have a Mounted Patrol as part of their police field services.

***Recommendation: Eliminate the Mounted Patrol Section and redeploy the Constables to General Patrol resulting in a savings of approximately \$20,000 annual in operational costs associated with the Mounted Patrol Unit plus the cost of the two staff positions.***

**(4) The School Education and School Resource Officer Sections are Appropriately Staffed.**

The School Education Officers are each assigned 52 schools to conduct presentations on topics being offered during a given school year. In the 2011/2012 school year the Constables conducted a total of 709 presentations to over 34,000 attendees on topics such as bullying, choices, driving, drug awareness and internet safety. These constables also train the school patrol and organize the annual awards for the 7,000 children participating in the school patrol program at the elementary schools.

Each School Resource Officer is assigned to one high school and five feeder schools and is focused on building trust between officers and students, identifying at risk students and building relationships with administrators and faculty. The Province of Manitoba shares the costs of School Resource Officer funding with the City of Winnipeg.

**(5) The Victim Services Section is Effectively Utilizing Personnel, but Would Benefit from a Dedicated Family Area.**

The Victim Services Section uses a combination of career and volunteer personnel to provide victim services. The Constable and Social Worker respond to incidents of violent crime (homicides and sexual assault) and volunteers make the initial contact for victims of non-violent crimes.

The Section would benefit from the creation of a family area dedicated to comfort children and family members in the Victim Services Section offices. The lack of a dedicated family space makes office visits less effective at providing services to victims of crimes.

**(6) The WPS Is Not Providing Effective Traffic Enforcement.**

One important measure of traffic enforcement productivity, particularly for a traffic unit, is the number of citations issued as compared to the number of injury accidents and impaired driver arrests. An agency with effective traffic enforcement efforts will generate 35-40 citations for every injury accident and impaired driver arrest. During 2012 there were 79,752 citations issued for violations of Highway Traffic Act Offenses; of these, 24,746 were issued by officers working overtime (VED) – resulting in 55,006 citations issued by on duty members. The Service also had 1,026 impaired driver arrests in 2012. This figure does not include the 81,624 photo enforcement citations, which while providing a deterrent do not show the effectiveness of personnel related to traffic enforcement operations. During the same period WPS received 14,216 motor vehicle collision calls, of which the Service responded to 3,108, of which 21 were fatal accidents. The following table illustrates the ratio of Citations to accidents and impaired driver arrests:

<b>Traffic Citations</b>	<b>Accidents/Impaired Drivers</b>	<b>Ratio of Citations to Accidents/Impaired</b>
79,752	4,134	1:19

As shown, the WPS is conducting traffic enforcement below the 35-40 ratio required to have an effective traffic enforcement efforts in the City.

**(6.1) There are Limited Traffic Unit Efforts Occurring after 5:00 p.m.**

The Traffic Enforcement Section and Traffic Collision Investigation Section both work on the 4-10 platoon staffing model and staff their sections 7 days per week. After these hours General Patrol conducts all traffic enforcement efforts and responds to and investigates vehicle accidents. Traffic Collision Investigators are on call to investigate serious and fatal accidents requiring their expertise after 5:00 p.m. Estimates provided by the Traffic Enforcement Section show that approximately 32% of collisions requiring a TCI response occur on the evening shift and an additional 20% on the night shift.

Impaired driving is also a focus of General Patrol as there are no dedicated personnel focusing on impaired driving enforcement except for Constables working overtime on impaired driver enforcement efforts as coordinated by the Constable assigned to coordinated these efforts. Manitoba Public Insurance contributed funds to these counter measure programs, paying the cost of overtime associate with Constables working the details. The traffic officers reassigned to the evening shift should provide a foc us on impaired driving enforcement in addition to enforcing the Highway Traffic Act.

**(6.2) The Traffic Unit Should be Reassigned as Part of Division 50**

The functional responsibilities of the Traffic Unit are more closely aligned to the operations of Division 50. Reassigning the Unit to this Division will ensures consistency

in operations as the current location is more focused on community relations and less on specialty and enforcement efforts.

The Unit should continue operate as a specialized traffic unit, but enforcement activities should be organized within the Patrol Districts while maintaining the integrity of the specialized nature of the Unit.

***Recommendation: The Central Traffic Unit should deploy Traffic Enforcement and Traffic Collision personnel on both day and evening shifts to better distribute and improve traffic enforcement and crash investigation efforts.***

***Recommendation: Reassign the Traffic Unit to Division 50.***

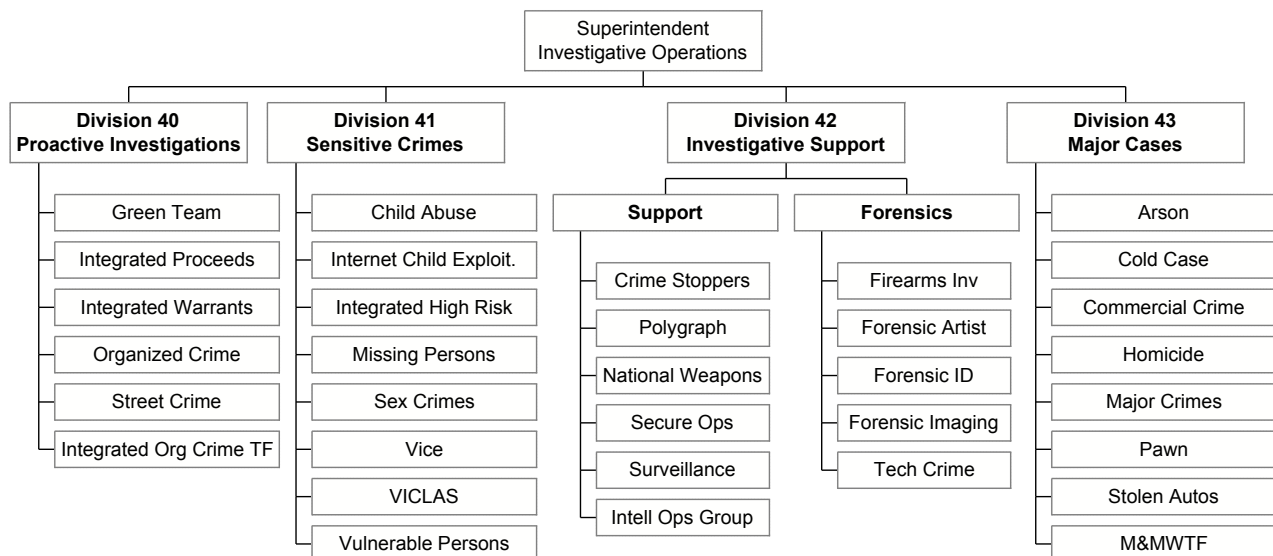


## 5. ANALYSIS OF INVESTIGATIVE OPERATIONS

This chapter provides an analysis of the staffing, operations and workload of Investigative Operations. The workload information used in this section was obtained from interviews with management and supervisory personnel, as well as a review of information from the case management system. Investigative Operations is responsible for various investigative and special / proactive investigative services as well as investigative support functions.

### 1. INVESTIGATIVE OPERATIONS IS COMPRISED OF A MULTITUDE OF FUNCTIONS HANDLING FOLLOW-UP INVESTIGATIONS, PROACTIVE INVESTIGATIONS AS WELL AS INVESTIGATIVE SUPPORT UNITS.

Investigative Operations is managed by a Superintendent who reports directly to the Deputy Chief of Operations. The functions organized under the Superintendent represent a complex and comprehensive grouping of follow-up investigations, proactive investigations and investigative support functions. These functions are organized into four Divisions, each headed by an Inspector, as displayed in the following chart:



A generalized summary of the functions included within each Division shown in the organization chart above can be found in the table, below.

<p><b>Division 40 – Criminal Investigations Bureau</b></p> <p>This Division primarily is responsible for the more proactive kinds of investigations associated with narcotics, organized crime, the proceeds of organized crime, and street crimes / gangs. Several of the units in Division 40 are Integrated with comparable RCMP units – Proceeds of Crime, Warrant Apprehension and an Organized Crime Task Force and several others while not integrated work periodically close to RCMP units (e.g., Organized Crime, Green Team).</p> <p>Many of these units work their own cases and / or provide specialized support to other investigative units (e.g., Proceeds of Crime, Warrants Apprehension, etc.).</p> <p>This Division has been part of the recent reorganization of units with Street Crimes coming into Division 40 to be organized with other proactive functions.</p>
<p><b>Division 41 – Criminal Investigations Bureau</b></p> <p>This section is dedicated to certain crimes against persons, principally those involved in sexual abuse of children and adults, as well as missing persons and vice (principally dedicated to the sex trade industry. There are also multiple units integrated with comparable RCMP ones in direct investigative as well as support capacities; most of the units coordinate certain cases with Provincial investigators or Child and Family Services. The investigative areas in Division 41 can be categorized, as follows:</p> <ol style="list-style-type: none"><li>(1) Child Abuse – two units are dedicated to crimes against children: a Child Abuse Unit (2 shifts) and an Internet Child Exploitation Unit which supports other investigations as well as carry original cases.</li><li>(2) Adult Sexual Abuse – one unit (2 shifts) dedicated to adult sex crimes (e.g., rape, other sexual assaults).</li><li>(3) Missing Persons – one Unit which is comprised of sworn and non-sworn staff to follow-up on in cases in which a person missing could be because of some form of criminal activity.</li><li>(4) A combined unit which handles policies relating to domestic violence and vulnerable persons (principally elderly abuse and abuse of the mentally ill).</li><li>(5) Integrated Units – with RCMP include a High Risk Sex Offender Unit which focuses on close follow-up of certain registered sex offenders; and VICLAS (Violent Crime Linkage Analysis System), a data mining unit focusing on discovering linkages among different cases in the region.</li><li>(6) Recently transferred Vice focuses on sexual predators, human trafficking, massage parlours and gaming.</li></ol> <p>Because of the linkages which should exist among units like these as well as because of the need to be fluid with regard to scope of work and trends at the Provincial, national and international level, there is an Administrative Sergeant dedicated to this. There is also a Constable who functions as a Youth Crime Coordinator for similar reasons as the Administrative Sergeant allocation.</p>

**Division 42 Criminal Investigation Bureau**

This Division has been involved in the recent / ongoing reorganization of investigative services. The Division includes a wide range of investigative support and forensics services:

(1) In Investigative support roles Division units provide the “Crime Stoppers” service to the public for tips and leads to be provided anonymously, polygraphing of individuals outside of WPS (e.g. , teachers and suspects), supporting witnesses who are in danger of harm waiting to testify; and surveillance services to other investigative units;

(2) forensics includes field response to collect evidence at crime scenes as well as analyze it in the lab (principally prints and photos as well as firearms). The technological crimes group (in forensics) provides technical support in the form of electronic surveillance in a variety of capacities.

There is an integrated task force with the RCMP in this Division – the National Weapons Enforcement Support Team. Other units cooperate extensively with the RCMP.

**Division 43 – Criminal Investigations Bureau**

This Division contains a wide variety of units handling person crimes and property crimes. Essentially the Division is an investigative section handling person and property crimes minus all proactive / special investigations, sex and child related crimes and investigative support functions (e.g., surveillance, etc.). The Division is organized into the following units:

Person Crime Units – Homicide, cold case, other major person crimes (e.g., robberies), and the Murdered and Missing Women’s Task Force (Project Devote, an integrated unit with RCMP).

Property Crime Units – Arson, Commercial Crime (frauds, forgeries, etc.), Pawns (handling both the regulatory and enforcement sides) and stolen autos.

As noted in the table, Investigative Operations has recently experienced a reorganization with Street Crimes coming from Operations Support and essentially becoming the ‘field arm’ of Organized Crime and several other functions changing Inspector reporting relationships.

In Winnipeg, as in other large law enforcement agencies, there are other investigators assigned to patrol Districts who handle ‘general crimes’, mostly property crimes. These units and staff are described in the Chapter dealing with Uniform Operations.

## **2. CRIMINAL INVESTIGATIONS WORKLOAD, STAFFING, AND EFFECTIVENESS ARE EVALUATED DIFFERENTLY THAN FIELD OPERATIONS.**

It is more difficult to evaluate the staffing levels required by criminal investigations because, unlike patrol operations, more subjective and qualitative determinants of workload and work practices need to be considered. Patrol services have the benefit of several quantitative measures, such as calls for service and proactive time, to assist in the evaluation of staffing requirements, whereas investigative services have fewer such reliable measures. Comparisons with other agencies are often made, but given differences in the way investigations are conducted, as well as the type of crime in a community, such comparisons are not very useful. Factors making comparative analyses difficult include:

- What is actually investigated varies by agency. The extent to which agencies assign property crime cases varies, for example. Also, the extent to which patrol performs preliminary investigations varies widely and thereby impacts detective caseloads.
- Approaches used to screen, assign, and monitor cases are different among law enforcement agencies. The extent to which a case management system is utilized, including the use of 'solvability factors' is one of these key differences in investigative management.
- Work practices vary tremendously among agencies, relating to interviewing techniques, mix of telephone and in-person interviews, use of computer technologies, time devoted to administrative tasks, etc. In Winnipeg, many units follow-up on crimes in two person teams thereby making comparisons with agencies which work cases with individually assigned investigators difficult.
- Complexity of caseloads is also a factor to consider when examining quantitative factors relating to investigative activity. Each case is different in terms of workable leads, suspect description, evidence availability, victim/witness cooperation, quality of information provided by the original report taker, and numerous other factors.
- Additional duties and responsibilities performed by detectives beyond their caseload work. Such activities may include being a specialized trainer, assisting

on warrant arrests or various other administrative duties that may detract from casework.

- The fact that there are few large agencies in Central and Western Canada also makes comparison difficult.
- Finally, the nature of the community itself is a factor in evaluating investigative workload and staffing needs. Citizen expectations translate into service levels impacting detectives in terms of what is investigated and how investigations are conducted.

However, unlike patrol, investigative workloads do not have a wealth of specific measures that can be converted into quantitative methodologies to arrive at required staffing levels. There are some important metrics available, yet qualitative issues must also be considered. Investigative staffing requirements need to be examined from a variety of perspectives in order to obtain an overall portrait of staffing issues, case handling issues, and operational philosophies that have an impact on overall staffing needs. This is especially the case in evaluating Winnipeg's Investigative Operations because the records management system is limited in its use as a case management system and investigative supervisors assign and track cases differently. As a result, comparisons become more important in spite of their limitations.

The project team performed the following steps in the analysis of Investigative Operations in Winnipeg:

- Reviewed case management practices through interviews with unit supervisory and other staff.
- Obtained available caseload data for each of the units from the records management system and selectively from the units themselves.
- Compared Winnipeg's detective staffing and workload with investigative benchmarks from other law enforcement agencies in Canada.
- Examined other qualitative measures of workload, as appropriate, to determine the effectiveness of investigative services.

- Examined organizational and supervisory spans of control.
- Evaluated case management methods.

The sections, which follow, provide a description of how the project team conducted its analysis relative to the aforementioned approaches.

As stated above, investigative workload and staffing requirements can employ a series of indicators to determine the extent to which core investigative staffing and general workloads compare to ranges observed in other police agencies. Investigative workloads vary depending on the number and types of cases a detective is assigned, their complexity, and also the level of service desired by an agency. Generally speaking, however, the comparative measures that can be used to determine staffing, efficiency and effectiveness are displayed in the following table:

<b>Comparative Measures</b>	<b>Comparative Industry Patterns</b>
Part 1 Offenses (major crimes such as homicide, rape, robbery, aggravated assault, burglary and significant thefts). per “line” detective in follow up investigative functions such as persons and property crimes. Part 2 offenses are other serious offenses.	The distribution of Part 1 Offenses per “line” Detective in Central and Western Canadian Cities ranges from 41 to 83 with Winnipeg at approximately 67.
Case Clearance for Part 1 Crimes.	Canadian police agencies report case clearance rates for ‘major crime’ (i.e., Part 1 and Part 2 offenses). Comparatively and weighted for severity clearance rates in Canada, including Winnipeg, are between 30% and 40%.
Active cases assigned to person crimes Detectives which are the major types of follow-up units in Investigative Operations	8 to 12 active cases per month based on the project team’s experience; 3 to 5 active cases for complex person crimes such as homicides. Clearly, team assignment impact this benchmark. For property crimes the benchmark is 15 to 20 cases per month (more for stolen autos).

There is no caseload standard for specialized detective units (e.g., vice and narcotics), because these types of cases are more proactive in nature. They can

consume many weeks of staff time generating leads, contacts and suspect information, and they may often require surveillance and related activities.

**3. A COMPARISON WITH NATIONAL CRIME DATA SHOWS THAT WINNIPEG HAS A HIGHER INCIDENCE OF MAJOR CRIME BUT CLEARANCE RATES ARE LOWER.**

The project team started its analysis by examining comparative crime rates among Central and Western Canadian cities. As indicated above, comparative crime rates are an imperfect measure for use in an investigative resources analysis – not all Part 1 and Part 1I crimes are investigated, in a large agency such as Winnipeg some crimes are investigated by District detectives, etc. However, any comparative index developed with a common data base has some value as an indirect indicator. The table below, shows the comparison of total Part 1 and Part 2 crimes among Central and Western Canadian cities.

	<b>Total Part 1 Crimes</b>	<b>Total Part 2 Crimes</b>
<b>Calgary</b>	8,183	41,324
<i>Rate/1000</i>	<b>7.30</b>	<b>36.89</b>
<b>Edmonton</b>	7,865	—
<i>Rate/1000</i>	<b>9.68</b>	—
<b>Regina</b>	3,050	11,731
<i>Rate/1000</i>	<b>15.07</b>	<b>57.97</b>
<b>Saskatoon</b>	4,076	13,857
<i>Rate/1000</i>	<b>17.05</b>	<b>57.98</b>
<b>Vancouver</b>	6,704	33,256
<i>Rate/1000</i>	<b>11.11</b>	<b>55.11</b>
<b>Winnipeg</b>	10,432	46,540
<i>Rate/1000</i>	<b>15.08</b>	<b>67.28</b>

The comparison of the incidence and the rate of Part 1 and Part 2 crime among Central and Western Canadian cities shows that Winnipeg has the highest overall

incidence of these crimes. While Saskatoon has a somewhat higher rate of Part 1 crime than Winnipeg, Winnipeg's rate of Part 2 crime is over 18% higher than the other three jurisdictions.

As is the case in most of North America, the incidence of serious crimes and the rate at which it occurs has been declining in Winnipeg. While these declines are dramatic over the longer term, even for a recent 5 year period the rate of decline in serious crime, especially property crime has been significant. This is shown in the table below:

	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>5 Yr % Change</b>
<b>Violent Crime</b>	11,029	9,626	9,886	11,272	10,425	-5%
<b>Property</b>	61,358	53,954	43,343	49,607	46,540	-24%
<b>Population</b>	653,400	658,700	674,800	684,061	691,778	6%
<b>Violent Rate</b>	<b>0.017</b>	<b>0.015</b>	<b>0.015</b>	<b>0.016</b>	<b>0.015</b>	-11%
<b>Property Rate</b>	<b>0.094</b>	<b>0.082</b>	<b>0.064</b>	<b>0.073</b>	<b>0.067</b>	-28%

As the table shows, while violent crime is little changed in both frequency and rate in Winnipeg over the recent 5 year period for which data is available. Property crime, however, has declined dramatically – down 24% in number and down 28% in rate.

The next table shows investigative staffing comparisons based on a ratio of sworn staff in investigative functions to the police service as a whole for proactive investigative functions versus 'reactive' or follow up case handling detectives. This data shows Winnipeg to be at the top of the comparative range for proactive investigations but at the low end for reactive / case handling investigative functions.



City	Type	Civ.	Sworn Non-Supv	Sworn Supv	Total Staff	Cst/Cpl Per Sworn Supv
<b>Regina</b>	Administrative/Other	7	0	9	16	0.00
	Proactive	2	31	7	40	4.43
	Reactive	1	27	15	43	1.80
	<b>Total Unit Based</b>	<b>3</b>	<b>58</b>	<b>22</b>	<b>83</b>	<b>2.64</b>
<b>Saskatoon</b>	Proactive	0	39	17	56	2.29
	Reactive	0	14	47	61	0.30
	<b>Total Unit Based</b>	<b>0</b>	<b>53</b>	<b>64</b>	<b>117</b>	<b>0.83</b>
<b>Vancouver</b>	Administrative/Other	19	15	18	52	0.83
	Proactive	5	115	15	135	7.67
	Reactive	37	201	29	267	6.93
	<b>Total Unit Based</b>	<b>42</b>	<b>316</b>	<b>44</b>	<b>402</b>	<b>7.18</b>
<b>Winnipeg</b>	Administrative/Other	36	62	11	73	5.6
	Proactive	0	67	7	74	9.6
	Reactive	6	105	10	115	10.5
	<b>Total Unit Based</b>	<b>6</b>	<b>234</b>	<b>28</b>	<b>262</b>	<b>8.4</b>

Part 1 crime expressed on the basis of investigative personnel also provides a glimpse on the comparison of agency staffing compared to serious crime. The table, below, provides this data which shows Winnipeg in the middle of this range.

	Part 1 Crime Per "Reactive" Det.
<b>Regina</b>	113.0
<b>Saskatoon</b>	291.1
<b>Vancouver</b>	33.4
<b>Winnipeg</b>	112.2

The project team also examined clearance rates – the proportion of crimes that are closed through arrest or other defined factor which are important aspects of understanding the overall effectiveness of an investigative function. Though imperfect because of differences in counting methods, in conjunction with other indirect measures, clearance rates offer a glimpse into the comparing the ability of an agency to ‘solve’ a case. In Canada, comparative clearance rates are shown in the table, below:

	<b>Clearance Rates, 2010</b>
<b>Calgary</b>	35.6%
<b>Edmonton</b>	39.0%
<b>Regina</b>	43.0%
<b>Saskatoon</b>	35.5%
<b>Vancouver</b>	29.0%
<b>Winnipeg</b>	29.4%

As the table shows, Winnipeg and Vancouver have the lowest clearance rates among the Central and Western Canadian agencies surveyed. This does not necessarily mean that investigators are less effective; rather, it can indicate characteristics of the crime and the population. In Winnipeg's case the previous data set showed that Winnipeg had by far the highest level of Part 2, less serious and lower solvability potential.

Regardless of the reason for comparative clearance rates, lack of an effective case management process in Winnipeg can contribute to this because of inability to effectively screen based on solvability, to monitor caseloads through a comprehensive data base and ensure the effective use of detectives at all times. This issue is explored further in the next section.

**4. THE LACK OF AN EFFECTIVE CASE MANAGEMENT SYSTEM HAS BEEN A SIGNIFICANT ISSUE, WHICH CROSS-CUTS ALL FOLLOW-UP INVESTIGATIVE UNITS.**

While a case prioritization system exists in the records management system in use, interviews of unit supervisors indicate that many of them do not use it. Virtually all crimes against persons are assigned for investigation; the vast majority of all crimes are assigned to a central or district detective regardless of solvability. After assignment and in the absence of a true case management system cases are essentially self-managed

by detectives. Supervisors have little ability to track cases in the records management system and many keep separate Excel-based spreadsheets or even notes on paper. Because the case screening process is not formalized, there may be cases assigned that might not warrant follow-up investigation or which should be closed because a 'dead end' is reached.

Because WPS does not use a quantified approach to determining solvability this will have an impact on perceived staffing needs, as there is no effective linkage between what work should be done and what is actually accomplished. In order to ensure consistency and help prioritize work for investigative follow-up, a formal case screening checklist with relevant solvability factors should be adopted by WPS. This is consistent with progressive case management philosophies as well as with the Commission on Accreditation for Law Enforcement Agencies (CALEA) case-screening system criteria (Section 42.1.2).

Based on the project team's review of various case screening processes in use in varied law enforcement settings, we believe that the following 12-point checklist, in conjunction with a Priority Status methodology, should be considered for adoption.

**(1) The Solvability Factor Methodology.**

The use of solvability factors is consistent with CALEA's Section 42.1.2, which states, "The agency uses a case-screening system and specifies the criteria for continuing and/or suspending an investigative effort." This screening can take several forms. There are a variety of case screening and assignment methods available and the Police Service should adopt one that best 'fits' it or develop one of its own. There are twelve screening points to consider:

- Witnesses to the crime;
- Knowledge of the suspect's name;
- Knowledge of where the suspect can be located;
- Reasonable description of suspect;
- Identification of suspect probable;
- Property with traceable, identifiable characteristics, marks or numbers;
- Existence of a significant modus operandi;
- Presence of significant physical evidence;
- Reasonable description of the suspect's vehicle;
- Positive results from a crime scene evidence search;
- Belief that crime may be solved with publicity and/or reasonable additional investigative effort; and
- Strong possibility and/or opportunity for anyone, other than the suspect, to have committed the crime.

These solvability factors should be incorporated into a formal case screening process whereby the above list, or some derivative, is used as a cover sheet on all cases to determine whether it is an assignable case to a detective for investigative follow-up. For those cases requiring follow-up, the suggested prioritization, as discussed subsequently, should be noted on the cover sheet.

Adoption of a formal screening process will ensure that for those cases with no solvability factors checked, the maximum service received on the case is minimal and has limited impact on staff workload. This may amount to a courtesy telephone call to the victim advising them of their case status and the need for additional information to continue the investigation.

Effective case screening allows for the bulk of investigative resources to be dedicated to solvable cases, thereby allowing time to focus on solving and clearing major crime activities. Case screening based on formal solvability factors and the implementation of a formalized process is a best management practice that should be adopted by SPD in the short term.

***Recommendation: Formalize the case screening process using a documented solvability factor methodology.***

## **(2) The Prioritization Methodology**

Once a case has been screened for solvability, based on those solvability factors checked, as well as a review of the qualitative case circumstances, the case should be prioritized for work based on the following seven-priority rating. Prioritization of workload has clearly been widely adopted in patrol services in North America through call priority classifications, but is used in a lesser capacity in other law enforcement arenas. The project team believes case prioritization is an effective management tool to augment case screening. The seven-priority rating includes:

- Priority 1 – Serious crime with In-custody suspect or excellent chance of arrest.
- Priority 2 – Less serious crime with In-custody suspect or prospect of arrest.
- Priority 3 – Serious crime with reasonable chance of arrest.
- Priority 4 – Serious crime with a limited chance of arrest.
- Priority 5 – Less serious crime with reasonable chance of arrest.
- Priority 6 – Less serious crime with limited chance of arrest.
- Priority 7 – Courtesy phone call based on no solvability factors.

This priority system can be modified to meet the unique needs of Winnipeg Police Service. However, the concept should be used as a framework for prioritizing workload, thereby focusing officer resources on the most important cases.

***Recommendation: Formalize an investigative caseload prioritization system as part of the case screening process using a 7-priority system as a framework. This may have to be accomplished outside of the existing case management system in use in the agency.***

***Recommendation: Winnipeg should consider adopting a more formalized case management system to allow improved tracking of assigned cases and case status.***

### **(3) The Records Management System**

The Winnipeg Police Service utilizes a records management system which has been in place in the Police Service for over 11 years. In the form utilized in Winnipeg it is essentially a 'beta version' of a system which was improved and sold nationally and internationally by the company that developed it. It has not been significantly updated since its implementation.

Most records management systems today have a case management system module that accomplishes the solvability and prioritization objectives described in the previous two sections. However, as a records management system-only the 3rd party software in use cannot easily be adapted for this use. As a result, the system is used as a catalog of cases and case activity for investigators and unit supervisors to utilize.

Its limitations are widespread and include:

- Consistent with 'best practices' the 3rd party software cannot assist in the assignment of cases or the reporting of detective caseloads.
- Reports that are generated merely catalog the number of reports and other activities tied to that case, by case number, resulting in considerable research needed to find out what the activity was.

- The database of activities on cases includes non case work of personnel assigned to that unit.
- There is no quality control of the information (e.g., 1,420 reported arsons in Winnipeg last year?).
- The entry of data into 3rd party software in use is not standardized.

Clearly, not all the problems can be laid at the 3rd party software in use, rather, there are considerable business process issues within Investigative Operations that contribute to this. However, the 3rd party software itself an issue for Investigative Operations and for the Police Service as a whole – its limitations significantly limited the information which could be utilized for this analysis.

Recognizing this problem Investigative Operations has been testing a dedicated case management software called X-Fire which provides the ability to manage cases in the manner recommended. It seems to meet their needs. Because complete replacement or updating of the 3rd party software would have significant hard costs as well as soft internal costs, the utilization of a stand-alone software package to meet this high priority need is the obvious short to medium term solution.

***Recommendation: Make a commitment to X-Fire to provide case management to Investigative Operations (as well as to other investigative functions such as Professional Standards).***

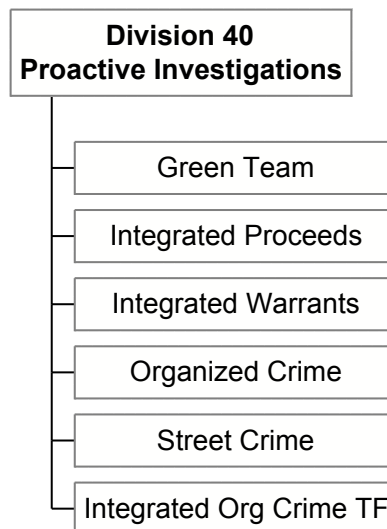
## **5. DIVISION 40 INVESTIGATIVE UNITS.**

The table, below, describes the kinds of caseload, staffing and comparative data that were utilized for the evaluation of each work Unit in Division 40. Some units had more of less of the data targeted for the evaluation:

**Division 40 Unit Summary and Evaluation**

<b>Measurement Type</b>	<b>Description</b>
<b>Assigned Staffing Level</b>	The actual staffing level in the Unit as of this study.
<b>Annual Cases Assigned to Unit</b>	Total cases assigned to the Unit in calendar 2012.
<b>Average Monthly Cases Assigned to Each Detective</b>	The average number of monthly cases assigned to each Detective in the Unit. If a Detective worked the Detail less than one year, the monthly average reflects this based on the number of Detective FTE's assigned for the entire year. Suspect data also reduced unit reporting. Because of the limitations of the 3rd party software in use little of these data were useable.
<b>Average Monthly Case Activity</b>	The total monthly case activity in 2012 for cases worked and qualified consistent with the row above. Because of system limitations little of these data were useable.
<b>Best Practice Benchmark Targets for Active Monthly Caseload per Detective</b>	A range showing the number of monthly cases that should be actively worked based on Matrix Consulting Group benchmark targets for that investigative specialty.
<b>Comparative Benchmarks for Caseloads</b>	Based on the comparative survey conducted by the project team and where comparable data is available.

