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Supports Item No. 3
CS&B Committee Agenda
March 27, 2003

ADMINISTRATIVE REPORT

Date: February 7, 2003
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TO: Standing Committee on City Services and Budgets
FROM: Chief Constable
SUBJECT: 2003 Police Civilian Support Staffing Request

RECOMMENDATIONS

- A. *THAT Council approve an increase in civilian support staffing at the Police Department from 224 FTEs to 251 FTEs (27 positions) at a net additional cost of approximately \$673,025 in 2003 rising to \$1,346,050 per annum in 2004, subject to classification by Corporate Human Resources, plus a one time expenditure of \$239,200 for equipment in support of the additional positions (see Appendix "A");*
- B. *THAT Council approve restoring to the Police Department civilian staffing budget \$306,270 removed in 2002 to fund the implementation of PRIME;*
- C. *THAT Council approve funding for a Commissionaire during night time hours, seven days a week, at 312 Main Street at an additional cost of \$75,000;*
- D. *THAT Council approve funding for a strategic issues management consultant on an "as needed" basis for the Police Department at an estimated cost of \$45,900 annually;*
- E. *THAT Council approve funding of \$14,400 annually to contract out "enhanced security clearances" for replacement civilian hires for the Police Department; and*
- F. *THAT Council approve an independent study of staffing levels in the Information Management Section of the Police Department,*

the scope to be determined jointly by the Police Department and the City Manager, and to be funded by the City of Vancouver.

CHIEF CONSTABLE'S COMMENTS

Approval of the civilian positions requested in this report is absolutely necessary to provide adequate support to operational police officers, and to ensure a reasonable standard of service delivery to the citizens of Vancouver. The Chief Constable recommends approval of recommendations A through F.

CITY MANAGER'S COMMENTS

The City Manager recommends that Council receive this report for information and defer the decision on Police civilian staffing to April 8, 2003, in conjunction with the 2003 Interim Budget Report. The City Manager will at that time provide comments and recommendations to Council on staffing and other funding requirements identified by the Vancouver Police Department.

COUNCIL POLICY

It is Council policy that changes in service levels, either expansions or reductions be approved by Council. This includes the creation and deletion of regular positions and the allocation of funding from revenues or taxation.

PURPOSE/SUMMARY

The purpose of this report is to provide a comprehensive summary of civilian staffing needs in the Vancouver Police Department. In October 2001, the Police Department held a 3-hour workshop with Council to discuss civilian (and sworn) staffing needs. A Report to Council was subsequently submitted through the City Manager requesting 46 additional civilian positions. Documentation was provided setting out serious staff shortages that directly affect service to the public. As a result of discussions with City staff, the 22 very highest priority positions were selected for review. Of those 22, the City Manager recommended that 15 be approved immediately. One position was deferred pending discussion with the then yet-to-be selected new Chief Constable, and six new positions for police Fleet Services and Information Technology Section were deferred for independent review (now underway). The remainder of the 46 positions requested was deferred for the next budget year. In April 2002, Council approved all 15 positions supported by the City Manager.

In addition, the previous Report to Council noted that the Police Department's Information Management Section (IMS), a highly complex area, would be the subject of a separate report.

Since that time, further study has occurred. Several positions have been eliminated from the outstanding request as circumstances changed, and several positions deemed necessary by the Chief Constable have been added. These include several urgently needed positions for the Information Management Section. In addition, this report recommends an independent study of the Information Management Section be conducted to quantify other staffing needs in this important and under-staffed area.

In total, this report recommends that 27 new civilian positions be approved as permanent positions for 2003, at an initial net annual cost of approximately \$673,025 rising to approximately \$1,346,050 in 2004 (subject to classification of the civilian positions). Council support for these new civilian positions will ensure that a reasonable level of service can be provided to the public, that police officers can be used more efficiently, that civilian workload issues are addressed, and that Council's previous investments in new technology and new sworn positions can be fully realized.

This report also requests that Council approve restoring to the Police Department civilian staffing budget \$306,270. This funding was removed in 2002 to reflect the Police Department's commitment to eliminate 14 civilian positions to fund PRIME. The Police Department has eliminated 7 positions, but 7 more that were made available from the Information Management Section were diverted to a civilianization initiative and other urgent needs detailed later in this report. The net effect is that 7 of the Police Department's approved civilian positions are currently unfunded. Because the Police Department cannot eliminate further civilian positions without severely impacting service delivery, the reinstatement of this funding is necessary to prevent creating a deficit in the Police Department civilian staffing budget.

In addition, this report also requests funding in the amount of \$45,900 annually for a consultant expert in "strategic issues management" to assist the Chief Constable and the Media Liaison Unit; contract fees in the amount of \$14,400 annually for enhanced security clearances for replacement civilian hires; and funding in the amount of \$75,000 annually for a Commissionaire to provide security and meet WCB first aid requirements at 312 Main Street 12 hours per night, 365 days per year.

Full justification for each request is included in the body of this report. A brief summary for each of the positions and funding request, including financial impact, is included in Appendix 'A'.

DISCUSSION

CURRENT SITUATION – CIVILIAN SUPPORT STAFF

This report is intended to justify increases in civilian support staff for various sections of the Police Department. This report recommends that Council approve an addition of 27 support positions. These positions will fill urgent requirements and are far fewer than what managers in the Police Department have requested. There are currently 224 authorized civilian FTE positions in the Vancouver Police Department, with a significant portion located in the Information Section.

Civilian staffing levels have long been inadequate, resulting in overwork, morale problems, and a significant backlog of unprocessed information from operational police members. Insufficient staffing has resulted in an inability to process information in a timely manner, which in some cases has public safety implications. In other areas, police officers are doing work that ought to be done by civilian staff, such as transcribing interviews and data entry, at higher cost and less efficiently. There are several areas where increasing civilian staff would free up more expensive police officer time, which, in combination with the increases in sworn strength in 2001 and 2003, will partially address the sworn staffing shortages that still exist, as set out in the reports provided to Council in 2000 and 2002.

COMPARISONS WITH OTHER POLICE AGENCIES

This report and Appendix 'A' set out in detail identified civilian staffing needs by Division. It may be helpful to consider this information in the context of comparisons with other similar police agencies. In Canada, the national average ratio of civilian support staff to police officers is one civilian for every 2.7 police officers; this figure has been stable for the last 12 years.¹ In the Vancouver Police Department, the ratio is currently one civilian for every 5 police officers. This is about half the number of civilians per police officer compared to the national average. It is acknowledged that there are differences between police departments. For example, the VPD used to employ approximately 72 FTEs in the Communications Centre. With the creation of E-COMM, those positions were eliminated. If they were still included in our staff, the ratio of civilian support staff would be higher, but still far less than the national average. As well, the VPD is not the only police department that doesn't employ civilian communications operators. For example, the Edmonton Police Service staffs its Communications Centre with police officers.

¹ Statistics Canada – Catalogue No. 85-225-XIE

The following table sets out the ratio of civilians to sworn police officers in major police departments across Canada:

Civilian to Police Ratio - National Survey (2001 data)			
Police Agency	Number of Sworn Police Officers	Number of Civilians	Civilian to Sworn Ratio
Toronto	5,155	2,472	1 to 2.1
Windsor	423	170	1 to 2.5
Calgary	1,387	578	1 to 2.4
Ottawa-Carleton	1,046	424	1 to 2.5
Edmonton	1,194	386	1 to 3.1
London	468	174	1 to 2.7
Victoria	178	57	1 to 3.1
Montreal	4,082	1,142	1 to 3.6
Winnipeg	1,127	305	1 to 3.7
Halifax	393	180	1 to 2.2
Vancouver	1,096	206	1 to 5.3

A review indicates that the higher ratio of civilians to police officers in other police departments is a result of both better staffed units providing similar services, and also additional services provided that do not exist in the Vancouver Police Department.

For example, the Calgary Police Service employs eight civilian crime analysts within the patrol districts, an additional four analysts for the Investigative Division and three analysts for their Organized Crime Unit, for a total of fifteen. The Vancouver Police Department has a total of five crime analysts.

Calgary also has an Audit Section that is staffed by one police officer and four civilian analysts. (The VPD had a two-officer Audit Unit until 1994 when it was eliminated due to a budget reduction program that reduced the authorized strength.) In the area of training, Calgary has seven civilians staffing the “Learning Centre” and four within the Learning Lab, services the Vancouver Police Department does not provide to its members. The Calgary Police Service’s Public Affairs Office (media relations, etc.) has five civilian personnel and one sworn member, compared to the Vancouver Police Department’s media unit with an authorized strength of one sworn

and one civilian member . The Calgary Police Service's Video Unit has four civilian members, compared to the Vancouver Police Department's Unit with one sworn member.