Utilizing the approaches noted, the project team analyzed each unit in Division 40 as presented in the following subsections. The proactive investigative functions included in Division 40 are shown below:





**(1) Green Team**

The “Green Team” is principally dedicated to addressing marijuana grow houses in the City – houses which have been industrially converted to the production of large amounts of marijuana. The unit can also be summarized by the following:

- Staffed with a Detective Sergeant and 6 Constables this Unit focuses on taking down and remediating marijuana grow houses in the City. Staff liaise with the RCMP for grow houses outside of the City.
- Remediate by taking out the plants, equipment, arrange for mold remediation and house teardown if necessary.
- Will perform surveillance and arrest if the opportunity arises.
- Extensively develop and use informants.
- The Green Team has taken down approximately 60 homes used in this capacity.

This is an innovative program – there appears to be no locally funded comparable unit elsewhere in the Province of Manitoba or in the Provinces of Alberta or British Columbia.

As a result of their activity, this is a productive team and generally an asset for other WPS functions. There are few municipal resources dedicated to it and, as a result, is a cost effective use of resources.

***Recommendation: Maintain the Green Team in its present form and capacity as long as it has sufficient grow house targets at recent levels. This should be evaluated every year.***

**(2) Integrated Proceeds of Crime**

This unit focuses on seizures of financial assets used directly or indirectly in the commitment of crimes, targeting crimes related to drugs, money laundering and terrorism. Other characteristics of the unit include the following:

- WPS has 2 staff (Constables) in this unit, one of whom is currently assigned to the RCMP though this arrangement may end in 2014.
- Because of the specialized nature of this activity staff are resources to other units in WPS. They also assist RCMP units.
- Staff pursue both criminal and civil sides of asset seizures (though new, there is more flexibility on the civil side).
- Also assist with the technology behind this – Currency Recording and Tracing System, Ion Scanning (for drugs), etc.

It should be noted that in one form or another (i.e., as a separate unit or embedded within another unit such as ‘organized crime’) asset maximization is a feature of other large policing agencies in Canada and in the United States.

Because of the specialized nature of this unit it is a resource to other units in Division 40 and other Divisions in Investigative Operations relating to the ability to seize specific assets, whether seizure should be pursued criminally or civilly and the accounting for the disposition of assets. This is an integrated team with few resources actually committed by the municipality. As a result, as a result of this unit the returns are greater than the expenditures.

***Recommendations:***

***Maintain the Integrated Proceeds of Crime Unit at the present level of commitment.***

***Staff in Integrated Proceeds need to constantly be resources to other WPS staff in identifying seizable assets and procedures for doing so.***

**(3) Manitoba Integrated Warrant Apprehension**

Another “integrated unit” with the RCMP, this unit was created in response to the fact that there were an estimated 30,000 outstanding / unserved warrants in the Province of Manitoba. Characteristics of this unit include:

- Created as an integrated task force consisting of a Detective Sergeant and 2 Constables on the Winnipeg side and an RCMP Corporal and 2 Constables on the Manitoba side. This is the only dedicated warrant unit in WPS.
- Work in 3 teams of 2 (including the WPS Detective Sergeant).
- Staff work flexibly, but principally days and evenings in shift rotations – the 9 hour day and 2 week rotation (the “Sierra” system).
- Have targeted the most serious outstanding warrants to prioritize – violent crimes, serious property crime, serious drugs, serious driving.
- Work extensively with Provincial parole and probation.
- Staff work data bases and are skilled at searches focusing on address locations, working with friends / relatives, door knocks.
- Principally work without a Tactical Support Team unless a forced entry is required.
- Unit jointly operated by the Province and the City, the Province funds the positions.
- Have executed 1,400 warrants and made 1,200 arrests in 2 years, targeting the more serious outstanding warrants.

It should be noted that in one form or another (i.e., as a separate unit in either investigations or field services) a dedicated warrant unit is found in other large policing agencies in Canada and in the United States.

This is an incredibly productive unit averaging over 2 arrests per day and, as the only dedicated warrant unit in WPS, is a valuable resource to other units in Division 40, other investigative Divisions as well as to the Police Service at large. The fact that the Unit is integrated with the RCMP results in few actual municipal resources being expended for the return in terms of warrants served and arrests.

**Recommendations:**

**Maintain the Integrated Warrant Apprehension Unit at the present level of commitment as long as the Province continues its commitment (which it is likely to do).**

**Staff in the Integrated Warrants Apprehension Unit need to be resources to other WPS staff in the identification of potential suspects.**

**(4) The Municipal Organized Crime Unit and the Manitoba Integrated Organized Crime Task Force.**

The Organized Crime Unit in the Winnipeg Police Service has two dedicated units – one municipally funded and operated and the other an integrated unit with The Province of Manitoba. The City funded unit can be summarized as follows:

- Staff are assigned to two shifts of 9 Constables and 4 Detective Sergeants on each team.
- This is a project based unit targeting higher levels of organized crime. Intelligence led targeting developed by the Sergeants in each group. Also utilize the Provincial Threat Assessment Center information.
- In the recent reorganization of Investigative Operations Organized Crime works closely with Street Crimes which is new to Division 40.

The Manitoba Integrated Organized Crime Task Force can be summarized as follows:

- Created in 2004 mostly in response to a then growing problem tied to narcotics and gangs. The integrated task force incorporates staff from WPS, RCMP and Brandon. Work through an inter-governmental MOU.
- Staffing includes from WPS – a Staff Sergeant, 2 Detective Sergeants and 6 Constables. The RCMP contributes 9 staff and 5 clerical; Brandon 2 Constables.
- Staff conduct agent-based investigations. They are primarily engaged as agent handlers, cover teams and surveillance.
- The Integrated Unit is overseen by a Joint Management Team comprised of a City Superintendent and an RCMP Superintendent and a Senior Crown Prosecutor. The Executive Steering Committee is comprised of a City Deputy Chief, Chief RCMP Officer and the Provincial Deputy Attorney General. These

groups approve operational plans and future targeting. They also approve the budget.

- Work closely through data generated in Provincial / National Criminal Intelligence Threat Assessments.
- Obtain assistance from other units – surveillance, etc. They work closely with the City’s Organized Crime Unit.

The City and the Province have dedicated significant resources to addressing organized crime issues in Winnipeg and the region. The oversight for the Integrated Unit is extensive involving both the Province and the City.

The one issue for this area of operations is the coordination, actual and desired, between the municipal and integrated units, both strategically and tactically. The project team believes that the City and the region would benefit from a ‘loose integration’ or sharing between these two units. In this way decisions could be made regarding the most significant organized crime targets and the different strategies to address each.

***Recommendation: Increase the cooperation and coordination between the City’s Organized Crime Unit and the Manitoba Integrated Organized Crime Task Force so that a common approach is developed to targets, strategies to address and the most appropriate resources that should be dedicated. This approach should also include the Street Crimes units which are now part of Division 40.***

#### **(5) Street Crimes Units**

Street Crimes was recently reorganized from Operational Support Services and was essentially merged with Gangs (the former GRASP Unit). A summary of the Street Crimes Unit is provided below:

- The scope now is an integration of street drugs and gangs, the principal vector.
- GRASP was a partnership of police, prosecution and probation; focused on the Top 100 Gang Members, repeat offender focus. An MOU with the Province governed this relationship.

- Staff work in 4 teams on A and B Shifts. A total of 36 Constables, 4 Patrol Sergeants and 4 Sergeants staff the now integrated Street Crimes unit. Staff are scheduled for 7 days per week.
- Work principally as 2 person units and are uniformed.
- The Sergeant works with Detective Sergeants direct activities based on reports, complaints, analysis of 'hot spots', etc.
- Staff are flexibly deployed on assignments using a variety of methods (e.g., surveillance).

The project team believes that something was lost to the Police Service with the transfer of Street Crimes from Operations Support to Investigative Operations – generally, its flexibility to work on a wide variety of problems in the community. The following points can be cited in support of this;

- While it is recognized that many of the organized crime problems in the community are gang related (including drugs as a by product of that), this requires a different enforcement focus that the kind within the charge of "Organized Crime".
- These are not and should not be the only problem which a street crimes unit should focus on.
- A street crimes unit needs to be an essential element to the overall proactive enforcement environment in a community.
- Street crimes is primarily a uniformed function.
- Street crimes is more commonly an operations support rather than an investigative support function in larger Canadian and United States policing agencies.

***Recommendation: The Street Crimes Unit should be transferred back to the Operations Support to be a jointly utilized resource with Investigative Operations but primarily for field operations.***

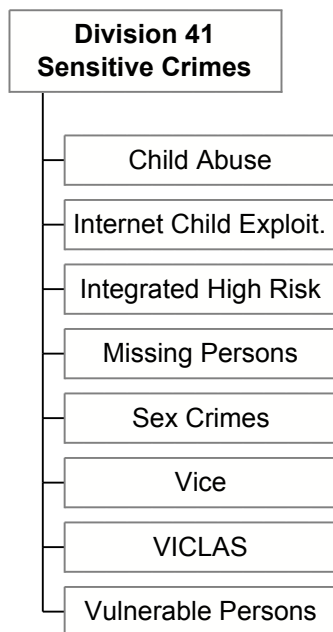
**6. DIVISION 41 INVESTIGATIVE UNITS.**

The table, below, describes the kinds of caseload, staffing and comparative data that were utilized for the evaluation of each work Unit in Division 41. Some units had more or less of the data targeted for the evaluation:

**Division 40 Unit Summary and Evaluation**

<b>Measurement Type</b>	<b>Description</b>
<b>Assigned Staffing Level</b>	The actual staffing level in the Unit as of this study.
<b>Annual Cases Assigned to Unit</b>	Total cases assigned to the Unit in calendar 2012.
<b>Average Monthly Cases Assigned to Each Detective</b>	The average number of monthly cases assigned to each Detective in the Unit. If a Detective worked the Detail less than one year, the monthly average reflects this based on the number of Detective FTE's assigned for the entire year. Suspect data also reduced unit reporting. Because of software limitations little of these data were useable.
<b>Average Monthly Case Activity</b>	The total monthly case activity in 2012 for cases worked and qualified consistent with the row above. Because of system limitations little of these data were useable.
<b>Best Practice Benchmark Targets for Active Monthly Caseload per Detective</b>	A range showing the number of monthly cases that should be actively worked based on Matrix Consulting Group benchmark targets for that investigative specialty.
<b>Comparative Benchmarks for Caseloads</b>	Based on the comparative survey conducted by the project team and where comparable data is available.

Utilizing the approaches noted, the project team analyzed each unit in Division 41 as presented in the following subsections. The case handling / follow-up investigative functions included in Division 41 are shown below:



**(1) Child Abuse**

The Child Abuse Unit is dedicated to investigating suspected criminal activity involving familial sex under the age of 18, any sexual relations with someone under the age of 14, any history of above, child abandonment, all child deaths, all child injuries (even non-criminal), assaults on vulnerable people, child abductions and attempts. Staff assigned to the Unit work with schools, hospitals, families, Crowns, Child and Family Services, the Child Advocacy Center and other units in the Province and nationally. Principal characteristics and operating parameters of the Child Abuse Unit include the following:

- The Unit is currently working 2 shifts.
- The Unit is staffed with a Sergeant, 5 Detective Sergeants and 7 Constables. Staff mostly work in two person teams, though cases have a lead investigator.
- Staff work 9 hour days.
- There are only informal specialties, cases are assigned based on perceived levels of work among assigned detectives.



- Staff are resources to other units in Division 41 or elsewhere in Investigative Operations when child abuse is suspected.

While caseload information from the records management software is limiting it appears (and supported through supervisory interview) that caseloads are close to benchmark targeted ranges of 8 – 10 active cases per investigator (at about 5 – 7 each).

While organized differently in other jurisdictions (e.g., integrated provincially, organized with other functions, etc.), staffing in Winnipeg is in line with that of other cities surveyed in this study.

***Recommendation: Maintain the current structure, deployment and staffing levels of the Child Abuse Unit.***

## **(2) Internet Child Exploitation**

This Internet Child Exploitation Unit investigates all criminal use of the internet regarding the use of children's images as well as other juvenile related activities (e.g., sexting). This unit focuses mostly on the information side of child pornography, not the technology side of image retention. Staff work with other Canadian agencies as well as agencies in the United States. Other operating characteristics of the unit include the following:

- A Detective Sergeant and 3 Constables staff the unit. Staff work individually rather than teams.
- Staff work their own cases as well as work in support of other units.
- Case sources come from a variety of sources – other investigators, Tip Line, on line reports and the National Child Exploitation Center.

Cases processed through this unit are between 100 – 130 per year, or 30 – 40 per investigator per year. Considering that this unit provides assistance on other unit cases as well as handle their own cases, these are appropriate caseloads.

Other large Canadian and US investigative divisions have staff dedicated to internet exploitation of children either in dedicated units or as part of a more general internet crime unit.

***Recommendation: Maintain the current structure, deployment and staffing levels of the Internet Child Exploitation Unit.***

**(3) Manitoba Integrated High Risk Sex Offender Unit**

The Manitoba Integrated High Risk Sex Offender Unit primarily deals with registered sex offenders. Staff in the Unit deals with 810 registrants, all high risk repeat sex offenders. The Unit is staffed with a Detective Sergeant and 2 Detectives. RCMP also staffs this integrated unit with 4 Detectives. Staff work in the field (principally conducting surveillance) and in the office for follow ups.

***Conclusion: This Unit provides the kind of proactive specialized service that the Winnipeg Police Service has valued over the years. The work the Unit provides is active and directed to the highest priority potential re-offenders.***

**(4) Missing Persons**

This unit was recently expanded in scope and staff. The Missing Persons Unit focuses not just on an inventory of missing with case development for persons missing for extended periods of time to a unit which focuses on high risk persons – including drug users, street people, etc. Other aspects of the operation of the Missing Persons Unit include the following:

- Staff partner with community based organizations (e.g., Street Reach).
- Staff also work closely with integrated task forces (e.g., Project Devote).

- Two shifts are staffed. After midnight and weekends are covered by rotating duty officers.
- The Detective Sergeant prioritize cases based on high risk lifestyles and other factors.
- Staff are assigned cases individually but typically work in two-person teams.
- Utilize the media extensively.
- Staff meet daily to discuss cases.
- It is unusual for a missing persons unit (in either Canada or the United States to assign civilian staff who take initial calls and can be part of the outreach for repeated runaways. This is innovative and has been effective for Winnipeg.

Currently, this Unit is handling approximately 6,600 cases per year – up about 20% from 3 years ago. The ‘recovery rate’ is very high (well over 90%).

While all large agencies have missing persons units the fact that Winnipeg has several units which deal with high risk people in the community has transferred to this concept, making this unit innovative and successful in working with the community and individuals before becoming a more serious situation.

***Conclusion: The Missing Persons Unit is a ‘leading practice’ agency, providing proactive services to high risk individuals.***

#### **(5) Sex Crimes**

The Sex Crimes Unit investigates all adult sexual assaults (i.e., over the age of 14 years unless it is familial in nature), rapes and attempted rapes, predator attacks, some stalking cases, etc. Assistance is also provided to other units, especially in certain domestic violence cases. Other operating characteristics of this unit include the following:

- Staff include 1 Sergeant, 6 Detective Sergeants and 4 Constables. Staff work on 2 shifts.

- Staff scope of work includes sexual charges involving someone 14 and up (under 14 is handled by the Child Abuse Unit), rape, other sexual assaults, predator attacks, etc., including domestic rapes.
- Cases are assigned individually and work informally in teams.
- Staff assist back office (i.e., District) investigators on 'less serious' crimes (e.g., non-penetrating sexual offenses).

Caseloads, as best as can be determined through system sources as well as through supervisory interview, is around 50 per month for the Unit as a whole or about 4 per detective per month. Given the fact that average case duration for a sex crime is over one month the workload indication is that these staff are within the benchmark case target of 8 – 10 cases each. The following cases / activities were able to be pulled from the records management software in use for selected investigators in 2012:

<b>Name</b>	<b>Occurrences Handled Within the Unit</b>	<b>Total Occurrences</b>	<b>% Within</b>
Personnel 1	55	64	85.94%
Personnel 2	31	38	81.58%
Personnel 3	36	45	80.00%
Personnel 4	28	36	77.78%
Personnel 5	27	44	61.36%
<b>Unit Total</b>	<b>177</b>	<b>227</b>	<b>77.97%</b>

The Vancouver sex crime unit covers three (3) shifts and has 21 investigators; the units in Saskatoon and Regina are understandably smaller.

**Conclusion: Staffing levels are appropriate for the Sex Crime Unit. There is no compelling reason to expand operations to a third shift.**

**(6) Vice**

The principal scope of work for the Vice Unit includes street prostitution, human trafficking, massage parlours, internet issues (e.g., use of Facebook to sell sex), child

prostitution, gaming, ticket scalping, etc. Staff also are proactively working with other units (e.g., Missing Persons) and outside agencies on the root causes of what becomes vice activities. Staff include a Detective Sergeant and 5 Constables; staff work the day shift. Targets are mostly complaint driven.

Other jurisdictions are abandoning their vice units or are combining their missions with other problem areas in a community. For example, none of the Central and Western Canadian cities surveyed still have a dedicated unit to “vice”. Moreover, activity levels are not high – prostitution arrests have been around 150 per year. Winnipeg has recently recognized this and is the reason for recent inter-agency activities.

We believe that this flexible approach to addressing “vice” activity should be taken in Winnipeg. If the Street Crimes Unit is transferred to Uniform Patrol then the Vice Unit should be disbanded and prostitution and other targeted activities be made their responsibility. This approach would make the tie to the community closer from an operational perspective. Performance targets and measurements should be part of this change to ensure that these activities are not lost to other priorities. This change is warranted because of:

- Low vice activity levels.
- A more flexible Street Crimes capability is desirable.
- The complaint-driven nature of most of this work.
- The potential to tie into the work that Community Services Units are doing.
- This approach has become the more common approach to these crimes.

***Recommendation: Eliminate the Vice Unit and make these activities the responsibility of a more generalized Street Crimes Unit once transferred back to***

**Operations Support. Eliminate through attrition the Sergeant and five (5) Constable positions which currently staff this unit in Investigative Operations.**

**(7) VICLAS (Violent Crime Linkage Analysis System)**

A single Constable position staffs the Violent Crime Linkage Analysis System, an integrated unit with the RCMP. This is an analytical unit which data mines the VICLAS system, an international system, for linked or serial violent crimes. Originated in the mid-1990's after several high profile cases underscored the need for sharing data.

Other aspects of this capability include the following:

- RCMP contributes a Sergeant, 3 Detective Sergeants, a Constable and a civilian analyst.
- Provides significant levels of support to RCMP and WPS units – Integrated High Risk, Missing and Murdered Women TF, mostly homicides and missing persons in suspicious circumstances.

VICLAS is an important capability for the Winnipeg Police Service. In spite of the fact that other Central and Western Canadian police forces do not staff this function it has value. Some of this value is not recognized within the Winnipeg Police Service. As noted above, a single Constable staffs this unit which presents an exposure for this capability – both in terms of rotation as well as separation from the force. It also impacts the ability to 'educate' other units of the value of this data mining.

Because of the rotation issue and the time it takes to make someone proficient in VICLAS analysis, the Winnipeg Police Service should consider civilianizing this position.

**Recommendations:**

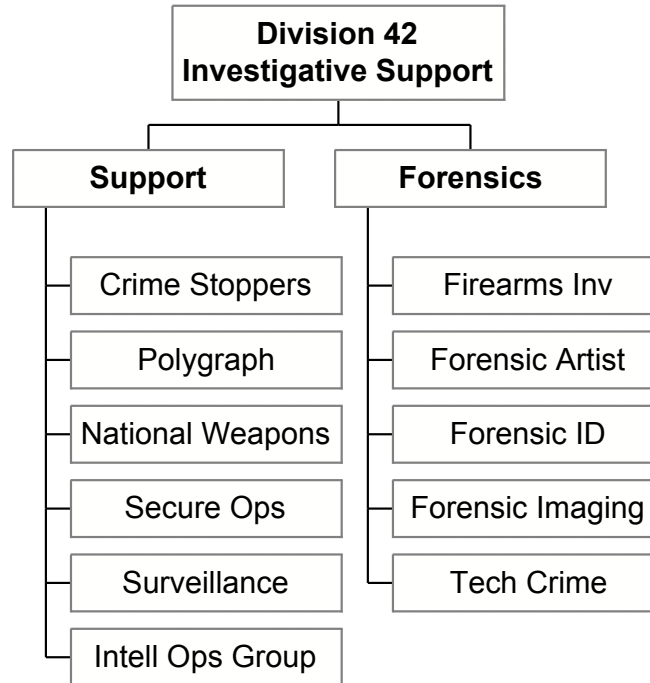
**Cross train another staff position in VICLAS data mining techniques.**

**Investigative Operations managers need to ensure that the value of VICLAS is known and communicated throughout the organization and support this effort.**

**The Winnipeg Police Service should consider the civilianization of the Constable position assigned to VICLAS.**

**7. DIVISION 42 – INVESTIGATIVE SUPPORT UNITS.**

The chart, below, shows the investigative support functions included in Division 42 in the Winnipeg Police Service:



**(1) The Firearms Investigative Analysis Section Is a Pilot Program.**

This Section is modeled after the “Toronto Gun Hub” and provides a comparative analysis of firearm casings firearms seized during the commission of crimes. The Unit also conducts fingerprinting of seized guns, ensures ballistic testing of bullets is conducted at the RCMP and register weapons in law enforcement databases.

**(2) There Is No Supervision of Personnel In the Firearms Investigative Analysis Section.**

This section is currently a pilot program and is staffed with two (2) constables, two (2) civilian Evidence Technicians and two (2) Clerk B positions. While this unit is still

being evaluated by the Service to determine if it should continue as a permanent Section of the WPS, the A-Platoon Sergeant of the Forensic Identification Section is serving as the project manager. Having proper supervision will be critical for the Section to be function properly and ensure personnel are held accountable for established workplace standards if the Section is allocated as a permanent Section. While there are currently no workload measures in the Section, these should be developed by an assigned supervisor and monitored on an ongoing basis.

***Recommendation: If the Firearms Investigation Section is allocated as a permanent Section, the FIAS should be assigned a full-time supervisor.***

**(3) There Are Opportunities to Civilianize Positions in the Forensic Imaging Section**

The Forensic imaging Section is responsible for conducting video analysis and processing to allow personnel to conduct a physical match of evidence to images captured on video. These functions are currently be performed by sworn personnel of the WPS. This is a function that can be performed by non-sworn civilian personnel who receive the proper training to conduct the physical matches and process the videos. The WPS should develop a process for replacing the sworn personnel providing this service with appropriately trained and competent civilians.

***Recommendation: Develop a process for replacing the sworn personnel processing videos and conducting physical matches in the Forensic Imaging Section with equally trained and competent civilian personnel.***

**8. DIVISION 43 – INVESTIGATIVE UNITS**

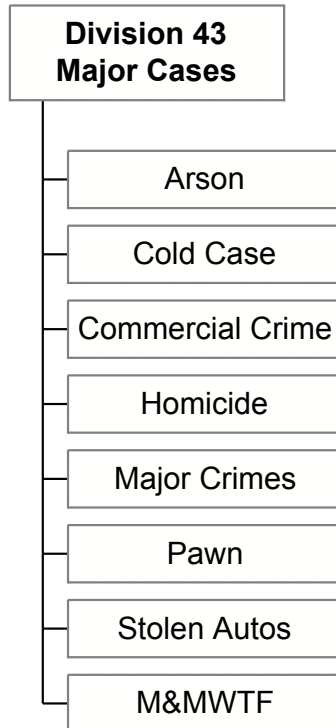
The table, below, describes the kinds of caseload, staffing and comparative data that were utilized for the evaluation of each work Unit in Division 43. Some units had more of less of the data targeted for the evaluation:



**Division 43 Unit Summary and Evaluation**

<b>Measurement Type</b>	<b>Description</b>
<b>Assigned Staffing Level</b>	The actual staffing level in the Unit as of this study.
<b>Annual Cases Assigned to Unit</b>	Total cases assigned to the Unit in calendar 2012.
<b>Average Monthly Cases Assigned to Each Detective</b>	The average number of monthly cases assigned to each Detective in the Unit. If a Detective worked the Detail less than one year, the monthly average reflects this based on the number of Detective FTE's assigned for the entire year. Suspect data also reduced unit reporting. Because of system limitations little of these data were useable.
<b>Average Monthly Case Activity</b>	The total monthly case activity in 2012 for cases worked and qualified consistent with the row above. Because of system limitations little of these data were useable.
<b>Best Practice Benchmark Targets for Active Monthly Caseload per Detective</b>	A range showing the number of monthly cases that should be actively worked based on Matrix Consulting Group benchmark targets for that investigative specialty.
<b>Comparative Benchmarks for Caseloads</b>	Based on the comparative survey conducted by the project team and where comparable data is available.

Utilizing the approaches noted, the project team analyzed each unit in Division 43 as presented in the following subsections. The case handling / follow-up investigative functions included in Division 43 are shown below:



**(1) Arson**

This Unit has been a cooperative effort involving the WPS, the Winnipeg Fire Paramedic Service and the Provincial Office of the Fire Commission. The division of responsibility for suspected arson has been as follows:

- Fire Paramedic Service has been responsible for cause and origin.
- The Provincial Office of the Fire Commissioner has also been responsible for cause and origin determination.
- The Police Service has been responsible for being the lead investigators for criminal arson investigations.

Other aspects and operating characteristics of the Arson Unit in Winnipeg include the following:

- The Winnipeg Police Service and often the Provincial Office of the Fire Commissioner investigative staff together respond to every fire. Arson investigators respond to every suspected arson.
- Arson staff work in 2-2 person teams.

- Staff are located at a Fire Station.
- All staff are on call for fires after hours.
- Assist and deliver several programs in the schools and community (e.g., Youth Fire Stop Program).
- Communicate with insurance on an as needed basis.

Winnipeg is the only dedicated arson unit in the survey cities with whom the project team worked – more typically in Central and Western Canadian cities the responsibility for arson investigations is shared with other investigative responsibilities (e.g., with robbery and assaults in Vancouver). At four (4) dedicated staff and a Detective Sergeant caseloads are on the low side, although they do participate in fire prevention programs in the schools. It is also unusual for arson investigators to work in teams.

The Winnipeg Fire Paramedic Service should be tasked with all fire prevention programs in City schools. Given caseloads, the unit should also be merged in Major Crimes and the Sergeant and one detective position eliminated through attrition. This recommendation would be suspended if Winnipeg Fire Paramedic Service withdraws its involvement in cause and origin investigation, a move that this project team would not support.

***Recommendation: Transfer responsibility for all fire prevention programs in City schools to the Winnipeg Fire Paramedic Service. Merge the arson unit within Major Crimes as an investigative specialty, eliminating a Detective Sergeant and Detective position in the process.***

## **(2) Cold Case**

The Cold Case Unit was created in the mid-1990s because of the Police Service's and public's interest in not letting unsolved homicides disappear. Principal

organizational and operational characteristics of the Cold Case Unit include the following:

- The general criterion for a 'cold case' in Winnipeg is – if unsolved for 4 years the homicide case goes to the Cold Case Unit.
- After being referred the case, the Cold Case Unit reviews all files, with one staff person taking the lead for each 'new' case. They utilize quasi-solvability factors to determine how to triage the use of staff time.
- Staff will work with other units in the Police Service, as necessary. Staff will also work with a counterpart unit in the RCMP.
- Staff work weekday day shifts.

While there are a total of 62 'active' cold cases, many have been transferred to the Murdered and Missing Women's Task Force. Many others have not been able to generate additional leads since the case was re-opened as a cold case. The unit supervisor indicated that there were eight (8) 'active' cold cases. These caseloads are extremely low. The community expects that these cases not be abandoned; additional cases will also be added at some point. Because of this, cold cases should continue to be worked and staffed with dedicated resources. However, caseloads do not justify the number of staff assigned and other resources assist cold cases when needed. An alternative would be to reduce staffing to 2 Detectives and eliminate one Detective Sergeant and a Constable. Remaining staff should be folded into the Homicide Unit.

***Recommendation: Eliminate through attrition, a Detective Sergeant and Constable position in the Cold Case Unit and merge the remaining two staff into the Homicide Unit, with continued dedication to cold cases.***

### **(3) Commercial Crime**

The scope of responsibility for the Commercial Crime Unit includes large frauds and thefts. An important part of the division on responsibility for crime in the City, District

investigators perform follow-up on smaller property crimes in the City, including thefts, burglaries, smaller scale frauds and the like. Other aspects of the organization and operations of the Commercial Crime Unit include the following:

- Unit staff also work professional misrepresentations, embezzlements, identity theft, internet scams, account takeovers, political corruption cases, currency conversion scams.
- Staff work 2 shifts, weekdays only.
- Staff rotate callout responsibility.
- Staff are stationed outside the central facility.
- There are 2 vacant supervisory positions and 2 vacant detective positions. Net current staffing is 2 Detective Sergeants and 7 Detectives.

Limited caseload information was available for some of investigators assigned to the Commercial Crimes Unit. The table, below, summarizes this in terms of the number of cases assigned and controlled for in-unit generated versus other workloads.

<b>Name</b>	<b>Occurrences Handled Within the Unit</b>	<b>Total Occurrences</b>	<b>% Within</b>
Personnel	65	74	87.84%
Personnel	21	25	84.00%
Personnel	16	20	80.00%
Personnel	25	33	75.76%
Personnel	43	64	67.19%
Personnel	51	138	36.96%
<b>Unit Total</b>	<b>221</b>	<b>354</b>	<b>62.43%</b>

The information provided and documented through the 3rd party software in use in WPS was corroborated through interview with the Unit supervisor. At these levels, cases assigned to assigned detectives correspond to caseload targets for fraud investigators (5 – 10 cases each) for some investigators but not for others. This

indicates the capacity to take on additional tasks. Computer crime (non-child related) is a growing area of staff expertise in both Canadian and U.S. police agencies.

The Unit is currently carrying 4 vacancies – two supervisors and 2 detectives. These positions were needed when the Unit operated on 3 shifts. These positions should not be filled and a third shift should not be re-instituted.

**Recommendations:**

**Retain staffing levels in Commercial Crime but expand the scope of their responsibility to include computer and internet crimes. Two assigned staff should be trained to the level of Computer Forensics Specialist and handle selected cases and act as a resource to other cases when image and hard drive diagnostics are important and part of these cases.**

**Current vacancies should not be filled in Commercial Crime.**

**Commercial Crime staff should be located in the central police facility and relocated to the new facility when it opens next year.**

**(4) Homicide**

While homicides are not frequent occurrences in Winnipeg, they occur more frequently than in other Canadian cities. The table, below, demonstrates this:

	Homicides 2011
<b>Calgary</b>	12
<i>Rate/1000</i>	<b>0.01</b>
<b>Edmonton</b>	26
<i>Rate/1000</i>	<b>0.03</b>
<b>Regina</b>	7
<i>Rate/1000</i>	<b>0.03</b>
<b>Saskatoon</b>	5
<i>Rate/1000</i>	<b>0.02</b>
<b>Vancouver</b>	15
<i>Rate/1000</i>	<b>0.02</b>
<b>Winnipeg</b>	22
<i>Rate/1000</i>	<b>0.03</b>

At any level in a community, homicides are serious public matters and police departments are expected to 'do something about them', if not prevent certainly solve them. While homicide is not generally a 'suppressible' crime, it is a crime which is generally cleared through arrest. In Canada as a whole, clearance rates for homicides are 75%; in the United, on the other hand, clearance rates for homicides are 65% (for many more murders). In Winnipeg, homicide clearance rates are marginally higher than for the country as a whole – at 77%. Winnipeg achieves this through some techniques which are virtually unknown in the United States but are more common in Canada.

These approaches include:

- The Homicide Unit works in 2 groups each headed by a Sergeant and each group having 3 teams, and each team with two detectives.
- Staff work 9 hour shifts. Staff rotate responsibility for call out on late nights and weekends. Staff are paid a retainer for being on call (1 hour of pay for each 8 hours on call).
- Staff also investigate officer involved shootings.
- Work in a post incident system in which all available investigators respond and interview people at the scene / collect evidence. Thereafter, the work is principally performed by 2 person teams.
- Cooperate extensively with other investigative units in WPS on major violent crimes.

Even in the WPS records management system they are low in the Homicide Unit.

This is summarized in the table, below:

<b>Name</b>	<b>Occurrences Handled Within the Unit</b>	<b>Total Occurrences</b>	<b>% Within</b>
Personnel 1	17	19	89.47%
Personnel 2	13	15	86.67%
Personnel 3	18	21	85.71%
Personnel 4	17	20	85.00%
Personnel 5	11	13	84.62%
Personnel 6	20	24	83.33%
Personnel 7	15	18	83.33%
Personnel 8	16	20	80.00%
Personnel 9	22	28	78.57%
Personnel 10	17	25	68.00%
<b>Unit Total</b>	<b>166</b>	<b>203</b>	<b>81.77%</b>

Clearing, or ‘solving’ the vast majority of homicides is important to a community. At current case levels investigative caseloads are low but achieve desired results in terms of clearance. However, at less than one open homicide case per investigator and less than three (3) per detective per year cases are extremely low. The project team agrees that this is not an efficiency issue, it is an effectiveness one. Depending on the timing of homicides time *will* be available for homicide investigators to handle other cases and assist other units. This should be accomplished and the Division 43 Inspector charged with ensuring that resources are shared.

***Recommendation: Maintain existing approaches to staffing the Homicide Unit; maintain and increase as time is available staffs’ ability to assist other case handling units.***

**(5) Major Crimes**

The Major Crimes Unit in the Winnipeg Police Service is dedicated to the investigation of major person and property “Part 1 Crimes” except for homicide and the



burglaries and large thefts investigated by other units and district investigators. Their scope of service includes:

- Robberies
- Kidnappings
- Extortions
- Firearms
- Serious Assaults
- Hate Crimes
- High Profile Crimes

Because of the seriousness of these crimes and the frequency staff are deployed five days each week in two nine (9) hour shifts. This allows staff to be responsive to reports of these crimes and minimizes overtime for call out. Each team is comprised of the following:

- One (1) Sergeant
- Two (2) Detective Sergeants
- Four (4) Detectives

Staff tend to work cases in two person mentoring teams of a senior and junior staff position.

The decision to deploy staff seven days each week on multiple shifts each day is to provide dedicated investigative staff to very serious crimes in the City. In spite of the hourly and daily coverage of this unit, however, Major Crimes generates a significant amount of overtime – 7,142 hours in 2012 (or \$521,571). Excluding 535 court hours this leaves 6,607 hours in overtime, roughly 3 shifts per month per investigator on

“projects” and “investigations”. Division managers need to focus on this and control the use of overtime in multi-shift seven day units.

***Recommendation: Take steps to control overtime in the Major Crimes Unit.***

**(6) Stolen Autos**

Within the past 10 years stolen autos was a huge problem in Winnipeg. In a coordinated effort involving the City, the RCMP and the University of Manitoba patterns emerged which directed enforcement efforts to address this problem. Based on these efforts auto thefts have declined markedly recently. The points below summarize the current situation in Winnipeg:

- Proactive and intensive efforts have been key – supervision of repeat offenders, curfew checks, involvement with other stakeholders (e.g., Probation, Crown Attorneys, RCMP), rapid serving of warrants.
- The staffing for the unit is currently two (2) Detective Sergeants and nine (9) Constables. Manitoba compensates the City for 5 of the assigned positions.
- Staff also proactively work the 2 ‘chop shops’ in the City.
- Staff work with Public Insurance, as needed.
- Staff work 9 hour shifts, Monday – Friday.
- Staff work in 2 person teams.

As the table, below, demonstrates the auto theft problem in Winnipeg is beyond the “epidemic” proportions of a few years ago. The incidence and rate of stolen auto performance is in the middle of the range of Canadian cities surveyed. In spite of this decline in stolen auto crime, the unit staffing levels have not changed from when the incidence of this crime was significantly higher than it is now. At these levels the number of investigators specializing in stolen autos is far higher than in other Central

and Western Canadian cities. Because of these findings, the City should reduce the number of investigators dedicated to this effort by the City.

	<b>Auto Theft</b>
<b>Calgary</b>	—
<i>Rate/1000</i>	—
<b>Edmonton</b>	5,824
<i>Rate/1000</i>	<b>7.17</b>
<b>Regina</b>	1,010
<i>Rate/1000</i>	<b>4.99</b>
<b>Saskatoon</b>	1,474
<i>Rate/1000</i>	<b>6.17</b>
<b>Vancouver</b>	1,133
<i>Rate/1000</i>	<b>1.88</b>
<b>Winnipeg</b>	2,439
<i>Rate/1000</i>	<b>3.53</b>

Low caseloads and case activity is even supported in system reports, the best data we could obtain on several of the detectives is summarized in the following table:

<b>Name</b>	<b>Occurrences Handled Within the Unit</b>	<b>Total Occurrences</b>	<b>% Within</b>
Personnel	8	15	53.33%
Personnel	16	51	31.37%
Personnel	15	61	24.59%
Personnel	16	68	23.53%
Personnel	16	71	22.54%
Personnel	16	102	15.69%
<b>Unit Total</b>	<b>87</b>	<b>368</b>	<b>23.64%</b>

There is a lesson in the stolen auto story in Winnipeg – performance management should focus on defining the future point at which a specially created unit has achieved its objectives(s). This is important so that resources dedicated to achieving that objective can be redeployed to other problems in the community.

**Recommendations:**

***The City should reduce the number of Detectives assigned to Stolen Autos. This will require an agreement with the Province which funds more than half of the resources assigned. At current crime levels this unit could be reduced by up to three (3) Constable positions. Cost savings associated with this would be realized by the Province, not the City.***

***Develop criteria to determine when special unit objectives have been met so that resources can be redeployed.***

**(7) Murdered and Missing Women's Task Force**

Also known as Project Devote, this integrated Provincial / City unit was created to address serial murders of aboriginal women (originally in British Columbia but at least 3 in Manitoba) as way to better interchange information and work on a cooperative basis with the aboriginal communities. In the Province of Manitoba, this unit was created 2 years ago. Its operations can be summarized as follows:

- The scope for the M&MWTF is a missing persons / cold case capacity.
- Combined there are 17 case handling investigators in the unit, a combination of City (10) and RCMP (9 investigators plus 4 civilian staff).
- Work closely with other municipal, provincial, community based and aboriginal organizations.
- Cooperate extensively with other investigative units in WPS and the RCMP.
- Oversight is provided an Executive Steering Committee comprised of Provincial (Justice) and Municipal representatives (a WPS Deputy Chief).

***Conclusion: There are no issues with this unit, it operates as an effective multi-agency task force concept.***

**(8) Pawns**

Two staff positions in addition to a temporarily assigned Constable who monitor property passing through 25-30 pawn shops in the City and 50-65 places where

property is resold (including some antique stores) and controlled through the City's Bylaw encompassing resale activities. Staff operate as follows:

- Staff enforce the City's ByLaw regarding resale.
- Staff make daily visits to pawns and other monitored establishments on a rotating basis – focus on the higher volume establishments including 5-6 pawn shops.
- Staff make daily recording of pawned property; files are electronically transferred from the business to the Unit.
- Staff work week days.

This is an active arrest unit, making 20 in the past year, in addition to tracking pawned and other resale activities. This type of activity, in addition to additional proactive oversight of resale establishments would take more field time for assigned staff. Many agencies have utilized non-sworn staff to perform recording and other administrative tasks. The Winnipeg Police Service should explore the long term viability of substituting a non-sworn staff position for the temporarily assigned position.

***Recommendation: Convert one Constable position to a non-sworn position when the opportunity makes this possible.***

## **9. CRIME ANALYSTS**

As discussed throughout this report, the availability of crime analysts in the Winnipeg Police Service is extraordinarily limited. The extent of this deficiency impacts the effectiveness of operations in the key / core areas of field operations and investigations. The project team has concluded that these resources need to be added centrally as well as in these key / core areas. Adding a crime analysts to Division 41 and one to Division 43 (a total of two positions) would assist investigators in a number of ways, including:

- Identifying crime patterns.

- Identifying case patterns.
- Enhancing cases through data mining.
- Assisting in research cases (motor vehicle license checks, etc.).
- Contacting and surveying other police agencies.
- Literature search on emerging investigative techniques.
- Emails and letters to victims.
- Other support duties as needed.

***Recommendation: Hire two Crime Analysts to work with case handling investigators in Division 41 and Division 43.***

## **6. ANALYSIS OF ADMINISTRATIVE FUNCTIONS**

This Chapter of the report provides an assessment of various administrative support functions including Human Resources (Division 34) and Finance (Division 35). Both of these are internal service functions that, while having defined duties and responsibilities, also provide a significant level of support to the entire Winnipeg Police Service and impact other units successful operation.

These are also two of the functional areas where the City of Winnipeg has developed a shared serviced model that covers much of the City organizational structure. The City's shared services are provided by Corporate Finance and Corporate Support Services (Human Resources, Information Technology, 311 and others). The City's shared service model was designed to provide a more centralized focus on core support services by having these services performed by one entity for multiple civic departments. Among other benefits, this approach is designed to increase the level of professionalism, consistency, and standards employed throughout the entire City organizational structure in the provision of these services and to provide the services in a more economical manner. Most other organizational units within the City are participants in the City's shared services model. The shared services model, while having staff report directly to the Corporate organization can provide dedicated staff positions to support the WPS in both Human Resources and Finance.

At the present time, the Winnipeg Police Service does not participate, in any substantial manner, in the City's shared services model for the Human Resources or Financial functions. While Human Resources staff seek advice and guidance from

individuals in Corporate Human Resources, there is no direct reporting relationship, direct or indirect, to that unit. The same is true for Finance Staff. The Winnipeg Police Service is the only City department that does not have a direct reporting relationship and accountability to the Chief Financial Officer or the Director of Corporate Support Services for the financial and human resources functions. There are no service level agreements or other formal mechanisms to define the existing informal working relationship.

In reviewing the specific positions allocated within many of the various administrative services, the project team evaluated whether or not a change in status (either conversion of civilian to sworn or sworn to civilian status) would be appropriate. As with other public safety studies conducted by the firm over the last decade, this decision is based upon the duties, skills and authority required of the position. The questions asked (and then evaluated) by the project team are comparable to those that were utilized in the Vancouver Civilianization Study issued in 2006. These questions were:

- A. Does the position require law enforcement powers? (i.e., powers of arrest, use of force, statutory requirement, carrying a firearm)?;
- B. Are the skills, experience, or credibility of a sworn police officer required to fulfill the duties of the position?; and
- C. Can the requirements of the position be fulfilled by a specially trained civilian?

Since most of the administrative services are already civilianized, this analysis was most applicable to the evaluations of the staffing allocations for Human Resources. As will be discussed later in this section, in most cases where Human Resources positions are filled with a sworn officer, the project team believes that a civilian alternative would be appropriate as the answer to the three questions listed above are



no. This is not an indication of either the quality of the existing staff, or the ability of a sworn officer to successful conduct these positions; however, it does indicate that in virtually every instance the duties of a position do not require the unique skills, abilities, and police powers associated with a sworn officer. The project team concluded that the benefits of having individuals who have extensive training, background and experience in the performance of the human resources duties has a greater long-term benefit to the organization. The use of civilian staff in most administrative services functions (including Human Resources, Budget and Finance, Information Technology) is the predominant staffing allocation for police departments.

## **1. HUMAN RESOURCES.**

This section provides an assessment of the Human Resources Unit of the Winnipeg Police Service.

### **(1) Human Resources Overview.**

The Human Resources Division is responsible for handling the internal human resources functions for the Winnipeg Police Service. The Division is organized functionally into the following units: Recruiting – responsible for sworn and civilian recruitment and selection, background investigations, and pre-employment testing; Return to Work – responsible generally for accommodation of injured workers and finding work assignments that fit within work restrictions, and administration of the transfer policy covering sworn officers; and Staff Development – oversees promotion process for sworn positions and career development. The Division is also responsible for providing advice to WPS supervisors in handling employment issues with their

assigned employees, and providing advice and direction on implementation of the collective bargaining agreement.

The currently authorized strength for the Human Resources Division includes the following:

Unit	Insp.	Staff Sgts.	Sgts.	Det/Pat. Sgts.	Constables	Admin/Other
Human Resources	1	2	2	1	6	12
<b>Total</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>6</b>	<b>12</b>

The following table shows the positions and authorized civilian strength of this unit.

Position	# of Staff
Clerk B	7
Clerk C	4
Senior Clerk	1
<b>Total</b>	<b>12</b>

The best management practices assessment conducted by the project team identified several strengths within this Division. The following are representative strengths of existing operations:

- Annual performance evaluations are conducted on all WPS employees.
- Human Resources staff are involved with and sit on the negotiation team for collective bargaining agreements.
- Human Resources staff provide a centralized recruitment and selection function for the WPS.
- Dedicated staff within the HR Division are responsible for performing comprehensive background checks on new hires (sworn and civilian positions).
- All required information, including downloadable forms, for applying for work with the WPS are available online.
- Internal promotion is encouraged within the WPS and recruitment and selection processes are designed to support this policy.

- Requirements for positions are reviewed, prior to posting for recruitment, to ensure that they remain applicable, accurate, and do not need modification.
- Promotional processes, for all positions, utilize clearly defined job related selection techniques (such as in-basket exercises, testing, interviews, etc.) that are tailored to the position being filled. WPS has recently implemented a 360-degree feedback mechanism as part of the selection process for some positions.
- HR coordinates a highly effective program to place limited duty personnel into a position where they can support the staffing needs of operational units. Careful attention is placed on the work to be performed to ensure the medical restrictions of individuals are accommodated.

The following two sections of outline the key improvement opportunities related to operational practices and staffing / organizational issues.

## **(2) Operational Analysis.**

The following sections outline several operational improvements that should be made within the Human Resources Division.

### **(2.1) The Human Resources Division Should Develop a Workforce Plan.**

Workforce planning allows organizations to identify and manage changes in the workforce. The age of the workforce and growing retirement eligibility are concerns in many organizations. This is often a particular concern, especially in the Police Service where a large number of specialty positions are filled through rotational policy, the need to develop and identify qualified individuals to provide services is critical.

Implementing workforce planning allows management to project retirement rates (and required rotation) by division or department and prepare for replacement of lost competencies and skills. Additionally, succession planning ensures that internal competencies are being developed in key skill areas to provide continuity of service throughout the organization. While applicants' skills are considered when filling positions by rotation, there is not a comprehensive assessment of the units skill base,

needed skills, or any projection of skills that may be lost in the coming years due to loss of personnel (retirement or forced rotation). Additionally, a better understanding of the future staffing needs (relative to skill-sets) can assist the Human Resources Unit in providing appropriate levels of support for recruitment and selection to the other organizational units.

Workforce planning is generally defined as obtaining the right number of people with the right skills, experience, and competencies in the right jobs at the right time. In order to do workforce planning, data must be available, and systems must be available to manage data. While this effort is important for any organization, it is especially critical in an organization such as the Winnipeg Police Service where a significant proportion of positions are filled through the rotation policy. Data requirements include workforce demographics, trends in personnel transactions, data on the skills of the existing staff and future skills needed.

The steps involved in workforce planning include the following:

- **Supply Analysis:** Identify organizational competencies; analyze staff demographics; identify employment trends.
- **Demand Analysis:** Identify future workload and activities; analyze competency sets needed in future workforce.
- **Gap Analysis:** Compare information from the supply analysis and demand analysis to identify the gaps between current and future workforce needs.
- **Solution Analysis:** Develop strategies for closing gaps in competencies and reducing surplus competencies (i.e., planned recruiting, training, retraining, transfers, succession planning, etc.). This evaluation is especially critical for specialty units where loss of significant percentages of trained staff may occur.
- **Evaluation:** A periodic and systematic review of the workforce plan, reviewing mission and objectives to assure validity.

'Best practice' cities are beginning to implement workforce planning as a key function performed by their human resources staff. The cities of Minneapolis and Austin, in the United States, have initiated workforce planning in the last several years and have been recognized by national publications for their efforts. These programs provide a solid foundation for review by the WPS to identify "lessons learned" and key practices that can be employed within the Winnipeg Police Service.

The Human Resources Division should be charged with the development of a workforce plan for the WPS within the next eighteen to twenty-four months that is in alignment with any adopted changes to the rotational policy. In developing this plan, input should be solicited from all organizational units to identify historical cases where poor placement of individuals (especially due to the rotational policy) have impacted the ability to provide services. The focus of identifying these areas is not to focus on the specific individuals but rather to identify the skills and competencies needed within the positions for success. The Chief of Police's Office should be expected to be a major contributor to this effort by defining key positions and providing the organization priority for this effort.

***Recommendation: The HR Division should undertake a workforce planning effort to develop a workforce plan including succession planning.***

**(2.2) The WPS Should Enhance the Utilization of Feedback from Employees Through Several Methods.**

The WPS should enhance the compilation of information from employees through several methods including conducting an annual employee satisfaction survey, periodic unit visits, and the enhanced utilization of exit interviews. Best in class organizations utilize continual feedback from employees to evaluate their performance

and service levels and identify necessary operational changes in HR practices needed to improve the workplace.

Exit interviews provide a typically candid source of feedback, both of strengths and improvement opportunities for the organization. This information gathered should be consistently evaluated and disseminated to the top administration for use in future planning of necessary human resources actions and initiatives. The exit interview questionnaire should include inquiries into the following areas:

- Reason for leaving,
- Treatment by supervisor,
- Adequacy of training provided,
- Opportunity to advance,
- Consistency of application of WPS policies,
- Usefulness and accuracy of performance evaluations,
- Suitability of working conditions,
- Adequacy of communications,
- Appropriate recognition for work efforts,
- Appropriateness of pay and benefits.

The information gathered from the exit interviews currently being conducted should be formally compiled at least annually, in a manner that maintains confidentiality of information shared by specific employees, and shared with the Chief's Office for review of necessary actions to improve the work environment. While a formal report is recommended annually, the Chief of Police should be informed immediately of any

situations where an individual indicates disparate treatment or where significant issues related to illegal activities, safety concerns or discriminatory practices are identified.

Additionally, the WPS should conduct a short annual employee survey to assess the level of satisfaction with the services provided by the Human Resources Division. This is a practice utilized by best in class and high performing organizations and is often done as part of a department-wide survey of “internal service” departments/divisions. This survey will serve as an early indicator of employee satisfaction and provide useful insight into potential areas where services could be expanded or enhanced to increase employee satisfaction.

***Recommendation: The WPS should implement an enhanced exit interview process and compile a semi-annual report for administration.***

***Recommendation: The WPS should conduct an annual employee survey to solicit input regarding satisfaction with human resources services and employee satisfaction with their employment with the WPS.***

**(2.3) The WPS Should Expand the Human Resources Section of the Winnipeg Police Service Website.**

The WPS Human Resources website should be expanded to include additional information regarding employment with the WPS and to further serve as an effective online recruitment tool. Basic information that should be included on this website includes the following items:

- General information on benefit programs;
- Open positions;
- Personnel manual;
- A description of the employment process and application form;
- Job descriptions; and

- Applicable City and WPS policies and procedures.

The provision of these documents and information on the WPS's website (rather than an intranet portal that is limited to employee access) provides access to key employment related information for employees and potential applicants. These types of documents are routinely provided online by communities that have high-performing human resources departments. The provision of these documents online also tends to reduce the amount of time that staff must spend in responding to requests for basic information from employees, other police services, and potential applicants.

All application materials should be available in fillable PDF format for ease of the applicant. Longer-term the WPS should develop an online application process that *enables applicants to complete, submit and check the status of their application online.*

***Recommendation: The WPS should expand the information available on the Human Resources section of the website.***

***Recommendation: Application materials should be provided, at minimum, in fillable PDF format for the convenience of the applicant. Longer-term, the WPS should develop an online application process.***

### **(3) Staffing / Organizational Analysis.**

In reviewing the existing organizational structure and staffing allocations, the project team concludes that the principal issue facing the Human Resources Division related to staffing and organization is not the number of staff allocated to the provision of services but rather the following:

- The lack of professionally trained Human Resources staff (i.e., those with either college education in Human Resources, Labour Relations and/or certifications from relevant professional associations such as IPMA-Canada) within the HR organization, and
- The lack of integration or shared services between the WPS and the City of Winnipeg.



For comparison purposes, the following table shows the results of the comparative survey conducted by the project team relative to the staffing allocated to Human Resources in selected Canadian police services.

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>	<b>Winnipeg</b>
# HR Staff	16.5	9	11	21	25
Total Staffing	2,708	539	1,715.50	1,715	1,816
<b>HR Staff to Total Staff Ratio</b>	<b>.6%</b>	<b>1.7%</b>	<b>.6%</b>	<b>1.2%</b>	<b>1.4%</b>

As shown in this table, the staffing allocated to the Human Resources function for the Winnipeg Police Service is the second highest of the comparative agencies. WPS Human Resources staffing represents 1.4% of the total staffing of the organization compared to a range of .6% to 1.7% for the comparative agencies. Since it is difficult to make direct comparisons between agencies due to each Police Service having a different mix of services provided within organizational units, it should not be immediately concluded that the Human Resources Division is not appropriately staffed. During on-site interviews and discussions, no additional staff resources were identified as being needed within the WPS Human Resources Division to handle existing workloads and the project team has not identified a need for staffing reductions.

As previously noted, there were several areas noted where a different mix of staff positions should be considered. The most important relates to the need for inclusion of professionally trained Human Resources staff over this function. It should be noted that the existing sworn staff assigned to perform Human Resources administrative functions are not only extremely capable, but have implemented during the last several years several progressive programs to improve services and further implement best practices. These programs include revised promotional processes, incorporation of 360-degree

feedback within selection processes, and the utilization of job related skills and requirements for selection of applicants for positions.

Despite the great performance of existing staff, the use of sworn positions in key administrative functions could be problematic for the WPS for the following reasons:

- The current rotational policy does not ensure that highly qualified individuals will be selected in the future for these key HR positions.
- Individuals who apply for assignment to HR during the rotational process most likely will have limited, if any, direct experience handling Human Resources issues prior to selection.
- Professional training in Human Resources provides a background and set of abilities that are difficult to acquire in a short-time frame.
- The Human Resources profession is becoming more complicated over time as the number of legal requirements that must be complied with continues to expand.

Additionally, when considering the need for sworn positions, police organizations should always ensure that sworn positions are only allocated to those positions where a clearly defined need is present for the background, experience and skills of a sworn officer. If these are not present, the position should be civilianized.

In reviewing the appropriate utilization of sworn positions in administrative support positions, several factors are key in the determination of whether a recommendation is made relative to utilization of sworn or civilian employees. These factors include:

- Whether law enforcement powers are legally required to perform the assigned duties of the position?
- Whether the skills, training and experience of sworn employees is required to adequately perform the duties?
- Do the job duties that may benefit from the assignment of a sworn employee constitute a preponderance of the assigned job duties?

- Is the credibility of a sworn employee necessary to effectively perform the assigned duties?
- Is an operational knowledge and the perspective of a sworn officer helpful in the performance of assigned duties? If yes, this knowledge/perspective is needed routinely and cannot reasonably be acquired at the level necessary by civilian staff?

When reviewing positions within the WPS Human Resources Division, the answers to these questions are overwhelming in support of civilianization of the following positions:

- Inspector position should be converted to a Human Resources Director position. This position would have the same roles and responsibilities currently exercised by the Inspector.
- Two other existing positions should also be civilianized over time. This includes the two staff sergeant positions reporting to the Inspector. The duties of these positions, including promotional testing, would benefit from having a individuals in those positions who have an extensive human resources background to draw from.

While a case could be made to also civilianize the position currently responsible for overseeing the rotation policy and the assignment of limited duty staff to operational units, the background and experience (and acquired understanding of the actual requirements of these positions) are best handled by a sworn position at this time. This position should remain as a sworn position assigned to Human Resources. Additionally, maintaining a sworn position within the HR organization at this level ensures that there is an individual who can provide any required insight and support in other areas of Human Resources that is sometimes difficult for a civilian to easily acquire.

Longer-term, the project team recommends that the WPS continue to explore opportunities for the Human Resources functions to fall under the City's shared services

approach to providing Human Resources services. This would provide additional support in terms of professional support to the Human Resources function, and increase consistency of treatment of employees across all organizational units.

The cost impact of these recommendations will be entirely dependent upon the classification that is implemented for the new Human Resources positions. It is extremely unlikely that the costs will be more than the existing positions and most likely will result in a net savings to the WPS.

***Recommendation: Several positions, including Inspector and Staff Sergeant positions, within the Human Resources Division, should be civilianized over time (i.e., during the next rotation for these positions). These positions should be filled with individuals with extensive background and professional training in the Human Resources profession.***

***Recommendation: The WPS and City of Winnipeg should undertake discussions of approaches to integrate the WPS HR function under the City's shared HR services approach to gain access to additional HR support, increase consistency of employee treatment across the entire City organization, and reduce overhead and duplication of services.***

## **2. FINANCE.**

This section provides an assessment of the Finance Division of the WPS.

### **(1) Finance Overview.**

The Finance Division is responsible for the development and ongoing administration of the WPS annual operating budget. This division reports directly to the Chief of Police. The Division is organized into three units: Quartermaster, Expenses, and Revenue. The Quartermaster unit is responsible for procurement, storage, and issuing supplies to WPS personnel to perform their work activities. Expenses unit is responsible for the all financial accounting of expenses, i.e., budget, payroll and

accounts payables of the WPS. The Revenue unit of the Finance Division handles all revenue, special duty, alarm and travel functions for the Winnipeg Police Service.

The current staffing allocation for the Finance function is summarized in the following table:

<b>Position</b>	<b># of Staff</b>
Manager of Finance/Comptroller	1
Assistant Supervisor – Budget	1
Assistant Supervisor – Revenue	1
Clerk C	1
Clerk B	5
Clerk A	2
Sup of Quartermaster Stores	1
Storekeeper 3 / 4	5
<b>Total</b>	<b>17</b>

The best management practices assessment conducted by the project team identified several strengths within this Division. The following are representative strengths of existing operations:

- WPS has a dedicated unit to handling budget management and financial aspects of the WPS.
- Fiscal policies have been adopted to ensure financial and internal controls meet recognized financial controls.
- Finance staff monitor the WPS operating and capital expenditures to ensure conformance with the adopted budget and provide senior management team members with periodic budget reports.
- Materials acquisition and inventory has been generally centralized within the WPS to achieve cost-effective procurement of items.
- Procurement is centralized with the WPS.

The following two sections of outline the key improvement opportunities related to operational practices and staffing / organizational issues.

**(2) Operational Analysis.**

As noted in the best management practices section of this report, and as summarized in the strengths listed above, the WPS Finance Division employs a number of best practices in providing services. No notable operational deficiencies were noted within the organization that cause the project team to recommend major changes in operational practices.

However, as will be addressed in more detail in the following section, the WPS Finance Division operates independently of the City's Corporate Finance Department – unlike other Winnipeg Departments' financial units. A greater level of integration will enable operational practices to be implemented within the WPS that follows internal controls, financial reporting, and financial management consistently across the City's organizational units. When the plan is implemented, as recommended below, to integrate the Financial Division under the City's Finance Department, all WPS financial policies and practices should be evaluated and modified to ensure full compliance with adopted City financial policies and practices. At this point in time, it is unknown the level of change that this will have on WPS financial operational practices.