In total, the Calgary Police Service has 578 civilian staff and 1,387 sworn officers, or one civilian for every 2.4 police officers. In contrast, the Vancouver Police Department currently has 224 civilian staff and 1126 authorized sworn members for a ratio of one civilian for every 5 police officers.

This is not a matter of the Calgary Police Service having a high ratio of civilians to sworn members because of a relatively small number of authorized sworn members. In fact, the Calgary Police Service, with an authorized sworn strength of 1,387 (261 higher than Vancouver's 1126), attended 197,000 dispatched calls for service in 2000, compared to the 205,000 dispatched calls attended by the Vancouver Police Department. The number of Criminal Code offences investigated by the Calgary police was about 10 percent less than the number in Vancouver, but Calgary has about 25% more sworn officers.

The Edmonton Police Service, similar to Calgary Police Service, has a relatively high ratio of civilians to sworn officers at one civilian for every 3.5 officers: 1,176 sworn officers and 331 civilian support staff. (The Edmonton Police Service, with 80 more authorized sworn staff, attended approximately 121,000 dispatched calls in 2000, compared to over 205,000 for the Vancouver Police Department.) The Edmonton Police Service has several areas that offer services staffed by civilians. Their Technical Support Section, which deals with Crime Analysis and Technological Crimes, has 23 members, including 10 civilians, compared to the 5 crime analysts and two computer crimes investigators in the Vancouver Police Department. The Edmonton Police Service has a Communications Director, with a staff of 14 (compared to the VPD's staff of two). The staff consists of three Public Information Officers, three Methods Analysts, a Forecasting Analyst, and two Public Information Officers, who are all civilians. The Edmonton Police Service also has two librarians for their in-house library.

It is clear that civilians provide many more services in other similarly-sized police departments. However, this report does not seek authorization to create new services staffed by civilians, only to add staff in certain areas where existing staff cannot meet workload, and where the addition of a position can reduce costs and/or increase efficiency.

CIVILIAN POSITIONS REQUESTED BY WORK AREA

1. Office of the Chief Constable

In addition to administrative assistants working directly for the Chief Constable, organizationally, the Office of the Chief Constable currently includes the following Sections/Units: Internal Investigation, Planning and Research, Diversity Relations, and Media Relations.

a. Administrative Assistant for the Chief Constable

The Chief Constable requires a third administrative assistant/receptionist. There are currently two administrative assistants. One of the assistants spends most of her time managing the Chief's schedule, taking minutes at meetings, and other administrative tasks. The other assistant was unable to keep up with the extremely high and increasing volume of telephone, written, and e-mail enquiries, as well as the other duties associated with the Office of the Chief Constable. The result has been extensive and routine overtime, an inability to promptly respond to enquiries, and an inability to provide an effective receptionist function for the Chief Constable.

On a weekly basis, on average, the Chief's office receives approximately 150 pieces of correspondence from the public via fax, e-mail and regular mail which is opened, sorted, logged and distributed. The volume of correspondence cannot be dealt with in a timely manner without a third administrative assistant position.

Telephone enquiries, requests and complaints number approximately 200 per week. In the case of complaints, where in most instances the caller has phoned the Chief's office in frustration or anger, the time spent on the phone with the caller is often lengthy. Some of these enquiries or complaints require many additional phone calls and/or research. Without the additional position, the time that can be spent with concerned citizens would be reduced significantly, which will cause more frustration on the part of the complainant. Many calls would also go to voicemail in the first instance.

To address these issues, in August 2001, a third administrative position was filled on a "temporary" basis from the temporary employee budget. In addition to the duties summarized above, this third position provides a reception function for the Chief Constable's Office.

Without an additional administrative assistant (Clerk Typist III - exempt position) the already high volume of work will increase and the Executive Assistants will not be able to provide the level of quality, professionalism and service required to the Chief Constable, sworn and civilian members, and the public at large.

b. Media Liaison Unit

The Media Liaison Unit requires access to expert advice regarding "strategic communications and issues management." To address this urgent need, rather than

creating a full-time civilian position, the Police Department proposes to seek advice on an as needed basis. This will require approval of funding in the police budget for ongoing consulting fees, which are estimated to be approximately half the cost of a full-time position.

The Media Liaison Unit was staffed by one police officer and a clerical assistant until January 1, 2003. Because of the very high media and public demands, a Constable position that was "on loan" from a Patrol squad was made permanent. This level of resourcing is still grossly inadequate, and impedes the Police Department's ability to provide an adequate level of service to local, national, and international media outlets. The current demands on the unit far exceed its capacity to respond effectively.

The Vancouver Police Department, in its role in one of Canada's major cities, faces a wide range of internal and external communications needs, including news media relations and public issues management. The Media Liaison Unit receives a daily average of fifty media phone calls and numerous phone and e-mail requests from citizens and community groups, government agencies, media outlets, and police staff. The Unit responds daily to many high-profile incidents and public order issues such as protests and visits of dignitaries, as well as community policing issues, drug and vice policy questions, and other issues that concern the public. The Unit is also active in projects that positively market the Police Department to the public and other law enforcement agencies.

Although the Vancouver Police Department is responsible for policing only the City of Vancouver, the public and media perception is such that Vancouver often becomes the focal point for the social, criminal, and political issues facing the entire Lower Mainland. From a policing perspective, this means that many regional issues either have a direct bearing on the Police Department or produce a spill-over effect. Examples include multi-jurisdictional task forces, the movement of criminal activity between municipalities, and the tendency for the news media to seek parallels, patterns, and linkages between criminal incidents throughout the Lower Mainland.

The concept of corporate image and an organization's ability to survive during -- and "bounce back" after -- a crisis are benchmarks of "survivability." Policing has changed substantially over the last decade in this regard. Without the support of the stakeholders, including various levels of government, other local, provincial and federal law enforcement agencies, the Police Board, and our citizens and personnel, it is difficult to sustain productive relationships and a professional image. The Police Department has been the subject of intense and sustained criticism in recent years due to several high profile cases. It is clear it has failed to effectively communicate its many achievements and the challenges it faces with respect to resource levels. The inevitable result of sustained negative media attention is a loss of public confidence in a very important public institution that requires public support to be effective.

Trust, as a human construct, is comprised of the belief that a person or an organization is technically competent, reliable, shares core values, and will deliver on expectations created through promises, commitments, and deliverables. In the context of policing, trust is generated by the public being able to answer "yes" to four basic questions: Am I safe? Are the police competent? Are they doing a good job? Can I trust the police?

Public trust is a mercurial commodity. It is often a reflection of an organization's ability to generate stored good will, and is accomplished by means of a strategic communications process that links performance with expectations. A failure to continually build such a "rainy day fund" places an organization at considerable risk of unjustified criticism, of losing trust with the public and key stakeholders, and of unnecessary and resource-draining attacks from opponents, both internally and externally.

An effective Media Relations Unit within any organization requires the ability to:

- conduct research and analysis related to public trends and attitudes as well as news media focus, tone, and impact
- develop internal and external communication strategies and action plans
- maintain good news media relations
- identify emerging public issues related to expectation/performance issues as well as proactive identification of possible threats that will have a direct impact on Vancouver policing based on parallels, patterns, and linkages to situations in other local, provincial, national and international locations

As currently resourced, the Media Relations Unit is stretched to its maximum in dealing with just news media relations. It is impossible with current staffing to proactively identify emerging issues that will have a direct impact on the VPD's reputation and level of public trust. It is also very difficult to develop necessary internal and external strategic communication plans. Finally, the development and implementation of a positive, pro-active communications plan is significantly constrained under the current model.

The VPD is one of the largest police forces in Canada but has the smallest Media Liaison Unit of any comparable police agency. For example, the Calgary Police Service's Media Liaison Unit is staffed by six civilian employees, including a manager of communications; a public affairs co-ordinator; a media relations co-ordinator; a communications strategist; a graphic designer; and a freelance writer. Similarly, the Edmonton Police Service's media liaison unit is staffed with one police supervisor and six civilian employees, including two spokespersons and four employees responsible for public relations.

With only two permanent members, and one clerical assistant, the Vancouver Police Department's Media Liaison Unit spends as much as 90% of each workday simply

keeping up with the many daily media requests. This time consuming but important role severely handicaps the capacity to devote substantial time and energy to addressing strategic media plans, issues management, and internal/external communication on a pro-active basis.