**(3) Staffing / Organizational Analysis.**

As noted above, the staffing allocated to the Financial Operations of the WPS total seventeen positions. From a review of the services provided and discussions with the Finance Manager of WPS, no specific areas of staffing deficiency were noted within the WPS Finance Division.

When comparing the staffing allocated to the Finance Division in Winnipeg to other Police Services in Canada, the existing staffing allocation is similar to those noted

in these comparative agencies. It is important to note that this staffing comparison provides only a broad level of comparison due to differing service levels and allocated responsibilities across communities. The following table shows direct financial staff allocations compared to total staffing of the police service for Winnipeg and the comparative agencies.

Staffing:	Agency				
	Calgary	Regina	Saskatoon	Vancouver	Winnipeg
Total Staff	2,708.00	539	627.11	1,715.50	1,816.00
# of Staff Accounting / Budget	22	6	4.5	8	17
% finance to Total Staffing	.81%	1.11%	.72%	.47%	.94%

As shown, Finance staff in Winnipeg represents .94% of the total WPS workforce. While comparative agencies ranged from a low of .47% in Vancouver to a high of 1.11% in Regina, Winnipeg falls within this range though closer to the higher end.

At the present time, the Finance Division is a direct reporting unit to the Chief of Police. This is evidence of both the importance of this function and the need for close coordination with top administrators. The Winnipeg Police Service is the only City of Winnipeg organizational unit that does not have the Finance Manager reporting the City’s Finance Department. Most other City entities have this position, while in many cases still physically located within the Department, more integrated into the City’s organizational structure and shared services philosophy.

The project team would recommend that this same approach be utilized for the Winnipeg Police Service and the Finance Manager should have a direct reporting

relationship to the City along with an indirect reporting relationship directly to the Chief of Police (similar to the current reporting relationship). While there is a potential perception of a “loss of control” by the WPS over the Financial operations, this change increases financial oversight by the City reducing potential for liability for the WPS should issues arise. Additionally, there is no clear operational reason for treating the WPS different from other City organizational units in relation to financial oversight and relationship with Corporate Finance. This change will also provide a single consistent approach to managing financial operations throughout the entire City of Winnipeg and provide increased consistency in financial approaches, procedures, and work methodologies to the WPS.

Prior to implementation of this approach, the Chief and the City’s Chief Financial Officer should develop a clear understanding of the operational impacts of this move and enter into a service level agreement to clearly outline roles, responsibilities and service levels related to the financial operations.

***Recommendation: The WPS should work with the City of Winnipeg to implement the shared services approach to Financial Management by having the Finance Manager report to the City’s financial operations. The Finance Manager should retain a “dotted line” reporting relationship to the Chief of Police.***

***Recommendation: The WPS and City of Winnipeg should develop a service level agreement outlining service levels and service delivery approaches prior to the implementation of the shared services approach for the financial operation.***



## **7. ANALYSIS OF DEVELOPMENT SUPPORT SERVICES**

This Chapter of the report provides an assessment of the Development Support Services of the Winnipeg Police Service. This includes Division 30 (Services), Division 31 (Records and Report Management), Division 32 (Organizational Development and Support), and Division 37 (Information Technology).

### **1. DIVISION 30 - SERVICES.**

This section of the report provides an assessment of the Development Services Division of the Winnipeg Police Service.

#### **(1) Division 30 (Services) Overview.**

This Division reports to the Superintendent of Development Services. This Division is responsible for providing a variety of support services to the WPS including: Caretaking functions, Document Services (principally contracted out), Special Projects / PSB Security, and Vehicle Services. The Caretaking function is responsible for the ongoing administration of the police headquarters facility including basic janitorial services, office relocations, furniture moving, etc. The Document Services unit is responsible for the serving of papers and subpoenas on behalf of WPS. The Special Projects unit handles a variety of assigned projects to support the Manager of Services and is also responsible for conducting all background investigations for contractors and staff working on the new Police Service Building. Vehicle Services is responsible for the maintenance, servicing and repair of WPS vehicles and equipment.

As this unit is mainly civilianized, the following table shows the positions and authorized civilian strength of this unit.

<b>Position</b>	<b># of Staff</b>
Manager of Services	1
Assistant Sup of Services	1
Supervisor of Vehicle Services	1
Shop Foreman	1
Mechanic	6
Supervisor of Caretakers	1
Caretakers	12
Clerk B	1
Clerk A	2
<b>Total</b>	<b>26</b>

The best management practices assessment conducted by the project team identified several strengths within this Division. The following are representative strengths of existing operations:

- WPS facility maintenance oversight is centralized within this unit. Janitorial services are provided through a combination of WPS janitorial employees and contracted services with the City of Winnipeg.
- Periodic inspections are conducted to assess facility condition and identify maintenance requirements.
- Sworn positions are appropriately utilized within this Division with most positions being civilianized with the exception of the following: (1) Sergeant that oversees document services, and (2) Sergeant conducting background investigations on contract personnel performing work on the new HQ.
- Contractors are appropriately utilized to perform selected services, such as Document service.

The following two sections of outline the key improvement opportunities related to operational practices and staffing / organizational issues.

**(2) Operational Analysis.**

In evaluating the operational practices of the Services Unit of Development support, the project team found most operational practices to conform with recognized best practices and expected operational procedures. Two minor areas of potential

improvement are presented for consideration by the WPS as approaches to further enhance service provision and use of staff time.

The first improvement opportunity relates to the background investigations conducted on janitorial and fleet staff. At the present time, the level of background investigation conducted on these individuals is extremely extensive and precludes many individuals (who otherwise would be qualified for employment) from being hired by the WPS in these positions. While clearly there is a need to ensure security of WPS facilities and vehicles, this background requirement presents an obstacle to further consideration of the City's shared services model (as it is greatly more restrictive than backgrounds conducted on general City staff) and additionally appears to exceed the level of background checks conducted by other comparable Police agencies. The WPS should review the background checks conducted on janitorial and fleet staff and, where appropriate, reduce the extent of the background check if possible without placing safety and security of WPS facilities and vehicles in jeopardy.

Additionally, the WPS's current approach to provision of janitorial services is a hybrid mix of WPS employed janitors (i.e., for the Headquarter facility), and contracted services from the City for many remote locations. While data collected by the WPS shows that janitorial services are more expensive to acquire from the City than if hired directly by WPS, this is largely due to the overhead cost allocation formula that is utilized and the inconsistency in how costs are calculated between the two entities. In several facilities, janitorial service is performed by City staff – demonstrating that this approach is not only feasible but that the background requirement can be addressed.

WPS and the City should form a joint review committee to explore the provision of all janitorial services through the City's Shared Service approach. While some costs may be higher under this approach, there are also significant benefits to having a "backup" contingent of personnel that can be utilized to fill in during vacations, sick leave, and other employee absences from work. Additionally, there were no identified operational reasons that demonstrated that the Winnipeg Police Service would be negatively impacted by receiving services under the approach utilized for all other City Agencies. Absent demonstrable operational reasons, the project team believes that the philosophical reasons should be placed aside and the shared services model pursued. This will enable the WPS to benefit from having oversight of this service by professionals in the industry and enable WPS resources to focus greater attention on core Police Service issues. The project team understands the strong opinions that both sides have on this issue, and when costs are not significantly different, believes that the benefits of a shared services model typically outweigh having separate and duplicate support services in place.

***Recommendation: The WPS should revisit the level and type of background investigations conducted on staff for janitorial and fleet positions to ensure they are not overly stringent in comparison to other Police Service entities and the City's practices.***

***Recommendation: The WPS and City should form a joint review committee to explore implementation of the shared services approach for janitorial services.***

**(3) Staffing Analysis.**

No significant time was spent evaluating the existing staffing contingent and requirements for the janitorial function of the WPS. With the construction of a new headquarters facility underway, and the project team's recommendation to reconsider

the shared services approach for janitorial services, staffing requirements should not be developed until those two issues are resolved. It is known that janitorial requirements for the new facility will be different from those required for the existing facility.

**Recommendation:** *Janitorial staffing should be reviewed after the WPS and City have made a determination regarding the implementation of a shared services approach for janitorial services and should be based upon the requirements necessary to appropriately staff the new WPS headquarters facility.*

## **2. RECORDS AND REPORT MANAGEMENT DIVISION.**

This section provides an assessment of the Records and Report Management Division of the Winnipeg Police Service.

### **(1) Division 31 Overview.**

This Division is responsible for the overall administration, oversight and management of the records and reports functions, court processing, and Property and Evidence functions for the WPS. The Division reports to the Superintendent of Development Support Services. This Division is organized into the following major functional units: Direct Voice Entry, CPIC, Records Compilation, Court, Central Reporting Unit, Central Reading, Arrest Processing, and Property and Evidence. Property and Evidence is located off-site at a separate facility and is responsible for the overall control, custody, release or other disposition of property taken into the possession of the Winnipeg Police Service. Property and Evidence is also responsible for handling firearms dispositions following court case resolution. The following table summarizes the authorized staffing within this Division by rank / classification:

<b>Unit</b>	<b>Insp.</b>	<b>Staff Sgts.</b>	<b>Sgts.</b>	<b>Det/Pat. Sgts.</b>	<b>Constables</b>	<b>Admin/Other</b>
Records and Reports Division	1	1	3	8	95	123
<b>Total</b>	<b>1</b>	<b>1</b>	<b>3</b>	<b>8</b>	<b>95</b>	

As this unit is largely civilianized, the following table shows the positions and authorized civilian strength for specific units of this Division.

<b>DVE Positions</b>	<b># Staff</b>	<b>CPIC Positions</b>	<b># Staff</b>	<b>Property &amp; Evidence Positions</b>	<b># Staff</b>		<b># Staff</b>
DVE Operator	30	CPIC Operations	24	Property Exhibit Technician II	3	Clerk C	7
DVE Shift Leader	4	CPIC Shift Leader	4	Property Exhibit Technician I	9	Clerk B	37
		CPIC Coordinator	1			Senior Clerk	4
<b>Total</b>	<b>34</b>	<b>Total</b>	<b>29</b>	<b>Total</b>	<b>12</b>	<b>Total</b>	<b>48</b>

The best management practices assessment conducted by the project team identified several strengths within this Division. The following are representative strengths of existing operations:

- All property and evidence is tracked through the primary police software solution.
- The warehouse for storage of property and evidence is secured and access limited to authorized personnel. All entry to the facility is tracked.
- Drugs and weapons are stored and maintained in separate secured areas separate from other evidence and property.
- The Unit has implemented a strong purging program to eliminate property and evidence from the facility when it is no longer needed by the WPS.
- Cost-effective measures for the disposal of drugs and weapons have been implemented.
- A continuous improvement program has been implemented by the current Manager to improve operations. Periodic audits of conducted to ensure property and evidence is appropriately accounted for.
- Records and reports management functions have been organized according to specialized tasks to increase efficiency of the staff assigned to performing these functions.
- With one notable exception (report review), most functions within this Division have been civilianized.
- Records management systems are integrated with or handled by the primary police software solution.

- Working hours of units are designed to accommodate the needs of primary customers (i.e. – Court Services Personnel start earlier than other units to accommodate the needs of the court and ensure documents processed prior to the commencement of court).

The following two sections of outline the key improvement opportunities related to operational practices and staffing / organizational issues.

**(2) Operational Analysis.**

As noted in the more comprehensive best management practices assessment (summarized above with only selected strengths listed), most operations within the Records and Reports Management functions are being provided in accordance with practices utilized by many other police agencies.

There are several “minor” operational changes the project team recommends be implemented by this Division. Each of these recommendations, and a brief narrative description of the need for this change, is contained in the following section.

<b>Organizational Unit</b>	<b>Recommended Change</b>	<b>Rationale / Supporting Comments</b>
<b>DIRECT VOICE ENTRY</b>	<ul style="list-style-type: none"> <li>• There is the need to implement policies outlining when officers must utilize this unit before writing their preliminary investigation and the benefit of dictation (when it is provided) versus direct entry on computers.</li> </ul>	<ul style="list-style-type: none"> <li>• A more defined policy should be adopted outlining when officers should utilize the direct voice entry unit and when direct entry by the officer should occur. Increases in the direct entry of reports by Constables, may reduce required staffing in this unit in the future.</li> </ul>

<b>Organizational Unit</b>	<b>Recommended Change</b>	<b>Rationale / Supporting Comments</b>
<b>COURT UNIT</b>	<ul style="list-style-type: none"> <li>A more defined quality control program should be implemented to reduce the number of cases identified by the Crown as needing additional work / correction.</li> </ul>	<ul style="list-style-type: none"> <li>A review of data regarding percentage of cases requiring additional work (at the request of the Crown) indicates a need for a more defined quality assurance program in this unit. The unit should adopt performance targets (i.e. – 95% of cases submitted accepted by the crown without rework required) and provide monthly reports on their performance.</li> </ul>
<b>PROPERTY AND EVIDENCE</b>	<ul style="list-style-type: none"> <li>An enhanced proactive audit procedure, including a random selection component, should be implemented for the property and evidence unit.</li> <li>Additional educational outreach efforts related to found property to more proactively return property to owner. This should include online database searching and property listings.</li> </ul>	<ul style="list-style-type: none"> <li>The current proactive audit procedures (already designed to be compliant with certification requirements) should be enhanced to provide a higher level of auditing of property and evidence with the addition of the recommended staff position.</li> <li>The unit should make greater use of the internet and technology to provide an online listing (or a searchable database) of found property in the possession of WPS to increase the percentage of property returned to the rightful owners. Online tools will reduce the workload of clerks associated with answer phones and walk-up traffic related to seeking found property.</li> </ul>

As previously noted, none of these recommended changes are “fundamental” to good operating practices. Each of these units is already performing in an expected manner, and some – such as Property & Evidence – exhibit qualities of “best of class” operations. These recommendations are provided to increase incrementally the performance of this Division.



**(3) Staffing / Organizational Analysis.**

The Winnipeg Police Service has implemented a highly specialized set of units within the Records and Reports Management Division. This specialization has increased technical knowledge and skills of staff assigned to their specific unit. However, a significant drawback to the specialization is that staff cannot be easily reallocated, as needed, to provide additional staff support based upon either workload variances or staffing levels.

Within this division, there are two notable staffing recommendations that the project team is outlining. The first relates to the elimination of the Central Reading Unit and the second is an additional position within the Property and Evidence Unit. These are outlined in the following sections.

**(3.1) The Central Reading Unit should be eliminated.**

As recommended elsewhere in this report, it has been recommended that field Sergeants be reinstated with the responsibility for reviewing and approving police reports from their assigned personnel. With this change, there is no need to maintain the Central Reading Unit within this Division. The project team recommends that this unit be eliminated and residual duties (those not performed by the Sergeants) should be transferred to the Direct Voice Entry unit. This unit was selected as it has the duties more comparable (and the skills required) to those currently performed by the Central Reading Unit as they currently assist officers with entry of reports. Additionally, based upon the project teams review of the unit, there appears to be sufficient capacity to allocate this additional responsibility without overburdening existing staff.

With this organizational change, the sworn staff currently allocated to the Central Reading Unit (18 constables) can be eliminated (or transferred elsewhere in the organization). The project team would recommend that the WPS consider allowing four of these positions (though they would be filled by civilians) be transferred to the Direct Voice Entry unit to serve a dedicated quality control function to support the Sergeants in the field. A transition back to having field Sergeants assume primary responsibility for report review and oversight will require assistance and support to fully implement. To ensure the quality of reports, the WPS will benefit from a more focused training and quality assurance program – at least in the first several years following the elimination of the Central Reading Unit and the transition. These individuals would provide training to staff on report writing, and conduct a quality control program of random report review. The elimination of these positions from the Central Reading Unit represents a cost reduction of \$1,190,170 to the Winnipeg Police Service. This is calculated on the basis of 14 constable positions (utilizing Step 5) and a benefit rate of 24.79% [ $\$68,124.19 \times 14 \times 1.2479$ ]. It is important to note that this is only a true savings if these positions are eliminated. However, at a minimum, it represents a cost avoidance to the extent that these sworn position can be redeployed to more effective use in the organization without the need to hire new sworn constables.

***Recommendation: The Central Reading Unit should be eliminated with the transfer of report review duties being reallocated to field Sergeants. Any residual duties should transfer to the Direct Voice Entry Unit.***

***Recommendation: Of the 18 constable positions authorized in the Central Reading Unit, the equivalent of four positions should be transferred to Central Reading to develop a comprehensive Quality Assurance and Report Training Program. The remaining 14 positions should be eliminated (at a cost savings of approximately \$1,190,170 annually) or redeployed elsewhere in the organization in lieu of hiring new sworn positions.***

### **(3.2) One Additional Property Clerk Position Should Be Authorized.**

The other significant staffing change recommended within this Division is the addition of an additional property clerk position in the Property and Evidence Unit. A significant portion of the workload, especially related to purging and shelving property and evidence, is assigned to limited duty staff assigned to this unit. While the Unit has historically had several limited duty staff assigned to them, the completion of the Unit's normal workload should not be dependent upon the use of limited duty staff. The responsibilities of this unit are too critical to be handled in that manner. While the project team has assumed that the current approach to assigning limited duty staff will continue, we are recommending that one additional position be authorized for this unit so that it can be dedicated to the purging program and associated duties. The estimated cost of this additional position is approximately \$68,600 (based on a Property and Evidence Tech 2 position and assuming 24.79% for benefits).

***Recommendation: One additional property clerk position should be authorized for the Property and Evidence Unit at an estimated annual cost of \$68,600.***

## **4. INFORMATION TECHNOLOGY AND SOLUTIONS.**

This section of the report provides an assessment of the Information Technology Division of the Winnipeg Police Service. The Information Technology Division of WPS is a direct internal service function. A primary purpose of this unit is to provide the necessary technology and technological support to other WPS Divisions.

Similar to human resources and financial functions at the City of Winnipeg, information technology services are provided throughout the City of Winnipeg in a shared serviced model. The City's shared service model was designed to provide a

more centralized focus on core support services by having these services performed by one entity for multiple civic departments. Among other benefits, this approach is designed to increase the level of professionalism, consistency, and standards employed throughout the entire City organizational structure in the provision of these services and to provide the services in a more economical manner. Most other organizational units within the City are participants in the City's shared services model. Corporate Support Services oversees and provides information technology for various City's departments and agencies.

While, at the present time, the Winnipeg Police Service does not participate in the City's shared services model, there is a level of cooperation between the Corporate Support Services Business Technology Services Division and the Winnipeg Police Service Information Technology and Services Division that includes sharing software licenses, utilizing some similar standards, and sharing of expertise. However, the two entities are not utilizing completely compatible technology, standards, or approaches to providing technology service and no service level agreement has been entered into between the parties to formalize their interaction. Additional opportunities exist for the two entities to more closely cooperate in their approaches to delivering technology services. With the implementation of similar technology standards and equipment, opportunities will exist in the future to take advantage of additional joint procurement opportunities (or sharing of infrastructure – though that becomes more problematic due to requirements for the police data to be separate and secure from non-Police data) to reduce costs.

**(1) Information Technology Overview.**

The Information Technology and Solutions Division reports to the Superintendent of Development Support Services. This Division is responsible for all information technology needs of the WPS including desktop support and maintenance, server maintenance and support, software support, and software development and administration. The Division manages a large contingent of WPS technology projects to support the operations of the WPS. These projects include evaluation of new software solutions, application development, and management and operations of the main WPS police records and data software solution. The Division is also responsible for coordination and oversight of wireless communication services.

Current staffing for the Information Technology Division is summarized in the following table:

<b>Position</b>	<b># of Staff</b>
Manager Police Info Systems	1
Clerk B	2
Business Analyst	1
Info Systems Programmer I/II	5
Info Systems Project Leader	3
Communications Assistant	1
Help Desk Coordinator	1
Wireless Communications System Coordinator	1
IS Project Specialist	4
Constable – RMS Support	1
<b>Total</b>	<b>24</b>

The best management practices assessment conducted by the project team identified several strengths within this Division. The following are representative strengths of existing operations:

- Information Technology services have been centralized within the WPS.
- A comprehensive listing of requested ITS support and projects is maintained by the ITS Manager.

- A help-desk service is provided by ITS to WPS employees to assist users with hardware or software assistance.
- WPS has begun implementing standards for hardware, workstations, and laptops to simplify administration and operation.
- A single business analyst position has been implemented within the staffing contingent of ITS to assist in documenting business requirements for technology solutions prior to selection of a technology solution.
- WPS has implemented a comprehensive disaster recovery plan including daily backups of systems.
- WPS utilizes master license agreements for software to control costs.
- WPS staff are able to attend training courses offered by the City of Winnipeg eliminating the need for ITS to duplicate all training efforts.

The following two sections outline the key improvement opportunities related to operational practices and staffing / organizational issues.

## **(2) Operational Analysis.**

In evaluating the operational practices of the Winnipeg Police Service ITS Division, the project team noted many strengths – specifically related to the technical aspects of IT functions that are in place. These are detailed more fully in the comprehensive best management practices assessment and summarized above. The principal areas of improvement related to developing, implementing and coordinating the management and human aspects of ITS. These areas of improvement opportunity are outlined in the following sections.

### **(2.1) A Comprehensive Plan Must be Developed Regarding Utilization of the WPS's primary police software solution.**

Most government agencies, and the Police Service are no different, utilize a main enterprise-wide system to handle a variety of operational functions. This is done in an effort to streamline back office operations and to help control overall agency costs. In

the case of the Winnipeg Police Service, they have implemented a third-party software program for as the base system for Police-specific data including most data and records management functions.

Our review of WPS's Divisions and Units indicates varied levels of satisfaction with the performance of this software. While many modules perform well and meet the identified needs of select Divisions/Units, many others in the organization find that key functionality is not present (or they are not aware of it) to meet their operational needs. It is difficult to determine if some of the dissatisfaction with this software is due to the manner in which the system was implemented, the level of training of the user, or the failure to modify business practices to the extent necessary to fit the software's processes.

Whatever the reason, this dissatisfaction has caused some Divisions/Units to question the viability of the system and to seek external systems for their operational needs. The project team recommends that in select cases, a "best in breed" software solution is preferable to maintaining department-wide utilization of a single software solution. However, when data and processes are removed from the main software solution, the entire WPS organization must understand what this means in terms of data availability, ability to integrate data, and the impact that may be caused to other users of the system. Decisions regarding which solutions are handled through the enterprise-wide software and which are handled through specialty software should be based upon a defined set of standards and involve decision-making at the highest level of the organization. These defined standards should not only be limited to the primary police services software solution but also apply generally and clearly indicate when ITS must

be involved (the early the better) in the review, acquisition, and installation of third party software solutions. Several example exist where the failure to include ITS in the process resulted in the acquisition of software that was not fully compatible with existing WPS technology and software.

One of the most significant recommendations that the project team is making regarding ITS operational services is the development of a plan outlining the future role and status of the main software system within the WPS. This plan should include the following sections:

- Identification of data and functions that may only be handled by the primary software solution,
- Identification of data and functions that can be handled through specialty software (where appropriate data exchange or integration with the main software solution can occur),
- Identification of data and functions where third-party systems can be utilized and no integration with the main software solution is required.

These data and functionality should be done on a Division-by-Division and Unit-by-Unit basis so that the developed plan is comprehensive. A standard set of requirements should be developed that outline the types of systems that will be allowed to integrate (and that can integrate) with the primary police software solution so that these requirements can be used when considering third party applications. The plan should also include sections that identify:

- Existing functionality of the primary software solution that has not been implemented;
- Opportunities to enhance functionality of the primary software solution through modification of processes or the manner in which it was implemented; and
- Identification of training requirements (again on a Division by Division) basis to ensure users are fully trained on how the primary software solution operates.



This plan can only be developed by ITS with extensive input and feedback from all operational units and the development of clear standards for data integrity, validity, and integration.

The project team readily acknowledges that not all Divisions/Units are well served by the functionality of the existing third-party police software, but also recognizes that the wholesale replacement of the primary software system for an organization the size and complexity of WPS is extremely large and not always needed.

Creating a greater understanding of the abilities of this software and the areas where third party solutions should be sought should go a long ways toward eliminating discontent with the system. Additionally, it will greatly decrease the number of “requested projects” that ITS is asked to assist with – or at least, allow them to be prioritized. At present, the listing of requested projects from users numbers in the hundreds. As will be further discussed in the next section, this is an unmanageable number of projects for Information Technology staff without clearly defined priorities, project schedules, and a determination that these are the project where Police Administration would like ITS to allocate its limited resources.

***Recommendation: A long-range plan for the utilization and enhancement of the primary third-party police software solution should be developed that includes standards for any third-party software solutions to ensure integration of systems and data where required.***

**(2.2) An IT Steering Committee that Includes All Major Divisions Must Be Established.**

The project team noted during a review of the current listing of IT projects, that this listing included literally hundreds of requested projects, modifications or assistance from ITS by WPS Divisions. This level of requested support greatly exceeds the ability

of ITS to provide services. The listing is also so extensive due to the fact that there is no ITS Steering Committee and no hard and fast standards regarding which projects are placed on the ITS Project Listing and no formally adopted priorities established among these projects.

This places the ITS Manager in the unworkable position of attempting to determine WPS priorities without a level of discussion and input necessary from other executives and managers of the organization. It also creates frustration in the organization as individuals believe their project is “on the list” without knowing that not all project “on the list” are actively being worked.

Another noted problem of the current system, is that ITS has on numerous projects devoted time and resources to addressing a “priority” project for a Division and when the sponsor of that project leaves the Division prior to project completions (such as may occur due to rotational policies), the project is not a “priority” of the new Division’s managers and may be abandoned or not given the same level of attention. If ITS is going to provide quality, timely, and effective services to the WPS, it must have a clear work-plan (that can be resourced and scheduled) in order to be held accountable.

Since IT Steering Committees are extremely common, and there is extensive information readily available on project criteria, and work plan development, there is not a need to duplicate that within this report. However, the project team strongly recommends that the WPS develop an ITS Project Steering Committee that is charged with the responsibility for developing the annual workplan for ITS services (including authorizing which projects are given the green light for addressing). To be effective and

accepted, the ITS Steering Committee must be fully endorsed by top administration and include representatives from each of the Divisions of the WPS.

***Recommendation: The WPS must implement an ITS Steering Committee to establish organizational priorities for ITS services and develop and adopt an annual work plan for ITS Services.***

**(2.3) Greater Coordination Must Occur Between WPS ITS and the City of Winnipeg Information Technology.**

Given the number of challenges facing both organizations, the project team is not recommending that a full merger of shared services approach be implemented for Technology services. However, a more formalized process, including bi-monthly meetings, of coordination should be implemented. There remain significant opportunities to improve IT operations (and potentially save costs) within the WPS through shared efforts with the City. These include sharing staff with unique specialized skills, joint purchasing to achieve quantity discounts, implementing (where appropriate) single technology standards, shared disaster recovery approaches, application development, providing backup staffing or technological services to each other, etc. It should be noted that the current ITS Manager has identified many areas where cooperation with the City has been beneficial and taken advantage of these opportunities.

To ensure that both parties are benefiting from these opportunities and taking advantage of all opportunities to improve services through shared resources or cost reductions, the City and WPS IT Departments should meet at least bi-monthly to discuss upcoming initiatives and purchases to determine if additional opportunities are present.

**Recommendation:** *The WPS and City should hold bi-monthly meetings of IT Management staff to discuss further opportunities to cooperate, reduce costs and share resources and staffing to benefit both organizations.*

**(2.4) An Annual Customer Satisfaction Survey Should be Implemented.**

Similar to the recommendation in Human Resources, the WPS ITS Division should conduct a short annual employee survey to assess the level of satisfaction with the services provided by ITS. This is a practice utilized by best in class and high performing organizations and is often done as part of a department-wide survey of “internal service” departments/divisions. This survey will serve as an early indicator of employee satisfaction and provide useful insight into potential areas where services could be expanded or enhanced to increase employee satisfaction.

For ITS, this survey should be conducted prior to the development of the annual work plan so that the results can be shared with the ITS Steering Committee and incorporated into that work plan.

**Recommendation:** *The ITS Division should implement an annual customer satisfaction survey. The results should be shared with the ITS Steering Committee and be considered when developing the annual ITS work plan.*

**(3) Staffing Analysis.**

In evaluating the staffing allocation of the WPS Information Technology and Solutions Division, the project team first looked at staffing allocations for comparable technology units in other Police Services and then looked at the existing staffing allocation in WPS specifically to identify “gaps” in staff skills and classifications.

The Winnipeg Police Service has a staffing allocation this slightly lower than that allocated to Information Technology units in other police agencies. The results of our comparative survey are shown in the table below:

The comparative staffing review shows that Winnipeg’s staffing level (at 1.3% of WPS total authorized positions) most closely resembles Vancouver – which allocated 1.4% of staff to IT functions. Saskatoon, out of all the respondents, had the lowest percentage with only .6% of staff allocated to IT. The Winnipeg Police Service is considerably less than the 2.5% and 1.9% allocated to IT staffing by Calgary and Regina respectively. All responses are shown in the following table:

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>	<b>Winnipeg</b>
# IT Staff	67	10	11	24	24
Total Staffing	2,708	539	1,715.50	1,715	1,816
<b>IT Staff to Total Staff Ratio</b>	<b>2.5%</b>	<b>1.9%</b>	<b>0.6%</b>	<b>1.4%</b>	<b>1.3%</b>

As the table shows that even though staffing varies so greatly between the agencies, the IT staff allocated to the Winnipeg Police Service falls within the lower range of the overall comparisons. It also falls at the low end of the percentage typically utilized by the project team in assessing overall IT staffing levels.

When the project team reviewed staffing allocations with the IT Manager, the most notable deficiencies within the organization is a lack of staff dedicated to system requirements development and project management. These functions are currently typically performed by other IT staff who also have day-to-day technical oversight of the various IT specialties. The notable exception is that the IT Manager has added a dedicated IT Business Analyst position in the last year to assist with IT requirements development.

Based upon these reviews, the project team recommends (and believes the operational changes recommended also support these staffing adjustments) that the IT staff be increased by three positions. These positions would include an additional

Business Analyst position and two IT Project Managers (who would also have responsibilities for IT requirements development). The field of IT has changed dramatically over the last decade where IT staff must be more cognizant of and capable in the field of developing business requirements (prior to the selection or development of software solutions) and in the implementation of technology solutions. These require staff with training and skills in this area. It is much easier to acquire through contractual basis specialized technology skills or solutions related to specific technology aspects of the IT infrastructure (such as server maintenance, security protocol development, etc.) but much harder to procure the services of individuals who can effectively develop the requirements needed for technology solutions (as they are highly dependent on the individual organizational culture and expectations) and project management. For these reasons, the project team recommends that any investment in personnel for the ITS Division be allocated to these functions.

The addition of one additional business analyst and two dedicated project managers will cost the WPS approximately \$290,000 annually including benefits. This is based upon an estimated benefit percentage of 24.79% and estimated base annual salaries of \$62,000 for the Business Analyst position and \$85,000 for the Project Manager positions.

With the addition of these three positions, the WPS ITS staffing levels as a percentage of total WPS staffing will still fall below all of the comparative agencies with the exception of Saskatoon. The new percentage would be 1.3% of total WPS staffing.

With a new approach to providing services by ITS, the historical positions and skillsets of the ITS Division will no longer be suitable for the future. Technology is

continually changing the position titles, duties and allocation will be much more fluid than they have in the past. To ensure that appropriate staff skills are available, the ITS Manager should provide a training plan to each employee during annual performance evaluations outlining required training that is needed, and identifying “desirable” training and skill sets that will be needed in the future.

**Recommendation:** *The WPS should authorize three additional positions (one Business Analyst and two Project Managers) for the ITS Division at an estimated annual cost of \$290,000.*

**Recommendation:** *The WPS ITS Manager should develop, as part of annual evaluations, a detailed training plan for each employee outlining required skills and training that should be pursued to expand skillsets for IT personnel.*

## **5. VEHICLE SERVICES UNIT**

The Vehicle Services Unit is staffed with one Shop Supervisor, one Shop Foreman, one Clerk (B) and six Mechanics. The mechanics are all certified as “Red Seal” Mechanics, which is an Interprovincial Certification.

### **(1) The WPS has a Fleet of 419 Pieces of Equipment.**

The table below illustrates the current fleet owned/leased by the Winnipeg Police Service by class of vehicle:

<b>Classification</b>	<b>Units</b>	<b>% of Total</b>
Marked ATV	2	0.72
Marked Boat	7	1.67
Marked Motorcycle	9	2.15
Marked Sedan	146	34.84
Marked Snowmobile	5	1.19
Marked SUV	10	2.39
Marked Truck	4	0.95
Marked Van	8	1.91
Other	20	4.77
Unmarked vehicle	207	49.4
<b>Total</b>	<b>419</b>	<b>100%</b>

The largest proportion of the fleet is marked sedans, which account for approximately 35% of the fleet. Plain Sedans account for an additional 28% of the fleet.

The following table illustrates the number of vehicles assigned to each Division of the WPS:

<b>Division</b>	<b>Units Assigned</b>
11	35
12	17
13	32
14	32
16	20
30	35
31	5
32	17
34	2
35	1
40	43
41	12
42	53
50	22
51	81
Duty Inspector	2
Executive	7
Professional Standards	3
<b>Total</b>	<b>419</b>

The following table illustrates the repair history for WPS fleet performed in 2012:

<b>Repair Type</b>	<b>Number</b>
Alignment	56
Collision Repair	127
Body Work (In-house)	311
Brakes	802
Cooling System	53
Driveline	187
Electrical	969
Engine	260
Equipment Transfer	112
General Maintenance	1,052
Government Inspections	54
HVAC	91
Lube, Oil, Filter and Comprehensive Checks	1,445
Non Work Order Repairs	292
New Vehicle Outfitting	67
Vehicle Safety Equipment	25
Speedometer Calibration	109
Steering	304



Repair Type	Number
Tires and Wheels	613
Towing	264
Engine Tune Up	25
Window Repair / Glass Replacement	72
<b>Total</b>	<b>7,290</b>

As shown above, there were a total of 7,290 repairs conducted on WPS vehicles in 2012 with Lube, Oil and Filter and comprehensive checks and general maintenance being the most frequent services performed.

**(2) The WPS Should Develop and Ensure the Vehicle Services Unit Adheres to a Formal Vehicle Replacement Schedule.**

According to personnel in the Vehicle Services Unit a point system has been developed to determine when vehicles should be replaced based on repair history, but it is not being used. VSU personnel currently consider vehicles for replacement after 165,000 kilometers and/or 7 years of service. An annual inspection is conducted to determine if vehicles should be replaced. There has been a decision in the Vehicle Service Unit to determine replacement based on the annual inspection. While the annual inspection process is an excellent way to determine vehicles that need to be replaced ahead of the established vehicle replacement schedule, it should not serve as a substitute for planning vehicle replacement based on years of service or mileage. By developing a formal program and tracking both the age of the fleet as well as average miles driven per year, the Service can improve the planning and budgeting of vehicles requiring replacement in upcoming budget years.

**Recommendation: The WPS should establish a formal vehicle replacement schedule for emergency response and administrative vehicles. It is recommended that This schedule be 4 years/161,000 kilometers for emergency response vehicles and 7 years/161,000 kilometers for administrative vehicles.**

**(3) The Vehicle Services Unit is Providing Quick Turnaround for Maintenance.**

The Vehicle Services Unit strives to conduct repairs at the time the unit is brought to the shop; often personnel will wait while repairs are conducted. According to records provided, the average downtime for vehicles is less than 5% with ranges in the data from 0 – 8%. Downtime exceeding 5% is typically viewed as unacceptable and the Unit strives to maintain downtime as low as possible. The WPS should establish a goal for downtime of vehicles to ensure vehicle downtime is not an issue and the VSU continues to provide high service levels.

***Recommendation: Set a downtime goal of 3% or less for front line emergency response vehicles.***

**(4) VSU Mechanics Undergo Background Checks Equivalent to Sworn Personnel.**

Mechanics in the VSU are held to the same behavioral standards as sworn personnel and undergo an equivalent background check prior to being hired by WPS. The Union believes that this ensures the Mechanics can be trusted to handle firearms for safekeeping while units are being serviced and will keep any confidential information seen during the course of their business such.

**(5) Overlaps Exist Between the WPS Vehicle Services Unit and the Winnipeg Fleet Management Agency (WFMA).**

The WFMA acquires vehicles and in turn leases them to the WPS. There is a service charge attached to each vehicle in addition to the cost of the vehicle to cover the costs associated with bidding and leasing vehicles. Fuel for WPS is also purchased by the WFMA and sold to VSU with appropriate markups for the time spent purchasing the fuel.

While there is desire for the City to operate a single service agency for the fleet, during interviews it was stated that the WFMA is currently ill-equipped and staffed to absorb the operations of the VSU due to the absence of key leadership in the WFMA and difficulty staffing the position. In fact, the comparative survey indicated that all the police agencies surveyed as part of this study operate their own fleet services unit except for Vancouver. VSU staff and members of the WPS voiced strong support for the VSU remaining part of the Service, as the background checks and behavioral standards adhered to by VSU personnel make them a trusted part of the Service. The WPS should consider a long-term option possibly co-locating the VSU with the Fleet Management Agency to offset the capital costs associated with building or expanding the current shop, as the current repair facility is aging and has reached capacity in terms of space to adequately repair vehicles. As the City continues to grow and further additions are made to the fleet a decision will be required related to expanding the current operations of the VSU or co-locating operations with the WFMA.

**(6) The VSU is Operating a Cost Effective Operation when Compared with the WFMA.**

An independent internal audit conducted in 2008 determined the shop rates of the VSU and WFMA. As reported, the VSU has a shop rate approximately 31% lower than the WFMA shop rate. The following table illustrates the shop rates of the two fleet service providers:

<b>Provider</b>	<b>Rate</b>
WFMA	\$105
VSU	\$72

As shown above, the VSU is reporting a much lower shop rate as established by the internal audit.

Another indicator of efficiency of operation is the employee productivity. The VSU uses the Mitchell Standard to determine the hours for repairs to vehicles. This is standard is used and compared with actual performance. The following table illustrates the productivity of the mechanics in the VSU in 2012:

<b>Hours Worked</b>	<b>Labour Hours</b>	<b>Productivity %</b>
10,272.8	10,360.1	100.8

As shown above the mechanics in the VSU had a productivity level of 100.8% when the total hours worked were compared against the labour hours utilized for repairs according to the Mitchell Standard.

The WFMA also measures mechanic utilization to determine the productivity of the services provided. The current productivity level reported by the WFMA for mechanics is 78%, which is 22% lower than the productivity of VSU mechanics.

Overall, the organization and role of the Vehicle Services Unit is appropriate for the current needs of WPS, but options will need to be explored for this service as growth continues in Winnipeg and the current shop location is no longer serviceable.

***Recommendation: The City should routinely conduct an audit of the operations of the VSU and WFMA to ensure reported shop rates remain current with operations. The project team recommends these audits occur every two (2) years.***

**6. STRATEGIC INITIATIVES UNIT**

The Organizational Development and Support Division (ODS) Strategic Initiatives Unit (SI) has undergone significant change and scope upon the promotion of the new Chief. Historically, SI genesis occurred about 5-years ago, when the immediate former Chief of Police created this unit to be a direct report of the pulse of the WPS line personnel and issues, a “what is going on in the Service” tool. The original SI model was staffed with senior sworn command. The former Chief incrementally altered /

tweaked the rank composition of SI staff members with descending lower ranking members due to senior higher ranking staff limited ability to obtain the desired feel of the WPS pulse, and various command members feeling left out of the loop.

While the 2012-2014 Strategic Plan was created during the former Chief's tenure, the new Chief of Police had a significant role in shaping the Plan during his tenure in ODS.

**(1) Positive Attributes of the Current Strategic Initiatives Unit in the Winnipeg Police Service.**

The project team's assessment of the WPS approach to Strategic Initiatives and the overall Strategic Initiatives function has identified many positive attributes and best practice protocols in place. These are highlighted in the following subsections.

**(1.1) Strategic Initiatives Staffing Resources Have Been Recently Bolstered to Assist in Implementing the New Chief's Socially Responsive Vision.**

Under the overall command of the Organizational Development and Support (ODS) Inspector, the Strategic Initiatives (SI) Unit is under the day-to-day command of a Staff Sergeant, a 'Chief specific' selected transfer to SI in early 2013. The SI staffing complement includes a Patrol Sergeant, who has been in SI for 1-1/2 years, and a Constable, who recently transferred into SI. The Chief very recently again increased the SI staffing by adding a 2<sup>nd</sup> Patrol Sergeant. No civilian support personnel are dedicated to SI, but the unit has ability to draw upon limited shared ODS Clerk support as needed.

SI unit tenure follows the WPS model of 1+1+1+1, for a maximum of 4-years for the Sergeant positions, and 1+1+1, for a maximum of 3-years for the Constable position.

***Conclusion: Maintain the current enhanced SI staffing level, which will be necessary to perform the functions of the Police Chief's enhanced vision to be more socially responsive to the needs of the community.***

**(1.2) The WPS ODS-Strategic Initiatives Unit Has Clear Role, Scope and Direction.**

Upon promotion, the current Chief of Police immediately signaled a message throughout the WPS of the importance he places in SI by bolstering the staffing complement and designating the Staff Sergeant as the 'architect' to facilitate the change in direction. The reporting structure of SI was changed from a direct Chief report to reflect a chain-of-command similarly to that seen throughout the WPS, through the Division Inspector, Operational Support Services Superintendent, and Support Services Deputy Chief.

The new Police Chief has significantly changed the scope and role of SI. SI staff listened attentively to the Chief's initial message of "creating a culture of safety" to the organization upon taking over as agency Executive, with a focused mission of creating a safer Winnipeg by adopting a "Crime Prevention through Social Development" framework. Visualizing the opportunity for a new paradigm in strategic thinking policing, namely an "applying project management to service principle", SI staff has exercised forward thinking initiative to capture and facilitate organizational buy-in.

The Chief's 4 primary declarations of (1) crime prevention, (2) intervention, (3) crime suppression, and (4) member / people focus have been crafted into the WPS Creating a Culture of Safety Flow Chart, for the purpose of facilitating community and agency buy-in while tracking initiative progress towards attainment. This flow chart and initiative contains both external and internal components, and while in its infancy stages and accordingly very dynamic / fluid, is the primary working tool for the agency, in effect

arguably superseding the 2012-2014 WPS Strategic Plan adopted under the former Chief.

The SI Staff Sergeant has been designated to orchestrate implementation of the new vision, and has taken primary responsibility for external strategic thinking and initiatives. External strategies are already being implemented, with SI staff seeking to create community partnerships by reaching out to stake-holders such as academia, universities, professors, new-comer populations, and the population demographic with cultural police mistrust. To date, 8 Community Forums have been facilitated by SI, featuring the Police Chief, targeting neighborhoods characterized as “bleeding the most” in terms of those with greatest law enforcement and social services challenges (highest crime, complex problems, refugees, etc). By design, the intent is to elicit community feelings, hear their perspective on community issues, listen to their ideas for solutions, and connecting communities with other service providers. Another 8 community forums are planned as the WPS expands outward from inner-city communities into suburban regions within Winnipeg. Other external strategies seek to include district operational personnel and increasing their collaboration with their respective local constituents, as well as communications strategies with local media.

The SI Ptl/Sergeant has primary responsibility for internal strategic thinking and related initiatives. Internal initiatives include plans to conduct 8 WPS member forums, to be facilitated by SI but personally delivered by the Chief, to ensure continuity and harmony agency-wide. One member forum has been completed to date, with 7 additional member forums planned by June 2013, which will address all sworn personnel. Non-sworn member forums are planned for the fall. These forums have

been complemented by department wide emails from the Chief, sharing the importance he is placing in this vision, and allowing for the introduction of initiatives related to implementing the vision. SI also uses these methods to encourage WPS personnel to revisit and recall the reasons they got into policing / law enforcement, exhorting personnel to be strategically minded and of one accord in implementing the new vision. In summary, the strategy is to create true synergy, and build / grow a more comprehensive strategy to fulfill the WPS mission of creating a culture of safety.

The Police Chief has committed to this process becoming the “Heart of the Vision” of the WPS, and has further committed to report back to the community what progress has been accomplished in a year. Some early themes from the community forums include expressed desire for police to be more visible, but not just by driving through neighborhoods, but rather, visible in the sense that people want to get to know the police personally.

Identified issues from the community forums are being boiled down to ‘actionable items’ that can be prioritized then separated into ‘what the WPS is considering doing’ and ‘what the WPS is actually doing.’ A WPS member accountability feature is being built into the process, starting with SI developing the initial 15-20 community identified actionable items to be worked on, with subsequent quarterly reporting by various Division Commanders assigned responsibility to carry out activities related to addressing the issues.

***Conclusion: Continue and complete the community and member forums, ensuring the entire Winnipeg service population as well as all WPS members are in tune with the Chiefs vision of ‘Creating a Culture of Safety’ within Winnipeg.***



***Recommendation: Integrate and continuously update 'actionable items' list, with provision for progress towards attainment, and next steps. Clearly differentiate what WPS is planning to do versus what the WPS is actually doing.***

***Recommendation: Maintain and frequently update the 'Creating a Culture of Safety' Flow Chart, with equally frequent progress status updates provided to the Chief and affected WPS personnel.***

***Recommendation; Create a 'community reporting' report-card.***

***Recommendation: Involve Strategic Initiatives Unit personnel in early / initial stages of creation / education of the Police Board.***

**(1.3) The WPS is Committing Additional Resources to the Winnipeg LiveSAFE Committee.**

The Police Chief has very recently redirected the SI Staff Sergeant to work on crime prevention, fulltime, with a main focus on working with LiveSAFE. LiveSAFE is a committee in Winnipeg that was started in 2008 to focus on crime prevention through social development. The committee is co-chaired by the Police Chief and head of Community Services, and includes municipal, provincial and federal levels of government, private sector, non-profits, and numerous stakeholders. LiveSAFE has not accomplished a lot to date, but everyone involved wants it to do a lot more, so they have assigned the Staff Sergeant to inject new life into it.

The SI Staff Sergeant will continue to work with Strategic Initiatives to implement current efforts, but will be moved from ODS, assigned to a 'special project' reporting directly to the Chief of Police. He will work day to day under a Superintendent who is presently engaged in some community engagement projects that fall under LiveSAFE's mandate. This project is an excellent fit with this member's skill set and view that community engagement and multi-agency partnerships are never ending and can be

continually improved, and his ingrained belief that some good change that helps vulnerable people in the community can be effected.

***Recommendation: Combine / Consolidate the 3 compatible and potentially crossover efforts (1-Chief's vision of 'creating a culture of safety', 2-'Crime Prevention through Social Development', and 3-'LiveSAFE' committee) efforts into a single unit / function.***

## **2. TRAINING**

The WPS Training function is geographically decentralized from all other WPS components, including other ODS Division functions. The Training Unit will be located within the new headquarters building, with the exception of the Firearms Range and the Driver Training Track. The WPS Training Unit is separate from E-Learning training coordinated by Human Resources Employee Development Branch E-Learning Centre.

The vast majority of Training Unit staff resources are applied to sworn member training, primarily new recruit and in-service proficiencies. The primary exception is a civilian trainer in the Section 36 chain of command devoted to provision of Communications related training.

### **(1) Positive Attributes of Current Training in the Winnipeg Police Service.**

The project team's assessment of the WPS approach to Training has identified several positive attributes in place, particularly for sworn members on topics including Use of Force, Weapons, Emergency Vehicle Operation, Recruit, and Field Training. These are highlighted in the following subsections.

#### **(1.1) The Winnipeg City Human Resources Employee Development Branch is Responsible for Conducting the Majority of Non-Police Specific Training.**

On average, WPS members access over 1,100 corporate courses annually, ranging from 1.5 hours to several days in duration. This training includes technical /

computer courses taken in the E-Learning Centre and general training courses coordinated by the City Employee Development Branch. The following table depicts a breakdown of corporate training / development programs accessed by civilian and uniformed members of the WPS from 2009 to 2012, not including courses provided by the WPS Training Division:

<b>Training Courses</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Courses Attended	1,253	889	1,112	1,192

Training courses of note include Aboriginal Awareness; Addressing Workplace Conflict; Bias Free Selection; Building on Service; Bullying in the Workplace; Career Symposium; Citizen / Customer Service; Coaching; Cultures in Conflict; Dealing with Difficult Customers; Difficult Encounters; Disability Awareness; Diverse Cultures-Diverse Workplace; Emotional Intelligence; Episodic Disabilities; FIPPA and PHIA Privacy; Foundations of Supervisory Development; Goal Setting for Results; Human Rights Complaints; Lead Through Ambiguity and Change; Leadership; Managing Stress; Budgeting; Personal Anger Management; Project Management; Reasonable Accommodation; Respectful Workplace Problem Solving; Team Building; The ABC of Ombudsman Oversight; Train the Trainer; Winnipeg Emergency Management; and Working with Refugees.

**(1.2) The ODS Training Unit Has Sufficient Staffing Resources to Handle Its Current Workload.**

Under the overall command of the Organizational Development and Support (ODS) Inspector, the Training Unit is under the day-to-day supervision of 1 Staff Sergeant, complemented with 2 Sergeants, 5 Ptl/Det Sergeants, 19.5 Constables, 1

Communications Center civilian, 2 Clerks (B,C), and 2 civilian Video Production Specialists. The Staff Sergeant positions are an Executive appointment.

A survey of participating Canadian police agencies were asked to provide detailed information regarding their training functions. As conducted for other agencies within the survey, the following table shows the total number of training staff (sworn and non-sworn), total staff, and the ratio of training to total staff:

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>	<b>Winnipeg</b>
# Training Staff	62	3	4	8	33.5
Total Staffing	2,708	539	627	1,715	1,816
Training Staff to Total Staff Ratio	2%	1%	1%	.5%	2%

It is understandable that Winnipeg resembles Calgary in this staffing analysis, because these are the only 2 agencies to host and conduct their own recruitment academy and offer classes, whereas, Regina and Saskatoon use the recruiting academy at Saskatchewan Police College.

WPS Training Constables are specialized assignments, and are filled through an announced selection process, with preference given to members targeted for their past demonstration of effective course presentation, guest lecturing, and / or attempting to fill an expertise void. Staff can select replacement members from anywhere within the WPS, even other specialty units, and can bypass the normal two-year back into uniform policy. Training function leadership attempts to stagger rotation of positions to maintain continuity and retain subject matter experts.

The Training Unit is decentralized away from other WPS components, particularly the ODS Inspector, creating logistic challenges for optimal day-to-day

command of a large Training staff. The ODS Inspector also commands 4 other components, including the very active Strategic Initiatives Unit, stretching thin competing senior command oversight and involvement.

***Recommendation: Consider Moving the Training Unit from ODS, and / or Place Training Under the Command of a Separate Inspector.***

**(1.3) The WPS Utilizes a Training Committee For Input From Represented Agency Components.**

The WPS maintains a standing Training Committee, composed of a Superintendent, the ODS and Human Resources Division Inspectors, and Training staff. Training Committee activities appear to be primarily Recruit training related. The Training Committee convenes before each recruit and / or cadet class and includes the designated Class Coordinator. Changes to the class syllabus are discussed and identified adjustments made for the upcoming Recruit class.

The Training Committee does not conduct formal annual reviews of past year overall training effectiveness and / or formal planning for the upcoming years training beyond the Recruit Academies.

***Recommendation: Convene the Training Committee at least annually to conduct an annual review and assess the effectiveness of all WPS training completed the prior year and plan training for the upcoming year(s).***

***Recommendation: Coordinate / centralize various Divisions needs to maximize training opportunities.***

**(1.4) The WPS Requires Instructor Development Training for Instructors.**

Instructors receive Instructor Development training, and utilize a Lesson Plan template, which are completed for each class. The Lesson Plan undergoes a peer review and is approved by the Staff Sergeant. Lesson Plans are digital and are securely maintained on a WPS server. A server capacity issue exists due to age and

volume (capacity), and Training is dependent upon IT on their need to migrate to a new server. The present server age/capacity limitations will likely be remedied upon the future centralization of Training to the new Headquarters facility.

In addition to Instructor Development training, Instructors are provided specialized training specific to their assigned area of responsibility within the Training Unit. Additional 2011 and 2012 Instructor Training included:

- Patrol Rifle Course;
- Tactical Medical Seminar;
- Tactical Pistol Stage 1;
- Glock Advanced Armorer;
- Taser Master Instructor Course;
- International Association of Firearms Instructors Training Conference;
- Glock Armorer;
- Glock Instructor;
- Canadian Firearms Safety;
- Basic Firearms;
- Force Science Research;
- Concealed Carry;
- Sub-gun Course.

***Recommendation: Work with IT to resolve aged / limited server capacity concerns.***

**(1.5) The WPS Maintains and Conducts an Effective In-House Recruit (Basic Training) Academy.**

A qualified staff, effective curriculum and adequate facilities ensure the WPS academy recruit training program effectively prepares new recruits to enter the Field Training Program and become Constables. The WPS operate their own recruit Basic Academy training as opposed to a collegiate setting. The WPS also offers recruit training to 3 outside law enforcement agencies within the Province.

The Academy training program is typically operated twice per year and each session lasts nearly 21 weeks (104 days), including new employee orientation.

Academy classes generally have up to 52 recruits, with a 1-2 average recruit failure rate per class. The academic standard is 70%. After the Academy, each new recruit enters the 16-week field training program and evaluation program. WPS will conduct 2 recruit classes in 2013 after conducting 1 in 2012, 2 in 2011, and 1 in 2010.

Continuing the comparison of Winnipeg and Calgary, Winnipeg typically offers 2 classes per year compared to the 4 classes offered by Calgary. However, considering the larger size of Calgary's police agency, it is expected that there would be greater number of classes offered at that police agency. The following table compares large Canadian police agencies training programs:

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>	<b>Winnipeg</b>
<b># of Training Staff</b>	42 sworn 20 civilian	3	4	5 sworn 3 civilian	29.5 sworn 5 civilian
<b>Operate its own academy?</b>	Yes		No	No	Yes
<b># of Academies</b>	4 classes in 2012	Police College	Police College		2 classes in 2011 & 2013
<b># of Recruits</b>	96				52
<b>Failure / Dropout rate</b>	2.88%	1 / class	Less than 1%	N / A	1-2 / class
<b># Hours of Training</b>	1,080	640-720	720	680	832

In terms of formal recruit training hours, the average range among the respondents fell between 790 – 806 hours, with both Winnipeg and Calgary exceeding the average class duration of the 5 respondent agencies.

A Police Sector Council, a Canadian Federal Body exists, and while they cannot regulate, they nevertheless assess what a competent Constable should look like, and reviewed the WPS recruit training course content in 2011. The Council offered a 'report

card', with results released in 2012, with a 'very efficient – gold standard' finding. This is voluntary, but brings value obtained through program comparison against all other Canadian law enforcement agencies that participate. It also provides opportunity to benchmark, and enables the WPS to accept lateral applicants understanding the WPS course content. It also gives exposure to differing recruit training models.

**(1.6) The WPS Has a Lateral Entry Training Program.**

The WPS has a Lateral Entry training program in place for officers with 2 or more years of service with an outside police agency. These lateral entry Constables are brought into the WPS Academy for 5 weeks of refresher training and WPS policy / procedure / reporting, as well as assessing and training in WPS Vehicle Operations, Use of Force and Firearms training. These recruits are then sent out to Field Training for 16 weeks, more as an assessment of a new hire process than training as a recruit.

Since 2011, the WPS has trained 7 lateral entry officers ranging in experience from 3 to 11 years. Currently, new hires who do not meet the 2 years of police experience threshold take the full Recruit Training program. With respect to an equivalency option for new Constables who are already academy trained, the Training Unit has had some discussions on the possibility but as yet has not outlined a process for such a process.

***Recommendation: Proactively create opportunities to bolster / enhance the lateral entry program, without sacrificing quality of candidates / hiring practices.***

***Recommendation: Research potential for an equivalency training option for new Constables.***



**(1.7) WPS In-Service Training Includes CALEA Accreditation Mandated Training / Proficiencies.**

There is no Provincial mandate on annual in-service training, and courts do not mandate in-service training. The agency has not implemented a formal internal in-service training mandate, with the exception of meeting CALEA accreditation standards mandated training, and primarily includes Use-of-Force, Weapons, and Emergency Vehicle Response, including Pursuits. This training is delivered very effectively by skilled certified Instructors considered content matter experts. Mandatory training classes are announced with sign up rosters. Training attendance is governed through the CBA, with schedule adjustments and 'payback days'.

Much of the external training is provided by the Canadian Police College in Ottawa. WPS Training staff author some training courses utilized by the Canadian Police Knowledge Network (CPKN). This provides cost saving credits to offset WPS attendee costs in CPKN training events.

Examining the number of annual targeted in-service training hours per sworn personnel, Winnipeg is much closer to Vancouver with 32 annual hours as their target rather than Saskatoon's 156 hours. The following table compares large Canadian police in-service training hours:

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>	<b>Winnipeg</b>
Annual Targeted Training Hours Sworn Personnel	N / A	N / A	156	32	18.5 hrs

WPS sworn members received 18.5 hours of annual plus electives in-service training in 2012. The planned in-service training target will increase to 24 hours in 2013, more in line with Vancouver.

In summary, Winnipeg is much more similar to Calgary in terms of actual training staffing and the presence of a recruitment academy, but its training hours for sworn officers are in line with Vancouver. Elective course training calendars now include civilian training and are starting to grow.

**(1.8) The WPS Provides a Field Officer Training Program to Basic Recruit Academy Graduates.**

Upon completion of the basic recruit training, recruits go into a 2-phase Field Training Officer (FTO) program, each 8-weeks in duration, which constitutes 16 of the nearly 40 weeks of training provided to each recruit. The following table compares Field Training Program hours across Canadian major law enforcement agencies:

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>	<b>Winnipeg</b>
# Hours Field Training	N / A	2400	1080	600	640

The WPS has 95 active FTO's (Coaches), each with a minimum of 4-years of service. Recruits are assigned a Primary and Secondary FTO, and Coaches are rotated after each phase. FTO initial training is 40 hours in the San Jose FTO model, the most commonly observed FTO program in use by modern era law enforcement agencies. Annual FTO refresher training is provided by Training.

**(1.9) The WPS Provides Use-of-Force and Weapons Training to Ensure Member Proficiency.**

Four Constable / Sergeant FTE's, complemented by a remarkable 50 part-time personnel provide annual use of force (UOF) training to WPS members. Recruits / Cadets receive 20 UOF training days. UOF in-service and re-certification training is CALEA standard based, utilizing flash scenarios.

Seven FTE Certified Firearms Instructors, assisted by 6 part-time past Instructors provide firearms training, which includes handguns and shotguns, but does not include rifles. Recruits receive skill-set training to include lecture, firearms introduction, and practical application over 5 successive days, 2-days of active shooter, 8-hours of shotgun, and 2 qualification days. Firearms in-service training includes a review of basic skill-sets, review of use-of-force policies, annual qualification, and lessons learned.

Sworn WPS personnel are meeting all requirements for certifications. Formal policies are in place regarding failure to recertify and educational / remedial training assistance is provided to improve skills where necessary. The WPS has an established remedial training process in place, with a declared philosophy that “we train until you get there.” Remedial training focuses on practical ‘re-do’s’; 2012 saw an added / increased scoring documentation tracking system.

The WPS makes provision for carry and use of Tasers, which are issued to operational divisions, but not individually issued. In 2-person cruisers, 1 Officer is required to carry. Taser training is mandatory for Constables, with annually demonstrated proficiency. Staff and above have voluntary carry / use. The Training Unit reports receiving permission from Taser International to conduct proficiency with 1 live fire and 1 simulated fire cartridges in the past, but will move back to the more defensible 2-cartridge fired demonstrated proficiency model in 2013.