The Police Department proposes to address the need for more effective issues management by consulting on an as needed basis with a civilian expert in this field. Duties would include working closely with the VPD Media Liaison Unit and the Chief Constable's Office in the development of on-going strategic communication and issue management plans, environmental scanning, public opinion polling, and on-going counsel and advice.

The annual consulting fees for a civilian expert in issues management are estimated to be approximately \$45,900.

2. Operations Division

The Operations Division is the largest of the three divisions and encompasses the largest number of sworn officers in the Department, most of them in uniformed positions in Patrol Teams. It also includes the Patrol Support Section, which comprises 72 follow-up investigators responsible for "general" investigations into a wide variety of offences including all property offences (e.g., break and enter, fencing stolen property) and robberies of non-financial institutions. In short, the Patrol Support Section investigates any offence that does not fall within the mandates of the specialized follow-up squads in the Investigation Division, such as Homicide, Robbery, Sexual Offences, Financial Crime, and so on. There are almost 800 police officers in the Operations Division supported by only 17 civilian staff. The Operations Division requires four additional civilian staff members in the following positions.

a. Community and Victim Services Unit

(ii) Clerical Position

The Community and Victim Services Unit requires one additional clerical position to support the six functions of the Unit as described below. Without an additional position, crime prevention, community relations, and victims services functions cannot function effectively.

The Community and Victim Services Unit encompasses six functions: the Victim Services Unit, Citizens Crime Watch, Block Watch, Business Liaison, Community Policing Co-ordinator, and Community Relations/Special Events. Most of these functions involve the co-ordination of volunteers from the community to assist the

police in preventing crime, providing services to victims of crime, and to report suspicious or unlawful activity.

The Victims' Services Act is provincial legislation that came into effect in 1984. This legislation requires the police to provide basic victim services plus follow-up, and has increased the burden on police-based victim services. The Vancouver Police Victim Services Unit provides 24-hour service 365 days of the year to victims of crime, as well as assisting Patrol units with transportation of children and answering other requests to free up police time. There are currently 120 volunteers and 4 staff members. In 2000, 19,000 hours of volunteer time were expended assisting victims of crime in Vancouver.

The Citizens' Crime Watch consisted of two Constables who recruited, trained and co-ordinated the activities of 80 volunteers. These volunteers are the "eyes and ears of the police" and perform weekly patrols to report suspicious and unlawful activities to police. These volunteers provide several thousand hours of patrols each year. Since 1994, the CCW has recovered almost 3,000 stolen vehicles. In a typical night, the CCW locates two to seven parked stolen vehicles, and observes one stolen vehicle being driven about every two weeks, in addition to making reports of other suspicious activity to patrol officers. Due to operational needs, this unit was recently reduced by one Constable, who was responsible for recruiting and co-ordinating the volunteers. As a result, the volunteer base is no longer sufficient to meet the target of deploying citizen patrols two days per week, and instead they are currently utilized one day per week.

The Community Policing Co-ordinator is responsible for co-ordinating the Police Department's interactions with all Community Policing Centres, as well as co-ordinating the monthly meeting of the Community Policing Advisory Committee. The position also assists with large community events (Police Week, Children's Festival, etc.), as well as addressing any requests from the public that pertain to community relations.

The Block Watch co-ordinator manages the 800 blocks that participate in this crime prevention program, and provides training and quarterly newsletters to all participating residents.

Business Liaison is no longer an official function, but the position has been maintained largely because of the importance of the "catch & release" shoplifters program. This program results in approximately 33% of all shoplifting calls not having to be attended by police. This is a significant initiative to assist in decreasing workload for patrol units.

In early 2001, to meet urgent operational needs, a re-structuring in the Operations Division reduced staff in the Community and Victim Services Unit by one

Sergeant and two Constables' positions. This down loaded work onto the remaining civilians. In addition, because of the restructuring, civilian staff in the Community and Victim Services Unit are now required to provide administrative support to the Citizen's Crime Watch, Community Services, and Business Liaison Units. The impact was to increase the workload of the civilians in the Unit, making it impossible to meet its mandate, and significantly affecting the morale of both staff and volunteers. History has also shown that adequate staff must be in place in order to train and motivate so many volunteers.

The Community and Victims Services Unit requires a Clerk III position for the following functions:

- Community Police Advisory Committee business (meeting minutes, agendas, correspondence)
- Community Policing Centre business (including minutes, agendas, administrative issues common to all Community Police Centres)
- Citizen's Crime Watch business (administrative support, recruiting and training of volunteers)
- Business Liaison (administrative support)
- "Public Relations" requests from citizens and groups

(ii) Event Co-ordinator

The Community and Victim Services Unit also requires a civilian "event co-ordinator." The Event Co-ordinator is currently a Constable's position, tasked with organizing police participation in a wide variety of crime prevention, community and charity events. Some of these are high profile events such as: Children's Festival, Cops for Cancer, Variety Club Telethon, Law Enforcement Torch Run, Police Week, United Way Campaign, National Crime Prevention Week, Volunteer Week, Child's Foundation Subway Day, Raise a Reader, and Blood Challenge. Others are specific to certain communities or groups but are no less important. Examples are: Hispanic Community Children's Summer Camp, Celebrate Mount Pleasant, Chinatown - SUCCESS Community Fair, and Kids Karnival in Woodland Park, to name just a few. The event co-ordinator controls display materials, lesson plans, training packages, and co-ordinates the attendance of specialty squads.

The position is also responsible for internal recognition ceremonies such as the Exemplary Service awards. This is a national award that is very meaningful to members, but is time-consuming to organize. Internal award ceremonies contribute to strong morale in an organization. Members who do not feel valued suffer from lower morale, which negatively affects their ability to perform their duties.

The event co-ordinator position is essential because the public needs to understand and trust the Police Department. A positive public image is critical in building that trust. Participation in community events provides opportunities for citizens to meet police officers and learn about policing in a positive environment. If our participation in events is haphazard and/or unprofessional, our image is eroded, our credibility is damaged and our ability to do our job is hampered.

Although this position has traditionally been filled by a sworn police officer, the Police Department is satisfied that the duties can be carried out by a civilian. In fact, a civilian with marketing expertise and/or event planning experience may be able to carry out the duties more efficiently and effectively than a police officer. A professional co-ordinated police presence at community events will enhance the image of the Department. This will allow a fully trained police officer to be returned to front-line duties to deal with urgent police staffing shortages, for the significantly lesser cost of adding a civilian event co-ordinator.

b. Patrol Districts

Two clerical positions are required for the four Patrol Districts.

Until mid-2002, there were six civilian staff in the four Patrol Districts to provide administrative support for the 13 managers, approximately 50 supervisors, and 500 operational members. This was insufficient to meet the workload and one additional position was requested in the Report to Council of 2002; this was one of the requests deferred for review until the next budget year.

Since that time, in order to meet a commitment to eliminate 14 civilian positions to fund PRIME-BC, two clerical positions were eliminated from the Patrol Districts because the reduction in staff could not be accomplished within the Information Section. This has caused serious backlogs in administrative/clerical work, and required police officers to perform time-consuming clerical duties. For example, a uniformed police officer who tapes an interview has no transcribing resource. The officers must either do it themselves, or choose not to conduct a proper interview in the first place, knowing it will not be transcribed. This reduces the quality of the investigation and evidence for prosecution. At a minimum, the Operations Division requires two clerical positions to perform duties associated with internal correspondence, photocopying, transcribing tapes of interviews, and miscellaneous duties in support of the managers and operational members. Without these positions, there will be delays in providing cases to Crown Counsel and investigations will not be as comprehensive. These factors have an impact on public safety.

3. Investigation Division

The Investigation Division includes specialty investigative squads, such as Homicide, Robbery, Sexual Offence, Forensic Identification and others. In addition, the Investigation Division includes the Tactical Support Section (Gang Crime Unit, Outlaw Motorcycle Gang Unit, and Strike Force), and the Emergency Response Team. The authorized sworn strength of the Investigation Division is 241 sworn members and 22 civilian members. There are currently insufficient civilian members in the Investigation Division. This reduces the efficiency of sworn members, who must divert time and resources away from investigative work to perform clerical duties. Many civilian staff members are now performing Time Entry duties further limiting their abilities to perform other duties. The following are the civilian staffing needs identified in the Investigation Division.

a. Sexual Offence Squad

The Sexual Offence Squad requires two clerical positions to assist with data entry and transcribing of interviews. This work is currently being done by police officers and temporary help, as well as external contractors.

In the last eight years the Sexual Offence Squad has experienced a significant increase in the volume and complexity of its workload. This increased workload resulted in the necessity to add ten sworn officers to the original six from 1993 to 2000. However, there was no increase in civilian support staff until early 2002, when one temporary position was approved by Council as a full-time position.

The Sexual Offence Squad currently requires two additional civilian support positions to assist investigators in maintaining the High Risk Offender Program (HRO), Community Notification Advisory Program (CAN), and to prepare transcriptions of video and audio interviews into court-required written transcripts.

The HRO and CAN Programs are offender management programs that the Police Department is actively involved in. These programs involve the close supervision and treatment of sexual offenders on conditional release, long term supervision orders, or Peace Bonds. Police involvement is absolutely essential for the protection of the public and the reintegration of offenders into the community. The availability of support services results in a high number of offenders residing within the City of Vancouver.

Transcription of video and audio interviews has also impacted workload in the Sexual Offence Squad. In the past, transcriptions in excess of what can be handled by existing staff have been sent to an outside contractor (“Verbatim”), at a cost of approximately \$42,000 annually. However, this has now resulted in a complaint from the union involved, and it appears that it will no longer be possible to contract out

transcription work. The necessity to transcribe interviews will continue to impact workload in the Sexual Offence Squad; before charges will be approved by Crown, transcripts must be provided, which translates into Detectives spending time transcribing their own interviews because of insufficient clerical staff. This has a direct impact on service as fewer investigative hours are available in a squad where there is already considerable overtime required to keep up with the caseload.

The cost of the two positions requested will be partially offset by savings in transcription costs. However, the non-salary budget must be maintained to offset deficits in other areas arising from unanticipated costs.

Transcriptions are needed by investigators throughout the VPD. By establishing these two positions, the VPD can determine the efficacy of using a pool of staff to transcribe these interviews.

b. Vice/Drugs Section

The Vice/Drugs Section requires one clerical position to do data entry that is currently being done by police officers, at the expense of direct service delivery.

Over the last several years the Vice/Drugs Section has seen an increase in the use of computers and databases in its operations. Databases such as F.A.C.E.S. (Fight Against Child Exploitation), and D.I.S.C. (Deter and Identify Sex Trade Consumers) are valuable tools in identifying suspects and trends, as well as providing measures to help youth involved in sex trade work. These databases require extensive data entry that is currently being done by police members.

c. Major Crime Section - Homicide/Robbery

The Major Crime Section comprises the Homicide and Robbery Squads, among others. These two squads comprise thirty-six Detectives and three Sergeants, and are supported by four civilian support staff. In addition to regular secretarial duties, the civilian staff spend the majority of their time transcribing taped interviews. The workload far exceeds the capacity of the staff to keep up.

Until 2002, backlogs were partially dealt with by using temporary help; however, with increasing budget pressures, the temporary help budget has been severely limited. Not only does this reduce the ability for the Major Crime Section to have the backlog of tapes dealt with, it also means that when existing staff go on vacation, the vacancy is generally not filled for budget reasons. As a result, there is currently a backlog of over 30 tapes awaiting transcription, and this backlog is increasing. This directly affects public safety, as Crown will generally not approve charges in these very serious cases until all interviews have been transcribed. This means delays in arresting offenders where the evidence has already been gathered. (In several other

police jurisdictions examined, the complement of civilian staff is similar in investigative squads, but the Provincial Crown takes responsibility for transcribing statements, which Crown in BC have refused).

d. Criminal Intelligence Section

The Criminal Intelligence Section requires three additional civilian positions: one Technician, one Systems Administrator, and one Strategic Tactical Analyst, as described below.

In 2000 the Vancouver Police Criminal Intelligence Section (CIS) was created. This Section was made necessary by the Provincial Government's decision to eliminate the provincial Coordinated Law Enforcement Unit (CLEU), downloading many functions formerly the responsibility of CLEU. Two significant responsibilities of CIS are to provide intelligence analysis and electronic surveillance, including wiretapping, for all investigative areas of the Police Department (e.g., homicide, robbery, sexual offences, etc.).

CIS was created within the existing resources of the Department. A business case was prepared for Council that was written so as to be cost neutral with all funding – including the cost of purchasing the former CLEU building – coming from the city-funded police positions previously assigned to CLEU. There were concerns at the time that the civilian staffing would be inadequate, but a decision was made to operate CIS for a sufficient period of time to allow an informed evaluation as to the adequacy of the staff complement.

Since that time, it has become clear that although there are sufficient police investigator positions, the number of civilian analysts and technicians is inadequate, with a serious negative impact on the Police Department's ability to investigate serious and complex cases, as will be described further below.

CIS employs several different types of technical experts. They are civilian employees, but are sworn as "Special Constables" due to the nature of their work. For example, a systems administrator specializes in computer software network systems and computer servers. A technician specializes in all types of installations of covert monitoring equipment.

(i) Technician Position

When CIS was formed, it was proposed that there be two technicians for the section. To stay within the existing funding, only one technician position was created. This has been insufficient to meet the workload, and CIS requires an additional technician position.

Currently the section has one technician responsible for such functions as:

- Covert entries
- Installing audio, video, and GPS equipment
- Maintenance and installation of general surveillance equipment
- Building specialized surveillance equipment
- Training members of the Police Department to operate specialized equipment
- Ordering, purchasing and maintaining of all technical equipment
- Maintaining accreditation and certification
- Maintaining current knowledge of all relevant electronic equipment

Departments of comparable size, both in Canada and the US, have technical sections comprising two to three members. Each of these members is specialized in either locking devices and entries, or in the installation of monitoring equipment.

In CIS, there is only one technician responsible for all the technical functions summarized above. All sections within the Investigation Division, such as Homicide, Sexual Offences, Robbery, the Emergency Response Team, the Drug Section and others, use the technical services within CIS. When the one technician is away for holidays, training, or is sick, there is no one available to fill this role.

Currently, the CIS technician has six weeks' work backlogged. For example, a highly specialized piece of surveillance equipment was purchased to assist in gathering intelligence on the multiple Indo-Canadian homicides that have been occurring in the Lower Mainland. CIS has had the equipment since August 2002, but due to the workload, the technician will not be able to install it until December 2002.

The Police Department has also entered into a joint program with ICBC which involves 'Bait Cars'. Due to the existing workload, the technician has to prepare all of the vehicles at night, on overtime.

There are currently a number of cases affected by the backlog in work for the technician, including a homicide. The trickle effect is that the investigators working those cases (in some instances multiple investigators on each file) are not receiving the necessary information for them to conduct their investigations effectively and efficiently. This impact is felt throughout all sections of the Investigation Division.

In order to meet investigative requirements, CIS needs one additional technician. The work of the technician directly affects public safety and the efficiency of other investigations. Electronic surveillance, such as wiretapping, is a very powerful investigative tool and is absolutely essential for investigating offences such as organized crime-associated homicide. When the full range of technology can be brought to bear on an investigation, the duration of the investigation can be reduced, and there is a better chance of successfully resolving the case.

(ii) **System Administrator Position**

The Criminal Intelligence Section currently has one "System Administrator" and requires an additional one. This is also a civilian position with "Special Constable" sworn status. This is a highly specialized position whose responsibilities include:

- Software computer specialist
- Part VI (e.g., wiretap) installations
- Maintaining and operating a server
- Installing lines (i.e., the actual connecting of the phone lines from TELUS in the intercept room to the server, which in turn are routed to the computer terminals used by the interceptors)
- Trouble shooting (daily basis)
- Preparation of disclosure documents/CDs for Crown
- Assumes administrative responsibilities when the Part VI Co-ordinator is away, including legislatively required letters of disclosure after a wiretap has been completed

Until mid-2002, CIS contacted the Organized Crime Agency of BC (OCABC), on an emergency basis, when the CIS System Administrator was unavailable. For example, there was an instance where our System Administrator was on holidays, out of the country, during which there was a complete systems crash. OCA members had to come out to re-establish the lines. Unfortunately, due to their workload there was a delay, and because they were not familiar with our system they were unable to fix the problem and had to set up their portable system. OCA has now advised that, due to its workload, it is no longer able to assist CIS. Similarly, the RCMP is unable to assist CIS as their systems are different.

Another crucial function of the System Administrator is the preparation of disclosure documents. This is an extremely time-consuming activity. For example, one major file this year required that the System Administrator work 12 to 14 hours per day for two weeks. Another example is a disclosure document that required the System Administrator to work overtime for one month in order to complete it. While performing this function, the Administrator is unable to devote time to his other responsibilities.