The WPS has 50 Cadets and is considering expansion of the successful program. Cadets receive 60 hours of formal basic training, to include:

- Self protection;
- Intervention;

- Vehicle operations (operate vans); and
- Voluntary exposure to less-lethal weapon options to include Oleoresin Capsicum (OC) and the Baton/Asp, but no Taser or Firearms training.

**(1.10) The WPS Provides Emergency Vehicle Response / Pursuit Training (EVOC) to Enforcement Personnel.**

The EVOC training cadre is comprised of 4 Training Division FTE's and 20 part-time personnel comprise. Recruits are provided 15 hours of lecture prior to 40 hours of practical vehicle dynamic non-emergency and emergency response and pursuit training. Eight hours of in-service refresher training are provided biannually, to include policy trends, case law, trends / patterns discerned from the agency annual pursuit analysis, and forcible stopping.

Agency authorized forcible stopping includes 2-car stop boxing, multi-car slingshot, spike / stop sticks, and frontal roadblock. The pitting technique is not permitted. These techniques are taught as alternatives prior to a pursuit or 'pre-pursuit techniques'.

**(2) An Operational Review of the ODS Training Unit Identified Opportunities to Enhance Operations.**

Overall, the project team's review identified the Training Unit is providing a high level of quality services for the Winnipeg Police Service. While highly regarded, there are a few opportunities for improvement in the Training Unit. It is recommended that the WPS take the following steps to strengthen various training functions within the Service.

**(2.1) Implement a Formal In-Service Training Needs Assessment Process.**

The training needs assessment process is informal and targeted toward basic proficiencies for sworn members, with an emphasis on use of force, and weapons and emergency vehicle operation. Informal feedback is reportedly good, but appears to lack

systematic overview of the in-service training curriculum other than oversight by the In-Service Training Sergeant. A more formalized training assessment system should be considered to determine if current training programs are matching community, departmental and individual needs.

**(2.2) There are Opportunities to Enhance In-Service Training Through Delivery of Non-Practical / Classroom Training Via Web-Based Training Systems.**

The training needs assessment process is informal and targeted toward basic CALEA mandated training activities. WPS Training staff author some training courses utilized by the Canadian Police Knowledge Network (CPKN), which is used to provide cost saving credits to offset WPS attendee costs in CPKN training events. Expansion of this type of training for broader use should be explored and considered.

The WPS has opportunity to expand their in-service training program to topics beyond those mandated by CALEA accreditation. Opportunities for efficiencies in delivery of both existing and additional training are available. Consideration should be given to delivering non-practicum / classroom training components via web-based training modules such as PowerDMS, which has proven to be a very cost efficient manner in which to train a large number of staff. Delivery of this portion of training during member's regular duty hours can provide relief to staffing, reduce and / or free up Training Unit Instructor hours to enhance an otherwise basic in-service training program. Various high risk / liability demonstrated proficiency mandates would obviously still require certified instructor instruction and verification, but can be combined with other similar areas for increased efficiency.

***Recommendation: Consider formalizing the WPS training needs assessment process, which can be accomplished through an annual review of training by the incumbent Training Committee.***

**Recommendation: Investigate expansion of the use of CPKN to augment in-service training. Further, investigate the cost savings and added efficiencies of delivery of non-practicum training via PowerDMS or like web-based system(s).**

**(2.3) The WPS Has Opportunity to Enhance and Expand Supervisory / Advanced Training Upon Promotion.**

Constables promoted to Ptl/Sergeant are provided training on their role as a supervisor, and high-risk call response. Ptl/Sergeants promoted to Sergeant receive three-days of leadership and Sergeant-topics training. Sergeants promoted to Staff Sergeant receive another 3 days of leadership and topics to include budget, Human Resources (HR), Chiefs vision, and Duty Officer training. Staff Sergeants promoted to Inspector receive additional HR training. Training is currently researching a 2-week senior officer Executive Development program through the University of Manitoba.

Advanced training is planned annually for each spring when promotions occur, and was expanded to include civilian supervisors in 2012 on selected topics to include performance management, coaching and mentoring. Plans are to hopefully expand this out further to include civilian management personnel.

The WPS Strategic Plan devotes Section 2 to “Investment in Our Members.” Goal 2.1 is to “Develop a Career Development Program for Sworn and Civilian Sectors.” The WPS does not have a formal mentoring program, but does have an annual Performance Development Plan (PDP). Human Resources are working towards creating tracks for promotion and specialized assignments.

**Recommendation: Develop a 3-Year Training Plan which integrates all training to be accomplished in the Service. The Plan should include a needs assessment to identify in-service, advanced, and specialized assignment training needs for both sworn and non-sworn members. The Plan should determine what the key roles and responsibilities should be for a supervisors and middle managers, and how successful performance should be measured for each of these supervisory and**

**management positions. The recommendations of this task force should be reviewed, refined and approved by the Chief of Police and executive team. Criteria and processes for assessing the quality and usefulness of each training program should be described and then followed up on. This recommended process provides a 'bottoms up' approach for training plan development but also a top / down quality control over training plan approval and implementation.**

**(2.4) There is Opportunity to Enhance Provision of Specialized Training to Members Assigned to Specialized Functions.**

Most Divisions coordinate their own specialized training. However, this training often does not occur until after year 1 of the member's 3-year rotation stint within the specialized assignment. The Training Unit annually solicits external training needs from Inspectors / Staff Sergeants of each specialty division, which are triaged and prioritized by need and available budget. The 2013 external training budget is projected at \$72-73k, down from \$84k, and is tracked by Division. An example of prioritizing is bomb unit vacancies that will need immediate related specialized training. This model does not permit provision for specialized assignment training for each assignment annually.

2012 specialized training included Tactical Support Team (TST) Unit qualification, Protection Services Team (PST), Clan Lab Team, Bike Unit, Line Officer Course, Concealed Carry, and Undercover Operator. 2011 specialized training included TST, PST, Rapid Response, Basic Concealed Carry, Tactical Light Level 1, and Bike Patrol training.

***Recommendation: Creation of a specialized training plan to assist / discern anticipated specialized training needs within all specialized assignments, several years into the future, based on planned rotation from specialized assignments.***

**(2.5) The Training Function Needs to Maintain All WPS Member Training Attendance Records.**

Training has implemented internal accounting systems to audit training attendance. Core high-risk function training occurs early in the year to ensure missed

training makeup opportunities. Training Clerks update individual member training records utilizing City run PeopleSoft software. Lesson Plans are securely maintained on a WPS server. A server capacity issue exists due to age and volume, and Training is dependant on IT on their need to migrate to a new server. Instructors who rotate out of the Training Division have historically taken records of their conducted training with them.

***Recommendation: Migration to a single WPS hosted secure all-inclusive training records system capable of meeting Training capacity needs.***

***Recommendation: Revisit inadvisable practice of training records following / taken from Training by the Instructor upon transfer out of Training.***

**(2.6) The WPS Should Enhance Their Annual Use-of-Force Analysis to Identify Trends and Patterns, and to Add Recommendations on Policy Enhancement, Equipment Needs, and Training Needs. The Number of Arrests Should Be Tracked Each Year and Included in the Analysis.**

CALEA accreditation standards mandate that the WPS document use of force incidents. The WPS uses a web based, UOF Electronic Reporting System commonly called "Blue Team." WPS members are required to submit Use of force (UOF-Blue Team) reports for both 'coercion' and 'actual force applied' incidents. Coercive actions vary and may include Officers pointing their service pistol at someone or simply presenting their Asp, OC spray, or Electronic Control Device in an effort to secure compliance. Physical force includes a range of contact from soft empty hand controls like pulling, pushing, pressure point controls, or joint locks, to other hard empty hand techniques that includes various strikes, and finally, physical force that includes the use of issued weapons (and improvised weapons as needed in exceptional circumstances).

In the vast majority of calls for service, tactical communication and officer presence are sufficient to restore order or gain compliance. In 2012, 99.48% of all calls



for service were resolved without the need for members to utilize any force. The remaining 0.52% represents the calls for service where force was used and a UOF report was generated, or 1 UOF report for every 193 calls for service. Regardless of the number of officers involved, 1 UOF report is completed for each subject that had force applied to them through either:

- Empty hand controls such as strikes and / or pressure points;
- Intermediate or any other weapon used to obtain compliance from a person;
- A Service dog used to obtain compliance from or apprehension of a person;
- Coercion is applied by presenting a weapon to obtain compliance (such as pointing a firearm at a subject or posturing with a baton or Taser).

The following table depicts the number of force incidents by WPS personnel in the 5-year period 2008-2012:

<b>Weapon / Type of Force</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Firearm	199	227	272	195	211
ECW / Taser	127	138	138	132	111
Baton	42	43	38	22	25
OC	13	15	12	9	11
Weaponless	830	832	842	1046	1066
Total Uses of Force (UOF)	1211	1255	1049	1404	1424
Total UOF Arrests	957	1045	1049	919	934
Complaints	14	18	19	18	19

Total use of force (UOF) incidents remained static from 2008-2010, averaging 1,172 per year. Despite a decrease in the number of arrests involving force, UOF incidents increased in 2011-2012 to an average of 1,414 annually, a 20% increase. Complaints regarding use of force incidents have remained static since 2009, typically

18-19 annually. ECW use has steadily declined since 2010 when used on 138 occasions; used 132 times in 2011; 111 in 2012, less than 10% of all use of force incidents.

CALEA accreditation standards further mandate that the WPS conduct an annual analysis of use of force incidents. The WPS assigns this task to the ODS Training function. A review of the Annual Use of Force Analyses conducted for each year in the 3-year period 2010 to 2012 revealed considerable data, but questionable useable analysis, as defined by CALEA in their CALEA Manual Glossary definitions. For example, the data depicted that Division 11 and / or District 1 generated the most UOF incidents in each of the 3-years. However, there was little to no explanation for this recurring theme, a missed opportunity for analysis to recommend attention to the underlying problems that continually result in the highest amounts of force used each year.

The analysis speaks to the number of calls for service, but lacks arrest data. The annual analyses also contained no showing of a mean average of force used by individual WPS personnel, and corresponding analysis of any officers who may consistently engage in a disproportionate amount of UOF incidents when compared to his / her peers. While best practices doesn't necessitate the listing of individual Officers and the number / amount of force used, there is potential risk management exposure if no action is taken in a 'known or should have known' scenario such as an annual UOF Analysis. The current WPS Annual Analysis process generally does not include critical analysis components on identifying trends and / or patterns, or identification of policy,

equipment, and / or training needs / recommendations Engaging in such critical reviews can:

- Identify less effective use of force techniques / less-lethal weapon options;
- Identify causes of increased injuries to suspects and / or personnel;
- Reduce agency liability exposure;
- Identify members using disproportionate use of force, and allow for the Service's Early Warning System to intervene as needed, ensuring the officers well-being;
- Help shape future UOF training.

***Recommendation: Track the total number of annual arrests to use in conducting the Annual Use of Force Analysis.***

***Recommendation: Ensure annual UOF analysis includes identification of trends / patterns; make recommendations of policy, training, and equipment needs accordingly; Integrate analysis recommendations into UOF training.***

#### **(2.7) WPS Pursuit Data Reveals Need to Reduce Out-of-Compliance Pursuits.**

CALEA accreditation mandates that law enforcement agencies have a policy regarding pursuits, and that accredited agencies will conduct an annual Pursuit Analysis. WPS policy assigns responsibility for conducting the annual Pursuit Analysis to the Training Unit Police Vehicle Operations Program Manager (PVOPM). The PVOPM is tasked to review and assess Pursuit Reports and summarize pursuits that result in damage, injury, a serious breach of policy, and critique all other pursuits not meeting established policy criteria.

The following table summarizes pursuit data for the past 5 years:

<b>PURSUIITS</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Total Pursuits	52	58	66	29	37
Terminated by agency	0	0	28	7	6
Policy Compliant	36	33	44	9	20
Policy Non-compliant	16	25	22	20	17
Collisions / Accidents	18	32	26	13	17
Injuries: Total	0	0	8	17	10
: Officers	0	0	2	2	3
: Suspects	0	0	4	13	4
: Third Party	0	0	2	2	3
Reason Initiated:					
Traffic offense	5	11	6	5	1
Felony	47	47	59	24	36
Misdemeanor	5	11	6	5	1

Despite a 53% reduction in pursuits in 2011-12 from 2010-11, policy non-compliant determinations increased to 56% from 37%, and injuries to officers, suspects and 3<sup>rd</sup> party's more than doubled. Policy non-compliant pursuits should be an agency concern, as 100 of 242 pursuits (41%) in the 5-year period 2008-2012 were out of compliance with agency policy, ranging from a low of 31% in 2008 to a high of 69% in 2011.

***Recommendation: Reduce agency liability / risk exposure by tasking the Pursuit Review Board and / or Training Unit with creating a formal plan to address / reduce sustained policy non-compliant pursuits, as well as collisions and injuries. Plan objectives should be integrated into annual Lesson Plans.***

**(2.8) The WPS Should Revisit Their Pursuit Policy to Consider Removal of the High Risk Practice of Allowing ‘Strategic Follows’, Potentially Exposing the Agency to Un-Necessary Risk / Liability.**

The WPS has significantly reduced the number of pursuits since 2010. Reasons for engaging in pursuits improved to a higher percentage for serious (felony / indictable) reasons, and less pursuits for minor (traffic / misdemeanor) offenses. Of particular note is the significant increase on termination of pursuits by the agency. A recent trend over the last 3-years 2010-2012 shows incremental reduction in the pursuit of stolen vehicles, from 66 in 2010 (67%), down to 29 in 2011 (45%), and 37 in 2012 (38%).

Curiously, the Annual Pursuit Analyses for years 2010-2011-2012 are silent on the policy permitted practice of ‘Strategic Follows’, which the WPS policy identifies as a preventative ‘pre-pursuit’ activity, a surveillance / intelligence / tactical phase used *prior* to the initiation of a pursuit. While the pursuit policy is clear that when a pursuit has been aborted (“ . . . officers shall immediately stop the pursuit and not follow the suspect vehicle”), the policy also contains the following procedure:

“If designated as the Prime Unit or the Backup Unit, directly pursue unless instructed otherwise by the Duty Officer, Street Supervisor, or requested to disengage to a distant follow by the Tactical Flight Officer of the Flight Operations Unit.”

Strategic Follow is also listed as a tactic as a means of bringing a pursuit to an end in the Termination Methods section of the policy, possibly giving the appearance that the pursuit policy makes provision to use the Strategic or Distant Follow technique upon termination of a pursuit, by allowing pursuing police members to maintain visual contact and/or monitor pursued vehicle movements at an increased following distance.

***Recommendation: The Annual Pursuit Analysis should include a review of pursuit, pre-pursuit techniques, ‘strategic follows’ practices; forcible stopping***

**policies; and related training with Legal to reduce agency / personal risk exposure.**

**Recommendation: Training has opportunity to take a more involved / directed use of the annual pursuit analysis process, to include comparison against similarly sized / like Canadian LE agencies.**

### **3. ACCREDITATION AND AUDITS**

Accreditation and Audits were linked together in 2009, due to CALEA accreditation standard relatedness to audit activities, adding efficiencies. Audit and CALEA accreditation activities are split about 50-50, with more time for CALEA during 3<sup>rd</sup> year of the three-year accreditation cycle.

#### **(1) Positive Attributes of the Current Accreditation and Audits Unit in the Winnipeg Police Service.**

The project team's assessment of the WPS approach to Accreditation and Audits and the overall Accreditation and Audits function has identified several positive attributes in place. These are highlighted in the following subsections.

##### **(1.1) The ODS Accreditation and Audits Unit Has Sufficient Staffing Resources to Handle Its Current Workload.**

Under the overall command of the Organizational Development and Support (ODS) Inspector, the Accreditation and Audits Unit is under the day-to-day supervision of a Staff Sergeant. The Accreditation / Audits staffing compliment includes a Ptl/ Sergeant, who transferred to ODS-Accreditation / Audits in October 2012, and serves as the WPS Accreditation Manager. He is assisted by 2 Constables, who serve as Auditors, and 1 Clerk. The Ptl/Sergeant estimates that his time is split pretty evenly at 50% each on Accreditation and Audits. He further estimates that the Constables time is expended about 75% on Audits and 25% on Accreditation.

**Conclusion: Maintain the current staffing level which allows the flexibility to conduct audits and redirect staffing assets during peak accreditation periods.**

**(1.2) The Accreditation Function has an Accreditation Management System to Ensure Continuous Compliance with CALEA Accreditation Standards.**

The 6-time accredited WPS was awarded its initial CALEA (international) accredited status in 1992 and has been reaccredited 5 times (1997, 2002, 2005, 2008, and 2011). The next CALEA accreditation assessment is scheduled for April 2014. The WPS is not involved in other accreditation programs. Following their 2010 mock assessment, the WPS elected to drop down to CALEA's newly implemented "Accreditation-Tier 1" program (188 core standards) in their 2011 re-accreditation on-site assessment from their previous Advanced Accreditation program in 1992-2008 (480 standards). The 2011 CALEA on-site assessment resulted in 18 File Maintenance, 5 "Future Performance", and 3 Applied Discretion concerns.

The WPS has a sworn Sergeant designated Accreditation Manager (AM) who facilitates the accreditation process and functions as a liaison with CALEA, and to a lesser extent, the CANPAC Police Accreditation Coalition. The AM has other responsibilities, primarily Audits.

The WPS continues to utilize the dated / limited CALEA CACE accreditation management software, but Legal has recently approved purchase of IDS PowerDMS accreditation management software. The PowerDMS Standards module allows for electronic file maintenance which the vast majority of accredited agencies are migrating over to, a significant efficiency. The function utilizes a CALEA Tasks Due list for various functions, and reports that year two tasks (3-year accreditation cycle) received an approximate 80% completion rate, with 20% needing extensions on providing proofs of

compliance by the January 31<sup>st</sup> annual deadline. The 12 CALEA Data Tables are not presently updated year-by-year. The Accreditation Manager reports the agency is up to date on submission of mandatory Annual Reports to CALEA.

The agency is encouraged to create a 3-year reaccreditation plan each reaccreditation cycle, a proven process among CALEA agencies internationally. The plan would ideally outline agency steps to migrate back to full / Advanced Accreditation (480 standards of law enforcement professional excellence), as well as eventually positioning the agency for a Gold Standard Assessment (GSA) on-site assessment and Accreditation with Excellence award. Consideration to returning to the Advanced (full) CALEA Accreditation will restore proven best practices activities such as conducting workload assessments and associated allocation/reallocation of personnel resources, which will result in creating staffing efficiencies based on actual / identified need. Additionally, the Service cites (Advanced Accreditation) CALEA Standard 11.3.2 / Supervisor Accountability as a key component in the WPS Strategic Plan (page 14); migrating back to Advanced Accreditation would mandate the Service to have their compliance with this standard evaluated triennially by independent / objective outside assessors. In general, moving back up to full/Advanced Accreditation will restore agency mandated compliance with numerous other internal (self) evaluation standards of best practices in law enforcement professional excellence.

***Recommendation: Complete CALEA mandated Annual Reports on each award anniversary. Use SWOT components to help shape / focus agency challenges and opportunities for improvement.***

***Recommendation: Migrate from CALEA CACE to PowerDMS accreditation management software, an efficiency which will more readily facilitate the mock and actual accreditation on-site assessment process.***



***Recommendation: Integrate mandatory CALEA Data Tables into annual reporting process, thereby ensuring the mandated data is collected, is up-to-date, that current trends and patterns are identified, and appropriate notification made to ensure corrective action occurs as necessary.***

***Recommendation: Conduct a full / thorough mock assessment, including a file review, function visits, and staff interviews, particularly focusing on the 18 File Maintenance, 5 "Future Performance", and 3 Applied Discretion concerns identified from the 2011 on-site assessment.***

***Recommendation: Create a 3-year reaccreditation plan each reaccreditation cycle.***

***Recommendation: Increase avenues to stay abreast of ever evolving CALEA mandates and best practices through Accreditation Manager (AM) attendance at CALEA training venues; seeking out opportunities to participate as a mock assessor; and regular access / participation in the CALEA Forum, an information exchange venue with peer AM's, CALEA staff and assessors.***

***Recommendation: Consideration to civilianizing the Accreditation Manager position. Possibilities include hiring of a retired sworn WPS member, who would have WPS institutional knowledge, as well as agency credibility and standing needed to ensure on-going compliance.***

**(1.3) The WPS Conducts Regularly Scheduled Audits and / or Inspections of Key Agency Functions.**

Audits coincide with the annual transfers, and are primarily conducted by 2 Constables. An audit schedule is used for mandatory audits. Audit staff estimate mandatory audits take 30% of audit time, and 70% of other audit time is expended on requested and / or self initiated audits. Audit staff conducted 13 requested 'initiative' audits from April 2009 to February 2013. There are 3 standing annual audits, to include the Evidence Control Unit, ICE Unit Exhibits and Tech Crimes Exhibits.

Audit staff utilizes a standardized 4-page audit template. Audit results are memorialized in a written inspection summary, forwarded to the respective audited unit commanders, who have 30 days to correct any identified deficiencies. This process has been in place for the last 3-years and seems to be working well, as units become more

accustomed to the audits. Full 100% compliance occurs with some limited follow-up required. The WPS utilizes a standing Audit Committee, consisting of the Chief and 2 Deputy Chiefs. Audit staff created an Audit Tracking Matrix and Audit staff began meeting quarterly in 2012. All completed audits must be reviewed and signed off by 1 of the 3 Audit Committee members.

Inspections are scheduled over the summer, taking place between June and July of each year. Division / Unit inspections are conducted via an Annual Service Inspection Form. In anticipation of the upcoming inspections, the Ptl/Sergeant has created 2 charts to track both the schedules and the results, which will be included in the Accreditation / Audit Annual Report to the Superintendent.

***Recommendation: A recently conducted audit included identifying efficiencies in UCR; Alternate Phone Response (APR) handled 5,000 calls per year, there may be opportunity to expand, potential for increased use of APR.***

**(2) An Operational Review of the Accreditation and Audits Unit Identified Opportunities to Enhance Operations.**

Overall, the project team's review identified the Accreditation and Audits Unit is providing a satisfactory level of quality services for the Winnipeg Police Service. The review of the operational performance of the Unit identified opportunities for improvement within this Unit.

**(2.1) The WPS Accreditation and Audit Unit policies are not current and do not always reflect current practices.**

There appears to be no unit specific policies and / or procedures governing the activities of the Accreditation Unit. The Accreditation Manager reports he is currently in the process of reviewing the entire WPS Procedure and Administration manuals in

relation to CALEA Accreditation Tier 1 standards and plans to have all necessary amendments in place prior to their CALEA Mock Assessment in the fall of 2013.

Policies for Audits and another for Annual Service Inspections are in place, but were last amended in 2008. This is problematic, as current WPS directives mandate certain CALEA Accreditation activities to occur, despite being no longer mandated by CALEA standards upon the agency's voluntary reduction down to the CALEA Tier 1 program in 2011. However, this remains a CALEA compliance issue, as CALEA holds the agency to not only their standards, but also to the agency associated written directive. For example, an annual written report of inspections to the Superintendent was not completed in either 2011 or 2012, as current / out-of-date WPS directives mandate will occur.

The current WPS policy on Directives does not appear to include the Accreditation Unit in the review of proposed / revised directives.

***Recommendation: Add / Update internal policies and / or procedures for both the Accreditation, Audit, and Inspections functions, to reflect current practices.***

***Recommendation: Add an accreditation review layer when reviewing new and proposed policy revisions to ensure continued compliance with applicable CALEA standards, as applicable.***

#### **4. RESEARCH AND DEVELOPMENT UNIT**

The Research and Development (R&D) Unit is housed off-site from Headquarters due to space limitations, and has functional responsibility for the following, but not limited to, activities:

- Research and development of new initiatives;
- Development of the WPS Strategic Plan;
- Creation of service, administrative reports;
- Creation / revision / updating of WPS policy and procedures;
- Monthly, annual, and 'upon demand' statistical reporting;

- Administrative requests such as contracts and secondment research;
- Benchmarking / research of comparative agencies;
- Assisting content experts from other WPS components with cost analysis and requests for data;
- Response times tracking, analysis;
- Revising, updating organizational charts; and
- Gatekeeper of WPS forms.

**(1) Positive Attributes of the Current Research and Development Unit in the Winnipeg Police Service.**

The project team's assessment of the WPS approach to R&D and the overall R&D function has identified many positive attributes and 'best practice' protocols in place. These are highlighted in the following subsections:

**(1.1) The WPS Research and Development Unit Has Sufficient Staffing Resources to Handle Its Current Workload.**

Under the overall command of the Organizational Development and Support (ODS) Inspector, the Research and Development Unit (R&D) is under the day-to-day supervision of a Staff Sergeant. The R&D staffing compliment also includes a Sergeant, Ptl/Sergeant, 8 civilian Research Analysts, a Clerk and a Communications Assistant.

A Sergeant is presently seconded away from ODS to assist in development of the Police Board, and is assisted by an ODS Research Analyst.

**(1.2) Research and Development Tasks are Assigned, Tracked and are Accountable for Completion.**

R&D is in effect, an 'assist' entity for the Service, and often gets pulled in different directions in a myriad of activities. At present, R&D staff is heavily into assisting as a support entity in the creation of the new Police Board. An R&D Sergeant has been seconded into this process along with the assistance of a Research Analyst.

A Sergeant assigns research and development tasks to R&D staff, primarily Research Analysts, which are tracked on an Excel spreadsheet. The spreadsheet provides for project status accountability and progress towards completion. The following table identifies the formal Research and Development tasks assigned to R&D staff in the last 3-year period 2010-2012:

<b>Area</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
R & D Tasks	150	211	128

R&D experienced a 41% increase in tasks in 2011 over 2010, but fell to just 60% of the 2011 level during 2012. The project team acknowledges that quantifying R&D tasks is difficult, as not all tasks are of equal size / complexity. Further staff explanation reveals task tracking is somewhat subjective, and also the result of R&D being used more for Strategic Initiatives by the immediate past Chief of Police. Recent initiatives requiring R&D research include research of Helicopter procedures / Air Unit effectiveness, a CCTV / High Crime Area project, Project Devote / Missing-Serial Murdered Women, a Stolen Vehicle / Manitoba Public Insurance Bait Car initiative, and other pilot project requests.

The duration of time completed projects take to get 'signed off' is too long, resulting in 'bottlenecking' of projects within R&D. The 2012-2014 Strategic Plan identifies a Long Term Goal 5.1, "Develop and Implement an Initiative Review and Approval Process." The intent is to increase the efficiency for submitting reports and providing time sensitive feedback, which better defining appropriate levels of authority and accountability. Objectives include entrenching the Superintendent Group as the main filtering mechanism for new initiatives. R&D staff report that this

acknowledgement with accompanying commitment to implement steps necessary to streamline the process has increased unit morale.

Some projects tend to “follow their champion” (R&D), but need to have some finality after implementation, as R&D cannot continue to manage implemented projects due to demands for other pending R&D initiatives. One such pilot project is a 2005 ‘Shoplift Protocol’ at the Polo Park Mall. This initiative resulted in allowing retail loss prevention personnel to possess and exercise limited arrest authority. Initial results were successful, resulting in savings as incidents are handled by phone by a supervisor rather than an officer response. The supervisor generates an incident number after a fax’d report, followed by direct voice entry into Records and forwarding to the Court. However, operational sector(s) did not immediately assume ‘ownership’ of the project from R&D, because of a desire to expand the program, in the name of needing additional R&D.

A 2001 initiative to rewrite the WPS Policy Manual has not been completed, despite 4 Analysts spending time on a myriad of policy requests, but their attention frequently gets ‘triaged’ elsewhere on other R&D assignments. This leaves the agency with potential liability exposure by not having their policies and procedures updated and a significant backlog of pending revisions.

***Recommendation: Need system to remove ‘bottlenecking’ of projects, including moving completed projects to operational components, which will free R&D time to complete other pending projects and receive new projects. Projects need to have some finality as R&D cannot manage after R&D is completed.***

***Recommendation: Establish criteria / business rules for review and approval of new initiatives, as well as regular tracking / review of current (in-progress) initiatives.***

**(2) An Operational Review of the Research and Development Unit Identified Opportunities to Enhance Operations.**

Overall, the project team's review identified the R&D is providing a high level of quality services for the Winnipeg Police Service. The review of the operational performance of the R&D identified opportunities for improvement within this Unit.

**(2.1) The WPS 2012-2014 Strategic Plan Should Be Revisited to Evaluate Progress Towards Attainment of Identified Goals, and Updated to Reflect the Initiatives of the Current Chief of Police.**

The planning process for the WPS Strategic Plan began in 2009, when the Service became involved with the City's long-term planning efforts. Each Department identified objectives for the next 25 years, working together to ensure a coordinated response to civic planning based upon the key factors of growth, sustainability, and competitiveness. WPS representatives attended public forums and evaluated feedback received from citizens through an on-line blog "Speak Up Winnipeg."

In 2010, a new Vision, Mission, and Values for the WPS were defined. Five long-term goals, each with 3 to 5 associated Action Items were established and incorporated into the WPS 2012-2014 Strategic Plan:

- Public Safety;
- Investment into Our Members
- Innovation and Technology
- Relationship Building
- Increased Efficiency / Return on Investment

Over 40 meetings occurred where plan contributors provided input on how the WPS should address the concerns of the community and the issues facing the WPS today and over the next few years. Ownership of the Actions was identified as integral

to Plan success, and specific actions were identified and assigned to various Commanders and Managers. Each member having a stake in the Plan was challenged to create capacity in their work schedule to set their Action as a priority for accomplishing their goal. This challenge acknowledged that other initiatives may not proceed as they may not be as vital to the goals of the Strategic Plan.