The result is that when the CIS System Administrator is away, CIS is unable to comply with electronic surveillance installation requests, perform daily maintenance, prepare disclosure documents, or to respond to system problems. As with the previously discussed Technician's position, this is impacting on the efficiency and effectiveness of many areas of the Investigation Division. This translates into a negative impact on the Police Department's ability to solve serious crimes which directly affects public safety.

(iii) Strategic Tactical Analyst Position

Analysis is a process within the Intelligence Cycle that develops information into meaningful forms and patterns for use in intelligence investigations. This is achieved by:

- Identification of a problem
- Defining the scope of the analysis
- Developing indicators and hypothesis

CIS Strategic Tactical Analysts are responsible for:

- Developing crime figure and crime group profiles and assessments
- Developing target-specific briefing materials for management and operational team leaders. This type of assessment is used to assist management in establishing the direction of enforcement efforts by determining current and future trends
- Developing information and intelligence to build threat assessments
- Providing strategic analysis to develop intelligence overviews, including assessment and predications of long-term issues and trends
- Initiating complex computerized searches and creating useful reports from the intelligence gathered
- Assisting investigators in determining targets of interest and forecasting of events

The most recent example of the work conducted by a CIS analyst has been with respect to the many recent well-publicized Indo-Canadian homicides. The analyst, utilizing all of the intelligence information collected over the past eight years, was able to compile a report that conclusively linked many of the various homicides. For the first time the law enforcement agencies involved were able to get a clear picture of the scope and interrelationships of 52 homicides. For example, it was determined that some homicides were related to each other as retaliation for other homicides, or as a result of criminal activities such as drug trafficking, “drug rips,” kidnappings, money laundering, fraud, and extortion. Without the work of the strategic analyst, it would be impossible to provide a strategic plan for senior management.

Another example that illustrates the importance of having a strategic tactical analyst involved at the onset of serious investigations has to do with a current financial crime investigation. The file the investigators are working on is expected to last several years with hundreds of thousands of exhibits. An analyst is required to organize all of the information into a package that can be used by the investigators as they work their way through the investigation.

The two existing CIS analysts are both now involved extensively with the two cases described above making the need for an additional analyst position particularly urgent. This is particularly important because there are no strategic tactical analysts in any other squad in the Major Crime Section (e.g., Homicide, Robbery, etc.), or in other Sections in the Investigation Division, which would make use of this resource in CIS.

It is important that there are sufficient strategic tactical analysts available to ensure senior managers are able to direct resources to specific problems, and to assist investigators in efficiently conducting their investigations. The work of the analysts directly impacts on the Police Department's ability to address serious public safety issues, such as the multiple Indo-Canadian killings occurring in the Lower Mainland.

The technician, system administrator, and strategic tactical analyst positions requested are all extremely important to the work of the Criminal Intelligence Section, and to many other sections in the Investigation Division of the Police Department. These positions will directly impact on the ability of the Police Department to address serious and complex crimes that affect public safety.

4. Support Services Division

The majority of civilian employees in the Police Department, approximately 164, work in the Support Services Division. This Division encompasses nine Sections, including Facilities; Fleet Services; Finance (including Property & Stores); Training and Recruiting; Human Resources; Information Management; Information Technology; and Services Liaison.

a. Information Management Section

The largest concentration by far of civilian staff in the Police Department is in the Information Management Section, which, because of the incredible change resulting from the implementation of PRIME-BC, has been placed under the most pressure.

The following information details only the most urgent staff needs to adequately support operational members by effective and efficient information management, and will conclude with a recommendation for an in-depth independent study to examine civilian staffing needs in the Information Management Section.

(i) Archive Unit

In 1994, Council approved two temporary clerical positions for two years to develop and maintain an administrative classification system and an archives unit, so that the Police Department could comply with the then-new Freedom of Information and Protection of Privacy Act (FOIPPA). Although it was envisioned this would be a

two-year project, it became apparent that it was a major undertaking to manage these files and archival materials. The project was extended indefinitely. Due to an administrative oversight, permanent funding for the two positions was not sought and they have been funded using the temporary help budget since the two-year funding expired.

Prior to the creation of the Archive Unit, investigators had no designated location to store concluded files. The result was that files were saved in desks, file cabinets, lockers or at home. In many cases files were misplaced, lost, or destroyed due to a lack of a file storage system for anything but official police reports (i.e., Reports to Crown Counsel).

Since 1994, the Archives Unit has completely reorganized the storage of files. It has collected, catalogued/indexed all "working files" (i.e., all notes, documents that are not included in the official police report) of investigative members (e.g., homicide, robbery, fraud, etc.), including tapes, videos, microfilms and other records, as set out in offence retention schedules the Police Department must adhere to. As well, it has collected and organized all administrative files. The Unit tracks and indexes administrative and operational historical files, arranges on-site storage, and works with the City records management system for off-site storage. Files are now easily retrievable for investigations, court, or FOI purposes. The Archives Unit also has responsibility for the eventual destruction of purged records. This includes maintaining both the onsite and off site shredding program to comply with the mandatory security destruction policies. These staff members are also responsible for supervising the volunteers that perform the on site shredding.

The Police Department cannot comply with FOI requirements, ensure that operational and administrative files will be properly archived, and continue with the recycling programs without the ongoing management currently provided by the Archives Unit.

The savings in the temporary staff budget will completely offset the required funding for two permanent full time positions.

(ii) PRIME-BC

PRIME was implemented as the Vancouver Police Department's Records Management System (RMS) in March of 2001. PRIME will eventually be implemented in police agencies throughout British Columbia, and the Police Act will be modified to mandate a common Records Management System for all agencies within BC. With this comes the responsibility for maintaining the integrity of the system, implementing the standards set by the PRIME Board, and implementing a Provincially directed audit program.

Prior to implementation, there were specialists in various areas of the Information Management Section: quality control (9 FTE) data entry/Justin operators (16 FTE) and CPIC operators (9 FTE). Post-implementation, there are 32 generalists who transcribe data from the mobile environment to the RMS, complete the quality control, review the record for statistical compliance, complete the CPIC entries and maintain the master name and master vehicle indexes.

A KPMG study conducted in 1997 predicted that, with a truly integrated Justice system, there would be economies realized through a reduction in data entry staff created by the implementation of PRIME.² When PRIME was proposed, this study, in conjunction with what had occurred in other police agencies, was used to determine that the Vancouver Police Department could reduce its civilian staff by fourteen positions in the Information Management Section. E-Comm levies the VPD \$575,624 annually to cover startup capital and annual licence and maintenance costs. The VPD proposed to meet this annual cost through the reduction of 14 civilian positions related to the elimination of data entry and other tasks associated with the legacy RMS, as set out in the KPMG study. In 2001 and 2002, the VPD eliminated seven positions on a staged basis, but has been unable to identify further civilian positions that can be eliminated, especially because of existing shortages in many areas.

There are several reasons why it has not been possible to eliminate more than seven positions after the implementation of PRIME. For example, what was not known at the time that the decision was made to reduce staff was the level of integration that could be achieved, how the current resources were deployed or who would manage the 'system.' It should also be noted that the agencies that were able to reduce staff had a much higher civilian to sworn ratio than the Vancouver Police Department. For example, the Ottawa Carleton police had one civilian position for every 2.5 police officers, and the London Police Service had one civilian for every 2.7 police officers. In contrast, the Vancouver Police Department has one civilian for every 5 police officers, less than half of the civilian complement of the other police departments that implemented PRIME (2001 figures).

In addition, a number of other critical factors had not been identified, the greatest being the requirement to staff the Information Section 24 hours a day to transfer data from the mobile environment into the RMS. Reducing the hours of service from 24 X 7 will severely reduce the functionality of the PRIME system. For example, if a police officer submits a report into PRIME BC and it does not go through a quality control process, the information available to police officers may be useless. In addition, if there are multiple officers involved in the same incident, until the primary officer's report is electronically processed by Information Section civilian staff, then no other officer is able to submit any information on that incident. In short, with the

²Robinson, Ruth et al, *Information Section Reengineering Project Summary Report* (p. 32). September 10, 1998

adoption of the electronic report system in PRIME BC and the elimination of the system of manually submitting hand-written reports, it is absolutely imperative to have clerical staff working 24 hours per day.