The following identifies key components to effecting the WPS Strategic Plan:

- The Strategic Plan is meant to be a 'living' document;
- A process will be established to ensure the Superintendent Group plays a major role in determining what initiatives are considered and pursued;
- The Superintendent Group will meet on a regular basis in accordance with a set of business rules, acting as a 'filtering mechanism';
- That the Service may discontinue performing certain functions in order to concentrate on their identified core duties;
- Staff will annually evaluate the Action Items and the direction of the Plan;
- Annual Review Reports will be attached as addenda that will coincide with any newly identified direction.

While this Strategic Plan has the fingerprint of the current Police Chief from his critical developmental role while assigned to the Organizational Development and Support Division, it was implemented under the immediate past Chief of Police, and as such, contains the past 'Message from the Chief'. The WPS reported in their October 2012 Operational Review / Administrative Overview Status Report that, "progress on implementation of the Strategic Plan has been limited by the fact that no resources have been dedicated to work on it full time." The 2012 Operational Review of the Strategic Plan identifies further issue with plan implementation, stating, "There appears to be varying levels of understanding regarding The Roadmap and what it was supposed to



stand for. However, it cannot be stated that it has been given monumental importance within our organization, or that the new philosophy has been embraced by all members at all levels within the organization.”

The Plan is also light on the new Chiefs message of “creating a culture of safety” to the organization upon taking over as agency Executive, with a focused mission of creating a safer Winnipeg by adopting a “Crime Prevention through Social Development” framework. The Plan should be revised to be more consistent with the Chief’s 4 primary declarations of (1) crime prevention, (2) intervention, (3) crime suppression, and (4) member / people focus that has been crafted into the WPS Creating a Culture of Safety. Finally, the Plan lacks the annual Review Reports and evaluation of Action Items the Plan mandates.

***Recommendation: Update / revise the existing 2012-2014 Strategic Plan to reflect the current Chief’s vision and strategies to achieve the vision; Plan value will be evident when it becomes useable as the day-to-day ‘roadmap’ for staff to use as a guide.***

***Recommendation: Formally document the annual review reports and evaluation of Action Items, and update the Plan as the Plan mandates.***

**(2.2) The Research and Development Unit lacks current up-to-date policies specific to their unit specific activities. Broader reaching WPS policies affecting R&D do not always reflect current practices.**

The WPS Organizational & Administration policy was last updated in 2008 and contains a provision for the ODS R&D to conduct workload assessments for Allocation and Distribution of Members, to wit:

*Once every three years, conduct workload assessments on personnel strengths allocated to Divisions and Units within the Service to determine the type and number of positions required.*

The last full workload assessment was conducted in 2008 and a partial one was conducted in 2011, but discontinued prior to completion upon the decision to move down to a CALEA Tier 1 accreditation, which does not mandate triennial workload assessments. There has been no workload assessments conducted in the last 2-year period 2011-2013.

The 2012-2014 Strategic Plan identifies a Long Term Goal 1.3, Establish Key Performance Indicators (KPI) Service wide. The WPS has clear limitations of their IT capacity, primarily the ability to extract useable data from their RMS is responsible for this KPI initiative not advancing beyond the pre-beta stage.

***Recommendation: Update policies to remove mandated practices not being met; Update policies and Unit SOP to reflect current practices.***

***Recommendation: Need to identify a streamlined policy revision process, move from 13 months to a 3-month target for completion of revisions.***

## **5. REVIEW OF SERVICE CENTRE UTILIZATION.**

The Winnipeg Police Service, as part of its community policing program, has implemented six Community Service Centres. These service centres were designed to increase the presence within the community, and provide most direct access for the public needing assistance. The community service centres handle the following types of activities:

- Enable walk-in reporting locations for non-emergency calls for service,
- Provide an alternative method for citizens to communicate and interact with the police, and
- Increase service to the community.

The service centres are typically staffed by one police officer and volunteers. The sworn officer focused efforts on handling:

- Walk-in complaints and accident reports,
- Serving as resource and link between the local community and the WPS, and
- Identifying proactive approaches for addressing local community issues and problems.

The service centre locations were initially selected to provide easy access for residents throughout the City to police services. The following table outlines the existing service centres utilized by the WPS. Those locations where the name is bolded are also District Stations.

<b>Name</b>	<b>Location</b>	<b>Address</b>	<b>Hours of Operation</b>
<b>Public Safety Building Service Centre (District 1)</b>	Downtown	151 Princess	24 hour
<b>District 2 Service Centre</b>	West	210 Lyle Street	8:30 a.m. – 6:30 p.m. 7 days a week
<b>District 3 Service Centre</b>	North	260 Hartford Ave	8:30 a.m. – 6:30 p.m. 7 days a week
<b>East District Service Centre</b>	East	1750 Dugald Road	8:30 a.m. – 6:30 p.m. 7 days a week
East District Service Centre	East	1400 Henderson Hwy	8:30 a.m. – 6:30 p.m. 7 days a week
East District Service Centre	East	1086 St. Mary's Rd	8:30 a.m. – 6:30 p.m. 7 days a week
<b>District 6 Service Centre</b>	South	1350 Pembina Hwy	8:30 a.m. – 6:30 p.m. 7 days a week

As shown in the above table, the Winnipeg Police Service has in place six Service Centres with two of them, those located on Henderson Highway and St. Mary's Road, being stand alone Service Centres. Of the six service centres, these two are the only ones that do not also serve as District Stations.

A review of workload data for these two stand-alone facilities for the period January 1, 2013 through February 22, 2013 reveals the following walk-in reports generated:

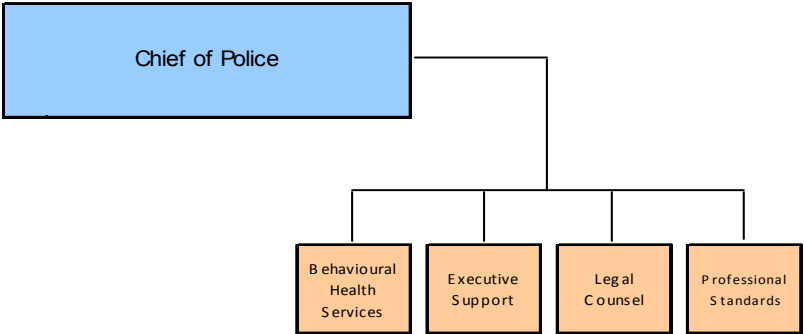
<b>Service Centre</b>	<b>Average # Walk In Reports Per 10/hour Shift</b>
Henderson Service Centre	1.5
St. Mary's Service Centre	6.5

These levels of walk-in activity do not justify deploying resources (both sworn and volunteer) to staff a Service Centre. The Henderson Service Centre is not even averaging 2 walk-in reports per shift and the St. Mary's Service Centre is averaging well under 1 report per hour. Other than the public relations benefits of having locations within the community, the hard data on workload being handled at these two facilities does not make a case for maintaining allocation of resources to keep operational these facilities. Over approximately the last year, the Winnipeg Police Service has had to shut down, on occasion, these two facilities (either for entire days or with reduced hours) due to manpower shortages. During these closures, complaints from citizens within the "service areas" of these Service Centres have not registered complaints regarding the closures. These two Service Centres should be phased out, as they are not handling sufficient workload to warrant the resources being allocated to them. The closure of these two facilities will enable the reduction or reallocation of the equivalent of almost two FTE sworn positions per centre. At an estimated annual salary of \$68,124.19 annually per Constable position (at the midpoint of the range) and a benefits rate of 24.79%, this change represents a direct salary cost savings to the Police Service \$340,048.71 annually. Additional cost savings from not having to operate or equip a facility are in addition to these costs.

***Recommendation: The WPS should phase out the two Service Centres that are not part of District Stations and redeploy these resources.***

## 8. ANALYSIS OF THE OFFICE OF THE CHIEF OF POLICE

This chapter of the report provides an assessment of the functions in the within the Office of the Chief of Police, including the Professional Standards, Legal Counsel, and Behavioural Health Services Units.



### 1. PROFESSIONAL STANDARDS UNIT

The Internal Affairs function is an essential element for ensuring maintenance of professional conduct in a law enforcement agency. Agency response to allegations of member misconduct and the quality of such investigations greatly influences the public’s perception regarding the agency’s integrity. As provided for in WPS policy, an investigation conducted promptly and in a fair, impartial, thorough and comprehensive manner is essential to maintain public confidence, maintain the integrity of the Service, and protect members from unjust accusations. The Service must respond appropriately and in a timely fashion to allegations of misfeasance, malfeasance, and nonfeasance by its members.

The WPS Internal Affairs Unit, situated within the decentralized Professional Standards Unit (PSU), has responsibility for conducting an impartial review and

objective investigation of all allegations of WPS member misconduct and accusations against the Service. The PSU staffing complement includes an Inspector, a Staff Sergeant, 2 Intake Sergeants, 8 Ptl/Det Sergeants who serve as Investigators, and 2 non-sworn Clerks. The following table depicts staffing for larger Canadian police agencies for Internal Affairs functions:

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>	<b>Winnipeg</b>
# IA Staff	25	7	6.5	22	14
Total Staffing	2,708	539	1,715	1,715	1,816
IA Staff to Total Staff Ratio	1%	1%	1%	1%	1%

As the table shows, that across all of the agencies, the proportion of Professional Standards or Internal Affairs (IA) staff is only 1% of the total staff for the respective police agency. Winnipeg is consistent in its staffing level with other Canadian police agencies for IA staff.

**(1) Positive Attributes of the Current WPS Internal Affairs Investigations System in the Winnipeg Police Service.**

The project team's assessment of the WPS approach to internal investigations and the overall internal affairs function has identified many positive attributes and 'best practice' protocols in place. These are highlighted in the following subsections:

**(1.1) WPS Is Responsive to the Public in Accepting and Investigating Complaints Against the Agency and Its Members.**

WPS directives state the PSU will receive and investigate all complaints, including anonymous complaints. Complaints are categorized as 'Regulatory' (internal WPS Rules) and 'Criminal' (subject to Crown opinion). Winnipeg City By-Laws require that a complaint by a member of the public shall be reported not later than 30 days after

the date of the alleged Default. If the Chief finds it appropriate, he may extend the time for the filing of a complaint to a date not later than 6-months after the date of the alleged Default.

Most complaints are received by phone. The WPS website contains a section containing various options for filing a complaint, either with the WPS / PSU through a phone number; an on-line link; through the Office of the Chief of Police; through the Manitoba Ombudsman Office; or through the Law Enforcement Review Act (LERA). The PSU acknowledges receipt of each complaint with a phone call, but will send a registered letter if unable to acknowledge receipt of the complaint by phone.

Complaints against WPS members may fall under the authority of the Criminal Code of Canada, the LERA, the Winnipeg Police Service Regulations, or all three. The PSU investigates complaints of criminal acts and offences under the WPS Regulations. LERA deals solely with non-criminal on-duty matters, and the Act prohibits concurrent investigations by LERA and the WPS. If a complainant complains to both agencies, and the matter is criminal, the LERA investigation must be held in abeyance.

Criminal investigations that result in charges which are heard in court and disposed of by conviction or acquittal, result in no further action by LERA. If a criminal case is concluded by means other than its own merits (e.g. the charges are stayed for want of prosecution), the Act mandates that the file must be forwarded to LERA for investigation and action. For complaints of misconduct involving non-criminal behaviour, it is the complainant(s) right to choose whether the matter is investigated by either LERA or the WPS. Where alleged misconduct could be investigated under the

Criminal Code of Canada, the LERA, or the Regulations, it is the complainant(s) right to choose how and by whom the matter will be investigated.

The PSU video / audiotape all interviews with complainants, witnesses and WPS personnel (both sworn and staff). On rare occasion, investigators need to deviate from normal procedure to only audio tape statements from civilian complainants and witnesses if the complainant cannot attend to their office due to medical and / or scheduling reasons. Audio-taped statements are then transcribed by PSU support staff, a very time consuming process and is one of the reasons PSU incorporated the use of video / audio-taped statements into their business rules. These instances are very rare and only account for less than 20 hours per year of PSU staff time.

**(1.2) Responsibility for Investigating Allegations of Misconduct Is Shared Between Internal Affairs Unit and Division Commanders.**

The WPS follows a somewhat traditional model of retaining investigation of serious complaints and reassigning less serious complaints such as rudeness, traffic stops, breaches, etc. to affected members' STAFF Sergeants. Less serious complaints that are reassigned to the Sergeants for action do not fall under the WPS Regulations (Minor Service Default or Service Default). More serious Minor Service Defaults are re-assigned to the subject officer's Divisional Commander for action. These often result in charges under the WPS Regulations and include penalties such as informal resolution, admonition, written reprimand and up to an including the loss of 2-days time or pay or any combination of the above.

The practical mechanics of reassigning less serious cases includes documentation into IA-Pro investigative tracking software; forwarding the file to the shift supervisor, with instructions; reporting back to PSU of how the matter was handled; and



reminders sent out for those taking more than a couple of weeks. Staff report this method is working satisfactorily, and do not recommend any changes. Instances of insufficient investigation by non-PSU supervisory / division command is improving, with PSU staff using education, awareness, and offering assistance to assist in ensuring reassigned investigations are satisfactorily completed.

**(1.3) PSU Maintains an Experienced Investigative Capability to Efficiently Meet Their Complaint Investigation Workload.**

PSU is fully staffed, after being down 1 Sergeant FTE for 4 months in late 2012. PSU positions are considered 'specialized assignments', with several positions rotated annually, and the PSU Inspector is 'hand selected' by the Chief of Police. The last 3 PSU Inspector appointments were newly promoted Inspectors on their first assignment, an apparent anomaly. Five Sergeants transferred from PSU following annual promotions in 2013. The incumbent Staff Sergeant transferred out of PSU in early 2013 after a 2-year assignment, but was replaced by a PSU Intake / recently promoted Staff Sergeant who has a year of PSU experience. PSU traditionally has first selection of new Sergeants each year as vacancies arise.

PSU Internal Affairs investigations have ranged from a high of 55 in 2008 to 41 in 2012. Criminal investigations have remained static (25-28), while regulatory investigations have seen a decrease in the last 2-years, from 24-26 down to 12 in 2011 and 16 in 2012. The PSU typically has 19-23 actively investigated cases pending at any given time. The following table depicts complaints received, handled and assigned for investigation in the 3-year period 2010 to 2012:

<b>Area</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Complaints Received / Files Opened	161	152	171
Complaints Handled by Intake Sergeants	112	114	130
Complaints Assigned for PSU Investigation	49	38	41

As depicted in the table above, the volume of complaints received and subsequent files opened for investigation have remained relatively static for the last 3-years. The 12% increase from 2011 to 2012 was able to be mitigated by the recent added efficiency in screening of cases at time of complaint by PSU Intake Sergeants.

In terms of caseloads, the following table shows the total number of cases handled in 2012, the IA staff, and the number of cases per IA staff person:

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>	<b>Winnipeg</b>
Total Cases	995	93	151	482	171
# IA staff	25	7	6.5	22	14
# of Cases / IA staff	40	13	23	22	12

The table shows that even though Winnipeg is consistent in its overall staffing levels for this Unit, considering its workload, the number of cases per staff member is near the bottom. However, this Investigator-to-Case ratio does not take into account case type or complexity. Only 3 of the 5 agencies provided the breakdown of internal vs. external-initiated complaints; therefore, there was an insufficient sample size to create a standard for external-to-internal initiated complaints. Of those 3 agencies, this ratio varied from 55% to over 400%.

The targeted completion time for cases was consistent at approximately 6 months. However, there was a large variance in the percentage of cases resulting in

sustained findings, with .002% for Calgary to 51% for Regina. The other agencies fell somewhere in between, closer to the .002% rather than the 51%. This disparity in numbers makes it difficult to ascertain a benchmark number for this specific statistic. Since Regina (clearly the outlier), if removed from the determination for a benchmark, then the range drops from .002% to 13% (Winnipeg). Even then, Winnipeg is still almost 3 times that of the next highest sustained finding percentage (2-5%).

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatchewan</b>	<b>Vancouver</b>	<b>Winnipeg</b>
# Internal Affairs Staff	25	7	6.5	22	14
# of Cases Handled in 2012	995	93	151	482	171
Targeted Time for completing cases	N / A	N / A	6 months	6 months	6 months
% resulting in sustained findings	0.00%	51%	2-5%	0.02%	13.00%

In summary, while looking at Internal Affairs staffing strictly as a proportion of overall staffing, Winnipeg is consistent with the other agencies, but in other areas relating to this division Winnipeg varies significantly, especially in terms of caseload and sustained findings.

**(1.4) WPS Members Are Informed Regarding the Internal Affairs Process and Disciplinary System.**

Formal written notice is served on members identified as subject of a regulatory or criminal investigation. The notice contains a statement of allegations. The CBA allows members 30 days to reply on regulatory investigations. WPS policy permits PSU use of polygraph, financial, and medical assets as dictated by the nature of the investigation being conducted. Investigators make finding recommendations, which

undergo a Sergeant review for concurrence, followed by a Staff Sergeant review for concurrence.

Beginning September 2012, PSU staff have initiated 'professional development dates' awareness training, wherein PSU staff would go to other Divisions / functions and lecture on demystifying PSU. Points of focus included educating the WPS masses on the main types of complaints received by PSU; ramifications of Regulatory issues; 'McNeil Ruling' impacts; what's going to happen, what's the employee's jeopardy; and basically trying to remove the mythical PSU shroud of secrecy. PSU is looking to expand this by creation of a video campaign later in 2013.

**(1.5) The Chief of Police and Executive Level Staff Officers Are Kept Informed Regarding the Status of Internal Investigations.**

A key element in an effective and comprehensive internal investigations program in a law enforcement agency relates to the methods in which executive staff is kept informed of the status of investigations.

The WPS organizational chart depicts the PSU as 1 of 4 direct reports to the Chief of Police. The PSU Inspector meets bi-weekly with the Chief of Police, or weekly if needed. The PSU maintains an Investigative Log, and PSU staff meets weekly to review every case. The Investigative Log is shared with the Chief of Police, containing a listing of all active investigations and their status. Quarterly Regulatory Breaches are submitted to the Chiefs Office and published on the WPS Intranet. PSU is in the process of examining different Canadian PSU models and leaning to remaining a direct report to the Chief of Police.

***Conclusion: The Agency Should Continue the Practice of Having the Internal Affairs Unit Report Directly to the Chief of Police.***

**(1.6) Members are Provided Training for Breach of Regulations Violations Due to a Lack of Understanding of Agency Regulations, Policy, and / or Procedures.**

WPS policy includes a provision that, when directed, members shall undertake a course of training through the City of Winnipeg Training Branch, the Police Academy, or other agency or individual as designated by the Executive, if it is determined that a breach of the Regulations has been committed due to a lack of understanding of either the Regulations, policy or procedure.

**(1.7) The PSU Investigates Bias-Based Profiling Complaints and Conducts an Annual Administrative Review of Agency Practices Including Citizen Concerns.**

The WPS has adopted and recently updated their policy prohibiting bias-based profiling. The WPS Conduct Policy speaks directly about bias free policing and outlines the Service's Principle, and commitment to unbiased policing. The PSU has recently enhanced key tracking terms in their Internal Affairs IA-Pro case tracking software to be able to more readily locate bias-based issues within their complaint data base.

The following table reports complaints investigated by the PSU with some relation to bias-based profiling:

<b>Area</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Biased Based Profiling Complaints	1	3	5	1	3

In their Annual Administrative Review, the WPS reports that each of the complaints was fully investigated and none were found to be sustained. To the agency's credit, several of the complaints were made for other than bias-based profiling concerns, but nevertheless investigated as such when there was any indication that

profiling may be an issue. A December 2011 incident resulting in a 2012 civil suit includes allegations of religious bias, and is not yet resolved.

Each year, the PSU Annual Administrative Review process concluded that no bias-based profiling issues have been identified. The reviews speak generically about training being offered to members.

***Recommendation: Including specifics on actual training provided to WPS personnel on bias-based profiling in the Annual Administrative Reviews will ensure personnel are current on case law and best practices, resulting in fewer complaints and / or litigation.***

**(2) An Operational Review of the Professional Standards Unit Identified Opportunities to Enhance Operations.**

Overall, the project team's review identified the PSU is providing a high level of quality services for the Winnipeg Police Service. The review of the operational performance of the PSU identified opportunities for improvement within this Unit.

**(2.1) The PSU Utilizes 12 IA-Pro Complaint Investigation Disposition Category Options and 5 Core Disposition Categories for Regulatory Matters.**

Criminal Investigations have remained static over the last 3-year period. There has been some fluctuation in Regulatory Investigations in the same period; 'Not Sustained' findings have seemingly mirrored the Regulatory Investigation data, both declining.

Current WPS policy makes provision for 5 complaint investigative dispositions categories for regulatory matters, to include: (1) sustained; (2) not sustained; (3) sustained due to policy failure; (4) unfounded; and (5) Crown Opinion. However, IA-Pro Investigative Tracking software is programmed for 12 categories of complaint investigation dispositions for criminal investigations, as depicted in the following table:

<b>Area</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Abandoned / Withdrawn	4	4	12
Dismissed	0	0	0
Division Commander Referral	0	0	3
Informal Resolution	7	6	0
Information Only	5	3	0
Charge Per Crown	0	0	2
No Charge Per Crown	4	2	2
Not Sustained	19	15	10
Pending	0	1	2
Stayed	1	1	0
Sustained	8	4	8
Unfounded	1	1	2
Total	49	38	41

Having 2 different schedules of dispositions may create confusion when conducting review / analysis for trends / patterns, and addressing inflated increase or decrease when conducting data comparison. For example, the 200% increase in “Abandoned / Withdrawn” dispositions from 2010 and 2011 (4 cases) to 16 in 2012 is attributed to adding ‘Withdrawn’ to this category, and the perceived increase is reflective of the combining rather than an actual increase. This is representative of the problem of having a considerably higher number of disposition category options in IA-Pro as opposed to the 5 disposition options permitted by WPS policy.

***Recommendation: Consider modifying the number of disposition categories in IA-Pro to more closely correlate regulatory and criminal dispositions, which will make review and analysis more useable for the agency to consider in addressing reduction in complaints and training needs.***

**(2.2) Changing PSU Investigators Work Schedule Can Increase Assigned Investigator Availability and Reduce the Time To Complete Investigations.**

Individual Investigator caseload is reported to be heavier than in recent times, but staffing appears to be adequate given recent intake screening efficiencies added. Each Intake Sergeant has 4 (two 2-member investigative teams) direct reports from the 8 investigative Sergeants cadre, who each have 2-year terms in PSU.

The following table depicts the types of investigations for the 3-year period 2010 to 2012:

<b>Area</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Criminal Investigations	25	26	25
Regulatory Investigations	24	12	16

The PSU maintains an Investigative Log, and meet weekly to review every case. PSU generally gives line supervisors a couple of weeks for less serious complaint investigation / resolution. PSU conducted formal / serious investigations have 6-month time limits. Regulatory (internal WPS rules) are generally able to be completed within the established time frame. Criminal investigations require a Crown Opinion, and often exceed this time limit, a source of frustration by PSU staff.

A variety of reasons contribute to not meeting the timelines. Many of the complaints come from transients, who are hard to locate after making their initial complaint. It is PSU practice to not call in assigned investigators on their scheduled days off. Upon issuance of formal written notice that a member is the subject of an investigation, PSU practice is to give 30 days to reply for regulatory investigations,



which average 3-6 months to conduct.

The present 4/3-3/4 work week schedule for Investigators can contribute to delays in completing investigations, as it reduces Investigator availability for following up with complainants and scheduling subject employee interviews along with labour representation. The Unit has very limited ability to draw short term staff resources, but has some ability for additional staff resources from Tech Crimes or Child Exploitation Units, or can seek external assistance from the RCMP on major cases.

***Conclusion: Continue utilizing Staff Sergeants to intake / screen and resolve complaints that do not require investigative resources.***

**(2.3) The PSU Needs to Identify a Single Internal Affairs Investigative Software Tracking System to Ensure Accountability.**

The PSU has utilized IA-Pro Internal Affairs software to record and track complaints since 2005, which is currently being used for the majority of minor files (information only, regulatory investigations, etc). They are also pilot testing X-Fire software as a Major Case Management System for major criminal and / or regulatory investigations, for the purpose of testing, then copy / download PSU PDF files into IA-Pro when the file is complete. Some double populating is occurring in both systems when PSU receives a major investigation requiring a major case management model. In such instances, the double population is very simplistic and only takes a few minutes of time as staff enters the date, time, complainant, reporting persons, witnesses associated to the incident. All of the other associated tasks, events, reports, statements, videos etc. are written, scanned and / or imported into X-Fire.

The PSU is also in the exploratory stages of determining if a 3<sup>rd</sup> software product, Guardian Tracking (GT), will meet the needs of the WPS PSU. WPS IT is currently examining and comparing GT and IA-Pro, as staff has concerns that the agency early intervention system does not work well from a performance management system perspective, and feel GT may be a better model. PSU staff desire a system designed to capture / document activities of personnel 'falling through the cracks', and to be able to see progressive documentation, a feature missing from IA-Pro. There is also belief that GT software will have greater security and restricted access. PSU staff believes that GT would compliment IA-Pro, and not necessarily replace it.

***Recommendation: Determine and utilize a single Internal Affairs investigation tracking system that best meets the needs of the Service. Work with WPS IT and / or IA-Pro vendor to determine if an upgrade to IA-Pro could meet the needs of the PSU as opposed to a wholesale change of operating systems.***

**(2.4) Updates to Internal Affairs Policies, Procedures and Practices for Investigating Complaints Need to be Finalized and Provide SOP Guidance to Investigators.**

The WPS has a comprehensive policy in place for complaints against members of the Service, complemented by WPS Regulations / City By-Laws. The WPS policy was last updated in 2011, but a major policy revamp is in progress, a collaborative effort by incumbent PSU staff, who is also examining different Canadian PSU models. This revamp will include adding an SOP for PSU members to ensure consistent investigative guidelines in conducting assigned investigations. Current command believes efficiencies will be created as a result of the revisions.

A recent significant positive change in screening protocols includes a move to utilizing 2 Intake Sergeants instead of Clerks to screen incoming complaints. This change resulted in 130 of 171 complaints received during 2012 being satisfactorily

addressed at time of intake / screening. While this method requires significant time expended for the Staff Sergeant screeners to address, it is considerably less than if they had to be assigned to Investigators for follow-up investigation, an obvious added efficiency.

**Conclusion: Permanently implement / continue utilizing Staff Sergeants to intake / screen and resolve complaints that do not require investigative resources.**

**Recommendation: Complete update of PSU policies to reflect both agency current practice as well as incorporating 'best practices' in Internal Affairs investigations. Incorporate major case management system into PSU SOP. Define roles, investigative protocols, and more defined / restrictive investigative time limits.**

**(2.5) The WPS has opportunity to Streamline the Disciplinary Process.**

The PSU Inspector serves as Chair on a standing Review Panel, assisted by 2 other WPS Inspectors, of whom at least 1 has past PSU experience. The 3 panel members review completed 'founded' investigations, and make recommendations for penalty on a case-by-case basis. There is no set prescribed penalty formula or matrix range, so the Panel relies on using past precedent for like incidents.

The panel is required to consider WPS Regulation 23.02 when determining an appropriate penalty, which includes:

- The facts and circumstances surrounding the breach;
- The member's service record;
- Penalties imposed for similar defaults under similar circumstances, (it is the PSU Inspector's duty to be knowledgeable in this area prior to convening a panel);
- Progressive discipline (whether a matter could appropriately be resolved informally, including by mediation); and
- Any other relevant factors.

These considerations have a bearing on the penalty imposed; however, all attempts are made to ensure there is consistency. The entire PSU file is then forwarded to WPS Legal who, in theory, negotiates a final settlement with the Winnipeg Police Association and their counsel (unless the Officer accepts the charge / penalty and enters a guilty plea). Legal advises that, in practice, resolution is often negotiated by the Chief's Executive Officer. A new or reduced penalty could potentially be negotiated at this stage. PSU staff does not have any direct involvement in the discussions surrounding the negotiations.

The following table lists the various serious employment disciplinary options meted out during 2010 to 2012:

<b>Area</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Suspension	1	0	0
Demotion	0	0	0
Resignation in Lieu of Termination	0	0	0
Termination	0	0	0
Other	0	8	1
Total	1	8	1

The WPS 2012-2014 Strategic Plan establishes Goal 2.4, to “Streamline the disciplinary process and provide members with an appropriate, ethical decision-making guide.” Strategies include introducing an education-based discipline as an alternative to traditional punitive discipline. Objectives include developing a new Code of Ethics. The WPS Conduct policy was recently updated.

***Recommendation: Examine other Canadian Penalty Models; Give Consideration to creation and addition of formal Disciplinary Penalty Matrix / Guidelines to create member confidence when recommending discipline.***

**(2.6) Internal Quality Control Systems Are in Place to Ensure Consistency and Accuracy in Reporting, and Timely Analysis of Data.**

PSU staff has been conducting some internal analysis of PSU activities. Early analysis reveals about a 50-50 split of complainants not having past negative police contacts. This information is intended to be used in a PSU ‘awareness campaign’ to help dispel a myth, primarily of those in uniformed enforcement ranks, that it is typically common criminal types complaining of police enforcement tactics. Improved data mining from PSU tracking software is allowing PSU staff to better see pitfalls, and enable staff to see employees who are the subject of frequent complaints. Enhanced staff ability to see action trends will allow for proactive engagement and intervention to reduce complaints.

***Recommendation: Consider conducting an annual evaluation of PSU data, with emphasis on identifying causal factors of significant percentage changes in the various reporting categories, to bring about positive organizational change.***

**(2.7) The PSU Should Consider Notifying Complainants of the Finding of Completed Investigations.**

Complainants are kept informed at 3 stages in an investigation, to include acknowledging receipt of a complaint; status updates; and a conclusion letter. The conclusion letter simply is limited to stating the matter has been 'dealt with', without stating a finding or specifics.