Another important factor to consider is the need to satisfy Statistics Canada's requirements to correctly code reports. The Canadian Centre for Justice Statistics has legally binding requirements that the offences be classified correctly. When the quality control is not conducted, statistics are potentially not captured accurately. But because of staff shortages, the quality control queue (minimum of 9,999 reports) has been "dumped" into the RMS without quality control taking place at least two times, and possibly more. This would mean that more than 20,000 files have not been quality controlled as needed. Once reports leave the Quality Control queue and are placed into the RMS, retrieving them to be quality controlled at a later time can be a very labour intensive process.

The implementation of PRIME has been described as the biggest change in policing since the introduction of radios in police vehicles. Police officers who had never used computers in their reporting were required to file their reports electronically in an unfamiliar technological environment. Further, the Department had numerous stand-alone databases that did not talk to each other, and statistical reporting did not reflect the true picture of policing in Vancouver. The entire business process had to be examined before implementation.

Several other factors have impacted on the Police Department's ability to eliminate the entire 14 positions that KPMG predicted could be eliminated. For example, the Information Management Section implemented a civilianization project involving the Public Service Counter at 312 Main Street. Seven IMS positions were re-deployed during 1998 and 1999 and they replaced 12 police officers that previously staffed the service counter. Using seven civilian positions to replace 12 police officers (there were other duties reallocated plus a reduction in service hours from 7 x 24 x 365) created both a service increase (seven police officers became operational) and staff savings (five police positions were eliminated). Unfortunately, the transfer of these seven positions made it harder to find more staff offsets. This will be further explained below.

In 1999, one IMS position was allocated to the IT Section because of an urgent need for a help desk support technician.

The interface to the provincial JUSTIN system has not been delivered. JUSTIN is the provincial court prosecution system and it facilitates the electronic creation and use of Crown Counsel (arrest) reports, and also records dispositions/sentences. The VPD's commitment to eliminate many of the records positions was predicated on the Province fulfilling its commitment to implement a two-way JUSTIN interface.

Consequently, staff time is required to bridge the incompatibilities of the two systems. The first part of this interface is was expected to be implemented in November 2002.

The transition of the Vancouver Jail to the Province resulted in a new need for prisoner data entry work that was not anticipated in the original business case. The Provincial Corrections Service insists that it use its internal Jail Lockup Management System and the workload of four FTE positions in the VPD is needed to handle this work.

Introduction of the Criminal Court Administration rules in 2000 have created more demands on the IMS due to tighter deadlines, and more demands from Crown Counsel and court administration.

The VPD created an Internet reporting service, which is growing in popularity. This means that VPD IMS staff now process many reports that were previously handled by E-Comm call takers. This equates to one FTE.

The issues identified above have made it difficult for VPD to find the additional seven positions needed to fund PRIME BC on an on-going basis. Further, with the loss of eight IMS positions due to the reallocation of staff to the newly civilianized Public Service Counter (PSC) and one position in the IT Section, the potential surplus positions that existed in the IMS were taken out of the Section before the PRIME implementation. These internal changes should have been reported to Council at the time. However, as stated, the seven positions transferred to the PSC freed up 12 police positions relieving the shortage in sworn staffing levels. Unfortunately, in November 1999, five of these twelve freed up positions, plus another 10 police positions, were eliminated in the 1999 budget reduction plan to save \$1.2 million.

The upgrade to a new RMS was a necessity due to aging systems and the need for police agencies to share information. Even if there were no staff offsets, the VPD still would have had to approach Council to fund an upgrade of this fundamental policing infrastructure component since it had reached the end of its useful life. A functional RMS is essential to policing.

Seven funded positions and three temporary full time positions have been eliminated during the past year. In order to maintain the current level of service, the Police Department cannot further reduce civilian staff in the IMS. The integrity of the RMS is in jeopardy if there are not sufficient resources to maintain it. The consequences of failing to properly staff it would be significant: failure to meet legislated statistical responsibilities, failure to identify known offenders, the potential for false arrest, failure to meet FOI requirements, and the potential release of false information.

The ongoing funding required to maintain the seven positions necessary in the Information Management Section is approximately \$306,270. As a result of

information from the Province, the Police Department was previously hopeful that PRIME-designated funding would cover this shortfall in the Police budget, but this did not occur. There is still, however, a realistic prospect that the E-COMM levy paid by the City for PRIME will be reduced to reflect the resources committed by Vancouver to pilot and implement PRIME in the Vancouver Police Department. This will be a direct savings to the City of Vancouver. In the meantime, the Police Department needs to have the PRIME funding restored to its budget in order that it can continue to provide support necessary to keep this new technology functional.

(iii) PRIME Administration

To properly administer the PRIME system, two System Administrator positions are required.

Under the PRIME-BC model it was originally expected that system maintenance would be the responsibility of E-Comm. This has not proven to be the case and each agency must maintain its own system. The functions can be divided into two areas: Court/CPIC administration and RMS/CAD/Property administration, each requiring a System Administrator.

Common functions include maintaining operational tables (over 100 agency specific tables), maintaining member/organizational transfers and security profiles, identifying training requirements and delivering training specific to the users' needs. Maintaining only the member transfers and profiles is a full time job.

Separately, they will liaise with internal and external partners in their area of expertise.

Court/CPIC Administrator Position

This position is necessary for the effective functioning of PRIME and other integrated systems. Reporting to the Information Manager, the primary responsibilities of this position involve administration of all aspects of the Court Assist and CPIC functionality of the PRIME Records Management System.

This person will:

1. Develop and test agency specific procedures and policies in compliance with Provincial standards
2. Establish audit criteria and oversee audit functions
3. Liaise with Justin and Prime partners in the development of interface requirements between the two systems
4. Liaise with Courts on developing common practices (Federal, Supreme, Provincial and Youth Courts)

5. Liaise with E-Comm on developing common standards
6. Trouble shoot technical and procedural problems
7. Develop and maintain tables and templates within the Prime system
8. Implement annual upgrades (includes reviewing new requirements, writing procedural changes and delivering training)

Records/CAD/Property Administrator Position

This position is necessary to meet federal standards regarding police data. Reporting to the Information Manager, the primary responsibilities of this position involve administration of all aspects of electronic file maintenance.

This person will:

1. Ensure CCJS standards are applied to VPD records
2. Ensure electronic reports are in compliance with Department policies and procedures
3. Maintain routing
4. Maintain CAD user profiles
5. Maintain LEIP access
6. Maintain private/invisible file logs
7. Develop audit standards and oversee routine audits
8. Liaise with PRIME partners in the development of provincial standards
9. Liaise with E-Comm on the development of common standards for recording complaints

(iv) PRIME-BC 2003

When PRIME-BC is legislated Provincially, under the Police Act, in the spring sitting of the Legislature, additional positions will be required to maintain the programs outlined in the Governance Model. Specifically, this will include setting up an Audit Team for:

1. UCR Quality Assurance
2. Master Name Index Verification/Known Offender Verification
3. LEIP Quality Assurance
4. CPIC Quality Assurance
5. Criminal Record Act compliance

As stated earlier, the Information Management Section is a highly complex area that is crucial to supporting effective law enforcement, but has been severely hampered by a lack of adequate staffing. The staffing requests for the Information Section detailed earlier, if approved by Council, will only deal with the most urgent of the staffing shortages. The new responsibilities summarized above that will come into

effect in 2003 will further exacerbate this problem. As a result, the Police Department is requesting that Council direct an independent study of staffing needs in the Information Management Section of the Vancouver Police Department, funding to be provided by the City, and the scope of the study to be developed jointly by City of Vancouver and Police Department staff (as has already occurred for the Police Department's Information Technology and Fleet Sections).

b. Freedom of Information and Privacy Unit

In 1994, the Information and Privacy Unit was created to comply with the new provincial Freedom of Information and Privacy Act. The Unit was initially staffed by a police officer with a law degree who was later replaced with a civilian lawyer/co-ordinator once the office was well established. Council approved the co-ordinator's position and a clerical support position, as well as replacing the Sergeant position with a Constable/Analyst position, and increased the budget accordingly.

In 1994, there were 70 FOI requests to the Unit. By 1995, the legislation was well established and there were 335 requests. By 1997, there were 1,041 requests and the Unit had reached its capacity to respond within the 30-day time requirement. In 1997, a second clerical position was added to the Unit to manage the increasing number of requests. In 1997 the co-ordinator requested an additional Constable/Analyst position, but this could not be accommodated within existing strength and no request was made to Council. Since then, the FOI requests have continued to steadily increase, reaching 1,824 in 2001. As of October 28, 2002, the Unit had already received 1,810 requests and will obviously surpass the previous year's total, as has been the pattern since the FOI legislation came into effect.