***Recommendation: Give consideration to providing the complainant notification of the results of the investigation upon conclusion in lieu of stating the matter was dealt with, which is more in line with the CALEA standard on complainant notification of the results of the investigation upon conclusion.***

**(2.8) The PSU Has Opportunity to Enhance / Formalize Specialized Training for Investigators.**

Upon transfer to PSU, formal training begins in house. Most transfers have previous investigative experience, as new Investigators are typically drawn from major crimes assignments in Sections 40-41-42. A limited PSU training budget typically permits just 2 external trainings each year, usually at the Canadian Police College in Ottawa for 'major case management' courses.

Supervisors who are responsible for conducting investigations of minor complaints in their respective areas should receive specialized training by PSU members to ensure consistency.

The PSU Staff Sergeant serves as the WPS representative on the Canadian Association of Chiefs of Police Professional Standards Committee. This committee regularly meets to discuss best practices in professional standards as well as promotion of awareness campaigns. Legal staff / PSU related activities do not presently justify full-time legal access dedicated to PSU, but PSU staff has access to in-house legal staff, with sufficient labour law expertise.

The PSU might consider joining the National Internal Affairs Investigators Association, or similar / like peer resource capability. Professional Internal Affairs peer Associations assist in cost effective development / establishing professional standards of performance and integrity for Internal Affairs investigators; disseminates information regarding improved administrative and technical practices; provides training that fosters professional development and growth; presents a forum for discussion of common problems and current court decisions; and assist by encouraging law enforcement cooperation and an exchange of information and experience among Internal Affairs investigators.

***Recommendation: Utilize senior / veteran PSU staff to create a training track for new incoming PSU staff; create on-going / advanced training track for incumbent staff.***

***Recommendation: PSU staff should conduct / provide training to non-PSU supervisors who are expected to conduct investigation on minor complaints, to ensure consistent accountability agency-wide.***

***Recommendation: Consider joining the National Internal Affairs Investigators Association.***

## **2. LEGAL COUNSEL UNIT**

The Legal Counsel Unit provides on-site advice and counsel to the Chief of Police and Executive Command Staff on legal issues that come before the WPS. Legal is staffed with 2 City Lawyers, and are selected by and assigned to the WPS full-time Monday through Friday. WPS counsel is hired by the WPS and works for the WPS to supplement legal service provided by the City's Legal Department. WPS Legal Unit staffing is complemented with (a) Freedom of Information and Protection of Privacy Act (FIPPA) Coordinator(s) and a Clerk; the lawyers provide supervision to the FIPPA

Coordinators(s) and the (vacant) Clerk position. The following table compares staffing amongst various large Canadian law enforcement agencies:

	<b>Calgary</b>	<b>Regina</b>	<b>Saskatoon</b>	<b>Vancouver</b>	<b>Winnipeg</b>
Own dedicated legal staff	Yes	Yes	Yes	Yes	Yes
# of Lawyers	5	1	1	1	2
# of Paralegals	0	0	0	0	0
# of Clerical / Administrative	0	0	1	0	2

The roles and activities of the WPS Legal Counsel Unit include:

- Provides Legal Advice to the Service
- Initial Labour Relations
- Criminal Investigation Counsel (as consulted)
- Fatal, Public Inquiries
- Civil Litigation
- WPS Contracts
- Freedom of Information and Protection of Privacy Act (FIPPA)
- Court Orders, O'Connor Motions
- Advice to PSU, Courts, External Organizations
- Disciplinary Hearings
- Legal Issues Training
- Policy / Procedures Legal Review

***Conclusion: On-site legal counsel provides the WPS with an immediate and valuable resource. No change is recommended.***

**(1) Positive Attributes of the Winnipeg Police Service Legal Counsel Unit.**

The project team's assessment of the WPS Legal Counsel Unit function has identified many positive attributes and 'best practice' protocols in place. These are highlighted in the following subsections:



**(1.1) The WPS Legal Counsel Unit Has Access to the Office of Chief of Police and Executive WPS Staff.**

WPS Legal Counsel is a direct report to the Police Chief and the function is physically situated in close proximity to the Office of the Chief of Police and executive command staff. The Lead Staff Lawyer attends executive staff meetings, and estimates that 30% of legal staff time is expended providing legal advice to command staff.

***Conclusion: Maintain current direct report status and ready availability to the Police Chief and WPS executive staff.***

**(1.2) The Legal Counsel Unit has a Limited Role in the WPS Disciplinary Panel Process.**

The WPS Legal Counsel Unit provides legal advice, opinion and interpretation to senior WPS command. Scheduling hearings for Disciplinary Panels following PSU completed 'founded' investigations is administered by Legal, and staff report this has evolved into a virtual paper process. Legal staff typical involvement is at the 'contested hearing' stage, but reports no systemic issue of not bringing Legal in earlier in the investigative process. Matters that advance to arbitration are turned over to City / Corporate Legal.

***Recommendation: Encourage PSU to continue taking advantage of Legal's non-police perspective (different viewpoint, avoid potential pitfalls, yet familiar with WPS environment) through early involvement in cases likely to have a 'sustained' finding.***

**(1.3) The Legal Counsel Unit Provides WPS Response to the Manitoba Fatal Inquiry Act.**

The Province of Manitoba has a Fatal Inquiry Act, mandating an inquest into police action / inaction involving a death. The WPS also responds to Public Inquiries, which are quasi-administrative processes designed to identify systemic failures, in the public's best interest. WPS Legal advised of 2 such Inquiries, for wrongful convictions.

These are not fault finding, but typically include recommendations. Recommendations may include adding equipment, such as the less-lethal Taser option or the addition of AED's wherever prisoners are detained, or recommending associated training to properly operate the equipment. The Manitoba Ombudsman has a duty to follow-up on the recommendations, which the WPS is obligated to accept unless they are inappropriate or impractical. Not all recommendations are implemented, but the WPS is publically accountable for their decisions relative to implementation.

**(1.4) The Legal Counsel Unit has a Limited Role in the WPS Labour Relations.**

Legal staff are not involved in negotiations for labour agreements with any of the WPS labour groups, but do provide legal advice, opinion, and interpretation to senior managers on existing labour agreements.

**(1.5) The Legal Counsel Unit has a Limited Role in the WPS Entering Into Agreements, Contracts, and Secondment of WPS Personnel.**

The WPS enters into numerous and varied agreements and contracts, including secondment of personnel to other entities, special project funding, and retaining consultants. The City has to sign the contracts / agreements: Similar to contracts, WPS Legal contacts City / Corporate Legal, provides information. Some Corporate Legal staff elects to involve WPS Legal staff more in the process, some less.

***Recommendation: Add / reinstate conducting an annual review of WPS agreements / contracts, to ensure the reasons for entering into the agreement still exist and include an evaluation of results and need for continued involvement.***

***Recommendation: Include the CALEA Accreditation Manager in the review of proposed new or revised / renewed agreements to ensure compliance with the varied accreditation standard mandates for contracts / agreements.***

**(1.6) The Legal Counsel Unit is involved in the Development, Revision, and Review of WPS Policies and Procedures.**

The process pathway for new General Orders originates in Research & Development, then to the CALEA section, then to Legal for review, then on to senior command.

***Conclusion: Continue the present model of inclusion of Legal in the review of proposed development and revision of WPS policies and procedures.***

**(1.7) The Legal Counsel Unit Provides Training, Legal Guidance to WPS Members.**

WPS Legal Staff provides a training segment to new recruit classes, focusing on freedom of information (Freedom of Information and Protection of Privacy Act) and health / privacy issues (Personal Health Information Act) and counsel role within the WPS. An In-Service training component focuses on duty officer training, courtroom survival, and emerging areas of risk. Legal staff also provides training to newly assigned PSU members on regulations, requirements, human resources, firing, etc.

Legal maintains a Resource Page on the WPS Intranet, including case law from recent court decisions; posting cases or inquiry reports from other jurisdictions; summaries from Supreme Court cases; an interactive 'ask questions' component, with answers posted for all to learn from. This has resulted in positive feedback from the user line personnel.

***Conclusion: Continue to utilize the successful Intranet Resource Page and interactive component to keep WPS members apprised of current legal issues.***

**(2) An Operational Review of the Legal Counsel Unit Identified Opportunities to Enhance Operations.**

Overall, the project team's review identified the Legal Counsel Unit is providing a satisfactory level of quality services for the Winnipeg Police Service. The review of the

operational performance of the Legal Unit identified opportunities for improvement within this Unit.

**(2.1) Certain Aspects of the Legal Counsel Unit Current Workload is Above Capacity, Resulting in Inefficient Use of WPS Legal Staff.**

Legal is staffed with 5 personnel, including 2 Winnipeg City Lawyers. They are assisted by 2 Freedom of Information and Protection of Privacy Act (FIPPA) Coordinators and 1 Clerk (presently vacant).

The WPS experienced significant increased demand for FIPPA requests in 2012, the result of a general increased awareness, media attention, and activists on issues such as photo radar, etc. The WPS processed 500 FIPPA compliance requests in 2012. The FIPPA process includes the arduous process of a diligent search for all related documents, a line-by-line review and redaction where necessary. The sustained excessive FIPPA demand and the time / resources necessary to meet the demand have necessitated diverting the Clerk to assist the FIPPA Coordinator in fulfilling FIPPA requests. The diversion of the Clerk has resulted in mundane but necessary clerk tasks such as filing, photocopying, etc. left to be completed by 1 or both of the staff lawyers, an inefficient use of expensive staff resources.

Legal staff report the City is presently reviewing increased FIPPA demand. On a positive note, the WPS was recently audited by the Manitoba Ombudsman for their compliance with the FIPPA Act, resulting in 97% compliance and no recommendations, as compared against 79% and findings for the rest of the City of Winnipeg.

***Recommendation: Review anticipated future FIPPA demand and identify resources necessary to meet this demand. Compare against other similarly sized agencies and identify their compliance methodology for possible cost effective efficiencies.***

**Recommendation: If projected FIPPA demand is anticipated to remain excessive, recommend investigating the feasibility of seeking legislative relief for associated FIPPA timelines; if unsuccessful, or not feasible, then consider seeking shared clerical staff from elsewhere within the WPS to perform the routine Clerk duties unable to be performed due to sustained excessive FIPPA demand.**

**(2.2) The Legal Counsel Unit Should Implement Internal System(s) to Review / Analyze Claims and Litigation Against the WPS, to Identify Trends and / or Patterns Useful in Risk Management and / or Prevent Future Similar Claims / Litigation.**

The Legal Counsel Unit has organizational responsibility for coordinating civil lawsuits against the agency. Legal staff report 6 civil suits in 2011 and 10 in 2012:

Area	2011	2012
Civil Suits	6	10

Litigation data did not include the types of litigation, nor contain analysis of trends and / or patterns, which may allow the agency to proactively address similarly themed claims and / or litigation. Legal staff report that this process was requested of Legal at one time, but is no longer requested by the Service, so it is not done; the capability to do so remains. Legal staff report some litigation is protracted, taking 10 years, and is expensive. Additionally, WPS Legal handles an estimated 40-50 'Queen's Bench Motions' annually. Legal staff also handle "O'Connor Motions" (a form of criminal context discovery) which have two-stage proceedings. Legal staff report that the McNeil Supreme Court decision has significantly reduced O'Connor Motions to about 1 per year.

Until December 2012, the WPS is the only Canadian Province without a Police Board, which is now required and the process underway to create a Police Board. Until now, Provincial Statute created a Law Enforcement Review Agency (LERA), which

gives citizens a choice in having their complaint investigated by the WPS PSU or have LERA investigate. A LERA Commissioner decides if the matter will be put into the court system before a Provincial Court Judge. The WPS CBA makes provision for counsel for affected officers, and typically results in a long drawn out matter. WPS Legal, on behalf of the WPS, must seek petition to gain standing to be part of the process, requiring routine checks of court dockets for LERA cases.

***Recommendation: Implement stronger annual record keeping of claims and litigation, to include an at least annual review of actions / types against past years for trends / patterns, for staff review and evaluation.***

***Recommendation: Determine if the LERA process will continue with the advent of the new Police Board, and if so, seek to add / amend regulations to ensure notice of LERA cases.***

**(2.3) The Legal Counsel Unit has a Defined Limited Role in the Grievance Process; the Annual Grievance Analysis Does Not Contain Sufficient Useable Analysis That Brings Value to the Agency.**

The following table represents grievance data provided by a combination of the CALEA Annual Grievance Table, Annual Grievance Analysis, and the WPS October 2012 Operational Report regarding Collective Bargaining:

<b>Area</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>
Grievances	11	12	7	8	1

WPS Legal provides grievance pre-step meeting advice to staff. Should a grievance not be able to be resolved and advance past the step meeting stage, City Legal assumes responsibility for resolving the grievance, and WPS assigned Lawyers assist City legal staff as needed.

The WPS has a notable decline in the number of grievances filed over the last 5-years, ranging from 11 in 2008, and a more recent downward trend since their 5-year high of 12 in 2009. In 2008, grievances were received related to promotions, transfers, assignments, policy breaches, and injuries. In 2009, grievances were received for promotion, policy breaches, working conditions, benefits, and respectful workplace issues. Year 2010 grievances were related to assignments, working conditions, and policy breaches. Year 2011 grievances were related to promotions, transfers, respectful workplace issues, accommodation, positions changes, information release, and payment of legal costs (2). The 2012 Grievance Analysis does not include the reason for the grievance being filed, only listing the officers name and that the “matter was settled.” Approximately half of the grievances from 2011 remained unresolved in early 2013.

WPS legal staff compile the report and advise Operational Development, which conducts the CALEA accreditation mandated Annual Grievance Analysis. The Annual Grievance Analyses reported each year that there were no trends or patterns that could be addressed to prevent similar grievances being filed in the future, despite some common theme grievances filed each year (promotion, transfer, respectful workplace). The WPS October 2012 Operational Report Collective Bargaining Status Report provided another example of a past policy grievance with nearly identical circumstances.

The more recent Annual Analyses do not speak to what may have contributed to the clear trend of a decline in the number of grievances filed. Legal staff attribute the 2012 decline to the use of an Executive Officer whose role including being a central

point of contact, to help resolve issues/concerns prior to arising to the grievance level. The analyses also are silent on the adequacy of affected WPS policies and / or procedures, training, or equipment. These analyses appear to be being completed merely to moderately satisfy a CALEA accreditation standard mandate rather than serving as a useful tool to assist and bring value to the WPS.

***Recommendation: Formally track all grievances, as well as WPA complaints and/or issues; Conduct more thorough annual analysis of both all grievances and complaints/issues not arising to the level of a grievance, to include a review of trends over recent past years, and include recommendations for policy revision, training, and / or equipment needs, if any.***

### **3. BEHAVIOURAL HEALTH SERVICES UNIT**

The Behavioural Health Services Unit (BHS) is comprised of Behavioural Health Services, Wellness, Fitness, and Chaplaincy functions. The WPS moved to an employee / staff licensed practitioner method in 2012, changing from a non-employee contract / vendor service model, which had been created following a November 1989 court recommendation (Dowson Inquest). Today, the Behavioural Health Services Unit (BHS) is under the day-to-day management of a WPS Police Service Psychologist, a licensed practitioner / PhD.

#### **(1.1) The WPS Behavioural Health Services Unit Has Sufficient Staffing Resources to Handle Its Current Workload.**

The BHS is staffed with 4 personnel, including the Police Service Psychologist, who has been with the WPS for 1 year. The BHS staffing complement includes a Wellness Officer (Ptl/Sergeant), a Fitness Officer (non-sworn), and a Clerk B. Three part-time Wellness Officer's assist full-time Wellness Officer as a collateral assignment. The WPS Chaplain cadre is comprised of 6 sworn WPS volunteer (non-paid) members.



The Fitness Coordinator is assisted by 23 WPS members (sworn and non-sworn), who assist in fitness peer support activities.

**(1.2) The BHS Makes Confidential Behavioural Health / Psychologist Services Available to WPS Personnel.**

The WPS BHS is decentralized, located off-site, and has sufficient door / entry security, as well as the provision of panic alarms for staff. The incumbent BHS Clerk is married to a Constable, which presents potential client privacy concerns for members who do not want to be observed accessing BHS services. WPS policies do not address the carry of weapons by Officers when accessing BHS services.

The Police Service Psychologist and the BHS staff provide many services:

- Conducting workshops on peer support
- Critical incident response, member trauma exposure
- On call 24 / 7 to calls from Duty Officer as preliminary assessment first responder
- Consultation services to specialty units in member selection
- Services complimentary to EAP, often in lieu of the private EAP vendor
- Proctoring recruit pre-employment psychological testing (outside vendor)
- Provide psychological education with a preventive focus for employees on stress, coping, and promoting mental health
- Attending recruit classes, family nights, spousal services

The Police Service Psychologist expended the majority of her first full year (2012) in the following 5 activities:

<b>Area</b>	<b>2012</b>
Direct Contact with WPS individual Members, Spouses, Families Related to 'Workplace Distress'	824 hours
Critical Incident Related Incidents / Member 'Trauma Exposure'	193 hours
Consultation with Various WPS Units / Platoons	132 hours
Conducting Workshops / Peer Support Program	300 hours
Meetings / Administrative	306 hours

Workload assessment data is only available since the 2012 change to a WPS staffed BHS model. Due to its infancy as a WPS staffed function, with the exception of the Fitness function, the BHS lacks formal or effective internal systems designed to capture data suitable for evaluating and / or quantifying effectiveness or identifying patterns and trends. There is no evidence that BHS response is included in critical incident After Action Reports. Plans are in effect to enhance workload assessment and tracking of BHS activities.

The current BHS Psychologist espouses a 'preventive' focus ("working my way out of a job"), to include psychological education about stress management, coping, and promoting mental health. The WPS 2012-2014 Strategic Plan includes goal 2.2, "Develop an Enhanced and Sustainable Behavioural Health Strategy." Stated objectives include developing additional Wellness Officers and increasing Peer Support Groups to 40, and bring them to a fully functional status.

The BHS is researching other industry peer support programs as they work to transition the WPS Peer Support Program to a more evidence-based best practice (EBBP). EBBP focuses on making decisions about the promotion of health or provision of care by integrating the best available evidence (scientific evidence) with practitioner expertise and other resources, and with the characteristics, state, needs, values and preferences of those who will be affected. This is done in a manner that is compatible with the environmental and organizational context. EBBP considers every aspect of the unit including, prevention strategies, psycho-education on wellness, any individual therapy that I do one-on-one with members, and programming. It includes examining same or like organizational practice models for which efficacy has been evaluated,

established, and acknowledged by governing bodies, agencies, and / or organizations that adopt practices grounded in solid scientific outcome studies.

Established as names and faces on a website of volunteer officers / members with personal life experiences, the Peer Support Program best practice is to provide peer supporters with the knowledge, skills, and abilities to engage with members therapeutically with the aim being to reduce stress, reduce the likelihood of the onset of more clinically significant mental health issues, and increase resilience thus decreasing demand on the use of clinical expertise. Drawing from existing programs (e.g., San Bernardino Sherriff's Department; California Peer Support Association) and best practice documents, the WPS has begun to create an EBBP with the following elements:

- Identifiable structure
- Clearly articulated policies
- Systematic screening process and defined selection criteria AND required competencies
- Preliminary education for peer supporters and continued learning
- Social support, confidentiality, knowledge and skill base for peer intervention, easy access for members
- Evaluation

The BHS Strategic Plan is well underway. They are delivering the second phase of training for Peer Supports, to include in Recovery Principals (interventions) in June. They are developing a 2-phase preventive workshop for Officers and their partners in an effort to preempt an onslaught of troubled relationships which will be a combined effort of the BHS Psychologist (Phase 1 - Operational Stress and Partnering to 'beat the odds') and the Chaplains (Phase 2 - skills in communication, forgiveness, etc.).

***Recommendation: Grow / implement 'Evidence-Based Best Practice' model, making decisions about the promotion of health or provision of care by***

***integrating the best available scientific evidence with practitioner expertise and other resources.***

***Recommendation: Increased voluntary use of behavioural health services can grow through trust earned through program continuity. Program education and training directed at all personnel will educate members on available services.***

***Recommendation: Create a Strategic Plan component for BHS suitable for inclusion in the WPS Strategic Plan, including BHS mission, goals, objectives, action plans, and evaluation methodologies that are consistent and compatible with the WPS Strategic Plan.***

***Recommendation: Include an appropriateness of member response component to agency critical incident after-action reviews, to identify if the BHS response to critical incidents is effective and / or needs enhanced services.***

***Recommendation: Give consideration to adding policy to prohibit the carry of weapons while accessing employer provided BHS services.***

***Recommendation: Review current practice / cost effectiveness of utilizing private vendors for recruit psychological testing and consider conducting in-house.***

***Recommendation: Collaborate with / educate non-law enforcement EAP vendor on law enforcement issues, to enhance effectiveness of EAP provider and reduce duplication of EAP like services provided by BHS staff.***

***Recommendation: Formalize workload assessment tracking and evaluation of BHS conducted activities.***

***Recommendation: Make use of available 'back-door' secret access, to avoid observation by the Clerk and / or other BHS staff when accessing Staff Psychologist services.***

### **(1.3) The WPS BHS Police Service Psychologist Has Access to the Police Chief.**

Although located off-site for client confidentiality purposes, the BHS Psychologist is a direct report to the Police Chief and meets with the Police Chief on a monthly basis to update the Chief of Police on patterns / trends and to obtain feedback and direction.

***Conclusion: Meet with the Chief of Police on a regular and satisfactorily frequent schedule to ensure that senior command is aware of related issues, concerns, and emerging patterns / trends related to BHS and WPS members.***

**(1.4) The WPS Provides a Fitness Program for Agency Members.**

The WPS BHS Fitness function is coordinated by a 20+ year non-sworn Fitness Officer, with previous training experience. The physical fitness program was started in 1989, and now includes 41 recruit classes, completing year 23 in September 2012. The WPS has 1,260 sworn police members on the mandatory fitness appraisal program and another several hundred on the voluntary fitness appraisal program. This includes sworn members who were hired prior to September 1989 and voluntary civilian sector members.

The Fitness Coordinator oversees the day to day running of the program and reports to the Manager of Behavioral Health Unit. A total of 9 WPS buildings have in-house fitness rooms which are maintained by the Fitness Coordinator and financed cooperatively with the WPS and an Employee Gym Fund. Members (660) voluntarily contribute \$3 per pay period towards the gym fund. These funds are put back into the 9 gyms and go along with the square footage cost provided by the City and WPS budget. The Airport gym was recreated at the new terminal building and opened in June 2012. A total of \$12,000 was invested in new equipment and flooring for this space. Fitness passes to City Recreation Services buildings are provided to WPS members upon request and continue to provide a valuable option for members outside their worksite. The BHS budget absorbs approximately \$33,000 each year to provide members with access to City Pools, running tracks, weight rooms & cardio equipment.

The Fitness Coordinator completes the majority of the fitness appraisals and coordinates the 9 fitness facilities in WPS facilities. A Fitness Consultant was employed 1-2 days per week on a fee for service contract for a total of 650 hours contracted in

2012 at a cost of \$15,060. Two Police Officers assisted on 5 separate dates in 2012. These members have a fitness appraisal skill set and assist on occasional overlaps when workload is high or when fitness consultant staff is away from the office. A half-time Clerk A worked out of the PSB office for 3 months in 2012. She was shared with Recruiting and was not replaced when she was promoted to CPIC in April 2012. A University of Manitoba Student completed a fieldwork placement in 2012. A \$1,300 honorarium was provided to the student in recognition of 13 weeks work / study.

The following table depicts fitness appraisal activity for the WPS for the 24-year period 1989-2012:

Year	Appraisals	Mandatory	Voluntary	Staff	Other	EDL Awarded	On Duty
2012	1098	967	81	43	7	17,630	88%
2011	1090	989	78	21	2	16,165	91%
2010	997	877	80	38	2	16,495	86%
2009	1040	930	98	11	1	15,370	89%
2008	1041	908	111	13	9	15,450	87%
2007	993	856	120	14	3	13,910	85%
2006	901	748	131	14	8	13,470	86%
2005	846	679	136	20	11	12,500	86%
2004	763	603	142	11	7	11,900	87%
2003	836	654	155	19	8	11,930	89%
2002	743	565	160	10	8	10,440	85%
2001	707	483	201	17	6	10,190	87%
2000	728	488	217	12	11	10,920	85%
1999	699	456	225	10	8	11,510	85%
1998	707	456	225	11	15	10,100	85%
1997	617	359	237	12	9	9,420	86%
1996	619	354	240	17	8	8,895	89%
1995	512	266	221	18	7	7,120	85%
1994	422	188	211	17	6	6,260	79%
1993	378	155	201	17	5	5,740	78%
1992	358	137	202	15	4	2,780	
1991	343	115	211	15	2	3,175	
1990	433	111	295	23	4	4,070	
1989	59	46	12	1	0	160	

Members can use up to 3-hours of on-duty time, resources permitting for their annual fitness appraisal, and 88% of appraisals use this benefit. Members are eligible for 20 hours EDL (banked time) for meeting fitness standards, and 880 members collected this incentive as part of their annual appraisal. Time off or on-duty incentives are generally a necessary element in successful 'voluntary' fitness programs and understandably typically generate higher participant interest. There was insufficient comparable data available from other agencies on fitness incentives to measure against.

***Recommendation: Task BHS staff to provide recommendation on viability of transferring / moving recently purchased equipment assets from the Airport Gym to other WPS exercise facilities.***

**(1.5) The WPS has a Chaplaincy Function.**

The WPS Chaplain cadre is comprised of 6 sworn WPS volunteer (non-paid) members, including the Chief of Police. Chaplains have a significant role in the impressive agency peer support program. It is unclear what credentials and / or licensing requirements, if any should be required, as well as what initial and on-going training should occur to ensure Chaplain ecclesiastical proficiency.

***Recommendation: Research if licensing and / or credentialing is needed for the volunteer Chaplain corp.***

***Recommendation: Expand current new Chaplain training to conduct training for all Chaplains on regularly scheduled intervals (annual?), which can ensure uniformity of services provided, and gain from shared 'lessons learned' from actual services provided (what works, etc). Utilize a pre-approved Lesson Plan.***

**(1.6) The WPS has a Dedicated Wellness Function.**

The BHS has 1 full-time Wellness Officer, a specialized assignment, occupied by a Ptl/Sergeant for the past 4 years. The Wellness Officer position is not rank specific. The Wellness Officer is well known and respected by his peers, and is complemented by 3 part-time Wellness Officers, which is a collateral duty. Part-timers are all sworn officers of different ranks all serving in other full time capacities (e.g., Tactical Team Officer). Wellness Officers receive specialized training and can be used in critical incident response. They are asked to be on-call whenever the full time Wellness Officer is on annual leave, sick, or not available.

The Wellness function includes the following activities, as conducted by the Wellness Officer:



• Member contacts	55 per month
• Critical incidents	24 per month
• Field Visits	40 hours per month
• Recruit BHS Training and Education	10 hours per year
• Cadet BHS Training and Education	10 hours per year
• Communications BHS Education	10 hours per year
• Promoted Staff BHS Education	12 hours per year
• Family Night	15 hours per year
• Cadet Class Training and Education	10 hours per year
• Family Night	15 hours per year
• Professional Development	40 hours per year
• Peer Support Training Sessions	18 hours per year

Activities performed by the Wellness function are structured in such a way as to make quantifying tracking of data difficult. Critical incident callouts occur through the Duty Officer, and include calls to support in officer involved shootings. Wellness personnel responded to 26 critical incidents in 2012, representing an estimated 20% of his time. The majority of the Wellness Officers time is spent on member contacts, presentations, and representing the BHS on committees, estimated at 20%. The Wellness Officer's sworn status and penchant for remaining engaged in operational components has enhanced the unit's success and effectiveness. The Wellness Officer periodically goes out at night on routine operations with various functions and furtherance of member wellness, which has allowed him to maintain relationships and thereby avoiding the stigma of not only showing up on critical incidents.

The Wellness function works very closely with Human Resources, helping place members in less stressful positions when they are overwhelmed by the stressful circumstances in their lives. The Wellness Officer further estimates that 80% of his time is expended with sworn personnel and 20% with non-sworn members.

***Recommendation: Implement an internal system to track the number / type of incidents and activities Wellness personnel respond to, to report on patterns and trends of concern that BHS may attend to / focus attention upon.***

**(2) An Operational Review of the Behavioural Services Unit Identified Opportunities to Enhance Operations.**

Overall, the project team's review identified the BHS is providing a high level of quality services for the Winnipeg Police Service. The review of the operational performance of the BHS identified opportunities for improvement within this Unit.

**(2.1) The BHS Needs to Add a Secure, Restricted Access, Confidential Electronic Records Management System.**

The BHS does not presently utilize electronic record keeping. Written / hard copy documents on various activities have restricted access, and a legal document is in place naming a Trustee in the event of incapacitation of the Staff Psychologist.

***Recommendation: Implement a secure confidential restricted access Records Management System for BHS related activities.***

**(2.2) The BHS Needs to Add / Revise / Update Their Function Specific Policies, Procedures, as They Are Not Current, Lack Protocols for Day-To-Day Activities, and Do Not Reflect Actual Practices.**

There is no SOP or daily activity protocols presently in place, and that BHS policies have urgent need of being updated. BHS staff is presently creating a BHS function Strategic Plan, with mission, goals, objectives, action plans, and very importantly, evaluation methodologies. A major policy shift is presently planned for the WPS psychological first aid model, moving away from traditional Critical Incident Stress Management (CISM) methodology which may be doing more harm than good. As time permits following full transition by the BHS Psychologist, this change will be incorporated into WPS policy.

***Recommendation: Conduct a review of current policies, remove outdated practices, and replace / update / revise with policy and procedures reflecting current best practices.***

**(2.3) The 2012-2014 WPS Strategic Plan Devotes Action Item 2.3 to “Develop an Enhanced and Sustainable Behavioural Health Strategy.”**

As the BHS creates their internal unit Strategic Plan, consideration needs to be given to ensure consistency with Action Item 2.3 within the overall WPS Strategic Plan.

***Recommendation: Ensure the BHS internal Strategic Plan components include WPS Strategic Plan Action Item 2.3, and assist the BHS in achieving their assigned Action Item.***