The table below depicts the staffing history and request levels since the inception of the Information and Privacy Unit in 1994. The request level denotes the number of files received by the Unit each year. Files may vary from one or two pages up to several hundred or even thousands of pages. This factor alone may cause considerable workload increases and is an unpredictable variable.

Year	Staffing	Request Level
1994	1 Sergeant; 1 Constable; 1 Clerk	70
1995	1 Sergeant; 1 Constable; 1 Clerk (December 1995 - Sergeant position replaced by civilian manager)	335
1996	1 Manager; 1 Constable; 1 Clerk	636
1997	1 Manager; 1 Constable; 2 Clerks	1041
1998	1 Manager; 1 Constable; 2 Clerks	1440
1999	1 Manager; 1 Constable; 2 Clerks	1413
2000	1 Manager; 1 Constable; 2 Clerks	1527
2001	1 Manager; 1 Constable; 2 Clerks	1824
2002	1 Manager; 1 Constable; 2 Clerks	1810 (as of Oct 28, 2002)

The staffing needs of the Information and Privacy Unit are basically in direct correlation to the increased request level. Some of the FOI requests can be attributed to increased public education and awareness in regards to the *Freedom of Information and Protection of Privacy Act*, and yet another portion is due to the ongoing information sharing agreements being implemented between the VPD and other government agencies. These agreements can cause high percentage increases in workload, depending on the type of information requested and the frequency of requests.

The Freedom of Information and Privacy Unit has reached its saturation point and requires one additional clerical position. Each clerk can properly process approximately 650 requests per year but are now far exceeding that. An additional clerical position will allow the FOI unit to meet its legislatively imposed requirements to respond to FOI requests within the maximum allowable time frame.

c. Human Resources Section

The Human Resources Section of the Vancouver Police Department has been highly successful in implementing several programs designed to improve performance and

reduce time loss due to illness and injury. For example, the Police Department's attendance management program has contributed to an exceptional rate of attendance. The average days lost to sick time for police officers in 2001 was 27% lower than the average for all city employees (including police), 45% lower than the City department with the highest sick usage, and was significantly lower than all City departments involving outside or shift work.

Another area in which the Police Department has achieved remarkable success is in its management of time lost to injury (WCB). For example, since WCB separated independent police departments from the funding cities for the purposes of WCB premiums, police departments are being charged \$1.69 per \$100 of payroll, compared to the \$2.84 per \$100 of payroll for all City departments other than police. Since the Vancouver Police Department is about five times larger than any other municipal police department in BC, its successes are the driver behind this excellent rate. In fact, the WCB has formally recognized that the Vancouver Police Department is doing better than any other municipal police department. To continue this successful program, the Human Resources Section requires a full time Assistant Safety & Health Co-ordinator, as described below.

(i) Assistant Safety & Health Co-ordinator Position

This position is required to meet WCB legislation, is supported by the Manager of Employee Health and Safety for the City of Vancouver, and the cost will be completely offset by a reduction in temporary funding.

The Province of British Columbia requires every provincially regulated employer to comply with WCB legislation and Regulations. In May 2002, the City of Vancouver made a commitment to improving its regulatory compliance and reducing workplace injury. This commitment is due to the City of Vancouver being designated a "focus firm" by the Workers' Compensation Board. The Vancouver Police Department is also committed to these efforts. All members of the Corporate Management Team, including our previous Chief Constable, signed off on the Compliance Plan document.

The Departmental Safety & Health Office has made great strides in our efforts to improve our Department's regulatory compliance and reduce our workplace injuries. Our time loss injury claims have been reduced by 33% over the last year. Our ability to deal with emerging issues as well as planned changes and subjects is crucial to the continued success of the Safety & Health Office. The only way to achieve this goal is by ensuring that this office is manned by dedicated individuals who have been trained to deal with Safety & Health topics.

Since mid-2000, an Assistant Safety & Health Co-ordinator position has been filled on a temporary full time basis. This position has made it possible to write, implement and co-ordinate several programs. These include the Ergonomics Program, the First

Aid Program and the Hearing Conservation Program, as well as streamlining procedures with our Occupational Safety & Health Committee and the Infectious Diseases/Blood Borne Pathogens program and assisting with the Respirator Program and the required fit testing.

The programs summarized above have helped to increase awareness, in both management and employees, of the importance of the overall health and safety of our entire Department. It has made many employees more comfortable raising safety issues and/or health concerns and made a positive impact on the morale of many of our members.

Once programs have been written and implemented they must be maintained daily and reviewed yearly to ensure that we are meeting legislative requirements as well as emerging membership needs. Legislative and regulatory requirements are constantly changing. Those changes and the many changes that take place within our organization affect how we conduct business with the WCB and how we treat our membership.

The Assistant Safety & Health Co-ordinator position co-ordinates the First Aid Program and the Hearing Conservation Program. It takes care of 95% of our in-house ergonomics assessments and deals with all temporary measures and small item ergonomic issues as well as the implementation of both minor and major ergonomic upgrades. The position incumbent deals with many emergent issues and also assists with respirator fit testing. Duties of the position include working in the Police Department as a Level 2 Certified First Aid Attendant and a Certified Industrial Audiometrist, and allowing the Assistant Co-ordinator to take on WCB-mandated first aid duties and give hearing tests. The Assistant Co-ordinator created and maintains the Safety & Health website on the Intranet, and also maintains the first aid web site. The Assistant Safety & Health Co-ordinator also acts as the recording secretary for the Departmental OS&H Committee and co-ordinates all training and information for that committee.

This office is in a position to make additional positive changes in programs currently in effect as well as working towards the Department's total compliance in several areas still required by WCB legislation. These issues include Workplace Violence, Workplace Inspections, and Accident Investigations, to name but three.

The Assistant Safety & Health Co-ordinator's position has played a major role in the successes achieved by our Departmental Safety & Health Office. The time commitments involved in the Safety & Health program are significant. This position has allowed us to take a more pro-active approach to Safety and Health and made it possible to deal with issues before they become an emergency.

Our ability to deal with these issues in such a satisfactory manner has built credibility with the WCB Inspectors that we deal with and has ensured that we have achieved a leadership role in the City of Vancouver. This has placed us in a unique position and saved this Department and the City of Vancouver many problems over the two years that the incumbent has filled this temporary position.

Converting this temporary position to a permanent one is fully supported by Catherine Deslauriers, Manager of Employee Health and Safety for the City of Vancouver. In a memo dated May 13, 2002, she stated: "Given the complexity of occupational health and safety issues and the amount of work that has to be done to implement and maintain programs, it is critical that the VPD Safety and Health Co-ordinator has an assistant to share the workload. Since the City's success depends on the results achieved in each department I fully support the role of Safety and Health Assistant Co-ordinator."

(ii) **Business Analyst Position**

This position was created in November 2000 on a temporary basis (partially funded by a vacant "Secretary to the DCC" position) with the understanding it would become a regular full-time exempt position.

Historically, this position has served as the principal link between Finance and HR, providing advice on business practice, analysis, process and training.

The purpose of the position is to:

- Provide analysis, solutions, design and implementation of HR business systems
- Provide white papers, business cases, policy proposals on HR-related and HR/Finance-related issues
- Provide guidelines, recommendations and audit of organizational management issues in SAP
- Provide business experience and insight to ideas and projects, broad and specific
- Provide leadership and direction on SAP initiatives and other HR-related projects

Some of the tasks and duties of the position currently are:

- Manage SAP HR Enhancement program with the City of Vancouver i.e. the development of Performance Management, Qualifications Catalogue and Training/Events for the Vancouver Police Department as "pilot project" for the City of Vancouver

- SAP Organizational Management for the Vancouver Police Department – SAP Liaison person for the VPD, principal HR/Finance SAP advisor – VPD representative on SAP Security Committee-VPD representative on SAP Organizational Management Team with Budget Office and COV HR
- Policy development for HR
- Electronification of EPS Transfers and Assignments
- Business, Administrative resource for HR and other Sections
- A variety of tasks and duties, both HR and Finance related

An electronic performance management program is crucial to making performance management a reality in the Vancouver Police Department. It directly supports the initiatives of the last five years. This program, properly administered, will reduce absenteeism, will reduce litigation, and will reduce the number of members requiring development.

The insight and experience provided by the HR Business Analyst has been essential in the liaison between various Human Resources and Finance staff for such issues as transfers and assignments, cost centre distribution and in the development of our reclassification process for civilians, to mention only few areas of direct and indirect activity.

The Police Department is seeking Council's authorization to eliminate one Clerk Typist III position, and to create a Business Analyst position, using the funding from the CT III position as a partial offset for the new position.

(iii) Funding for Security Clearances (contract basis)

During 2001 and 2002, the Police Department conducted reviews of many issues related to the security of police operations, personnel, electronically stored information, and other assets. Of the key vulnerabilities identified is in the process for hiring civilian staff. Sworn police officers go through an extremely rigorous process of interviews, background checks, extensive reference interviews, and a polygraph examination before they are hired. However, most civilian staff are hired with only a basic criminal records check and the level of reference checking typical of non-police employers. The vulnerability is created because civilian staff have access to most of the same information that police officers have. They work in every area of the Police Department and, through normal work-related discussions, are exposed to the most sensitive ongoing investigations, simply by sharing the workspace, and having access to various records necessary for them to perform their duties.

Other police agencies have recognized the vulnerability this situation creates, and have transitioned to a system of security checks for civilians similar to that imposed for hiring of sworn officers. In one case, one police agency that commenced

enhanced security clearances for civilians noted that the failure rate for prospective civilian hires increased to 40 percent (a very small percentage of the VPD's civilian hires are eliminated during current background searches). This is a compelling indicator of how important it is to conduct thorough screening of all prospective employees in the Police Department.

Background checks for sworn personnel are conducted by detectives in the Recruiting Unit. With attrition escalating, the Recruiting Unit is working at maximum capacity now to conduct the checks necessary before new police officers are hired. Even with investigators temporarily on loan from other areas, the Recruiting Unit has had to resort to using overtime to meet the demand. Therefore, the Police Department is proposing to contract out the security checks of prospective civilian employees. While this is not the preferred solution, it is far more economical than paying overtime for existing staff. For the estimated 60 clearances projected for civilian hires in 2003, contract funding in the amount of \$14,400 is required in 2003, and then annually.

d. Training and Recruiting Section

The Training and Recruiting Section is increasingly under pressure to deliver a wide variety of training because of public demands (e.g., dealing with the mentally ill), legal issues, and an increase in new hires. An additional clerical position is urgently required to free up police trainers from clerical duties and provide more time for direct training duties.

The Training and Recruiting Section is responsible for recruiting new members to address an escalating attrition rate, and to provide all in-service training requirements. Recruiting is becoming increasingly difficult, with demographic realities causing increasing vacancies, but a decreasing pool of suitable candidates. The increased training requirements have increased not only the workload for the training officers, but also for administrative support staff. There is a single clerical position in the Education and Training Unit (responsible for all in-service education), and no clerical support for the seven-member Force Options Training Unit, which is responsible for all firearms and use of force training. There is an urgent need for clerical support in the Force Options Training Unit, for the following functions:

- To assist with the preparation of memos, lesson plans, reports and correspondence for the seven members of the Unit
- To act as a receptionist for the large volume of telephone inquiries, as well as walk-in traffic, particularly when the Firearms Training Staff are off-site at the outdoor range
- To coordinate the bookings for the classroom, gymnasium, and outdoor range
- To schedule, notify and monitor the attendance of all members for all Force Options training sessions

- To schedule and notify instructors for training sessions
- To perform data entry for all Force Options training sessions including firearms OC spray, ASP baton, and vascular neck restraint (data entry is currently being done by sworn police officers, reducing their availability for training)
- To notify members when re-certification is required
- To file documents and correspondence
- To schedule, coordinate and collect fees for increment training courses offered by the Force Options Training Unit
- To provide clerical support for payment of bills, acquisition of equipment and supplies, maintenance of inventory records, and SAP data entry

e. Financial Services Section

Financial Services' mandate is to provide financial leadership to the organization to ensure: the effective and efficient management and stewardship of resources; support for organizational priorities, goals and objectives; organization-wide fiscal accountability; support for organizational decision-making through the provision of financial information; and assistance to the Police Board in meeting its fiduciary responsibilities.

Responsibility for the financial management of the VPD's \$132 million net budget represents approximately 20% of the City's overall budget, and is accomplished with a staffing complement of 15 FTE (1 Temporary and 14 Regular). These 15 FTEs provide financial planning, financial management and reporting, accounting services, payroll, budgeting, accounts payable, and accounts receivable services to the organization.

Until recently, the Finance Section's primary focus was on the day-to-day financial needs of the Department that included payroll, accounts payable, accounts receivable and budget preparation. As a result of this focus, the Department is now facing significant challenges in developing an adequate financial framework to meet its long-term financial requirements. The Section's mandate has been enhanced in recognition of the need for long-term financial planning, policy development and improved fiscal management. Current staffing levels are only able to address the Department's historical focus. Because the development and maintenance of the financial framework will continue to demand a significant portion of the time and energy of the senior departmental financial staff, additional resources are required.

(i) Accounting Supervisor

Current demands leave little time for the Manager and/or Assistant Manager to provide daily supervision and direction for the financial staff, or to provide adequate financial information to the organization. Inadequate staffing levels have prevented

Finance from achieving adequate segregation of duties, an important and necessary internal control. Recent COV internal audit recommendations state this must be rectified as soon as possible.

As a result, the Financial Services Section is requesting the addition of an Accounting Supervisor for the day-to-day supervision of the accounting staff. This supervision will include the routine review and approval of accounting entries, establishing and monitoring weekly, monthly and annual routines, establishing and enforcing accounting procedural guidelines for accounts receivable, accounts payable, purchasing and general accounting transactions. Where inadequate segregation of duties exist, the Accounting Supervisor will be expected to sign off or authorize the validity of those transactions.

The Accounting Supervisor will also act as primary information resource for the VPD by responding to queries for financial information, assisting staff in defining their information requirements and supporting staff in the use of SAP to satisfy their information needs. Access to information is a prerequisite to effective management and the Accounting Supervisor will play a key role in ensuring that VPD Managers (civilian and sworn) have access to the financial information they require for the proper performance of their financial duties.

(ii) Three Time Entry Clerk positions

Items noted in italics are quotes from the December 19, 2001 COV Internal Audit Report – Payroll – Time Entry Function

"Before implementation of SAP, the time entry function was initially very centralized. The employees signed an attendance book or prepared time sheets. Time clerks completed manual data input sheets and their supervisors approved them. These input time sheets were then sent to data entry that was part of the IT department where they were entered and verified. Eventually, the City began to introduce on-line data input for time entry. By 1996, approximately 80% of the City's payroll was done by on-line time entry and approximately 20% of the time entry was done by the payroll department. The SAP/HR/Payroll system was introduced in June of 1999. After the introduction of this system, 100% of time entered into the payroll system was being done by time entry clerks throughout the City."

The implementation of SAP changed time entry from a centralized function at City Hall to one distributed across the various Departments and Boards. With the transfer of responsibility from the COV to VPD, the time entry function was to be provided from within existing resources. Responsibility for time entry was added to several existing clerical positions (approximately 27) at 312 Main and 5 East 8th. At 2120 Cambie, civilian staffing levels were inadequate to absorb the additional time entry duties and this resulted in the creation of three (3) dedicated temporary full-time

positions. Existing funding from vacation and sick replacement budgets were utilized. (In 2002, Council approved these 3 positions for regularization without additional funding provided.)

"The time entry clerk enters the time recorded into the CATS/SAP system. This data is then transmitted to the SAP payroll module where it will undergo some limited verification processes and then be processed as part of the payroll. The payroll department relies on the input provided to them by the Time Entry clerks."

Without accurate time entry, incorrect payroll processing can occur. The time entry function is critical to an effective payroll process. For the VPD payroll, we estimate it takes a minimum of 6 months in a full-time time entry capacity to understand the various collective agreements and have a good working knowledge of SAP. Clearly, for staff performing this on a part-time basis, the learning curve is much greater. It is also not practical to provide extensive training to staff members who may only be filling in on a temporary basis.

The availability of training for time entry is limited and sporadic. This creates a challenge to maintain continuity of service. Staff must be replaced for annual leaves, sick leave, training, etc. and the VPD cannot practically maintain a pool of trained and available time entry staff. In some cases, time entry is either added to the full-time staff's workload at 2120 Cambie or an inexperienced staff member is made responsible. The greatest challenge for the VPD's Payroll Supervisor is keeping these positions staffed leaving little time to monitor performance.

"Since the introduction of SAP, there has been some consolidation of the time entry function within the City. Both the Police and Engineering departments have been reducing the number of locations entering their own time by having employees complete time sheets and having them entered into CATS/SAP by full-time time entry clerks at head quarters."

"By consolidating the time entry function, it will reduce the number of employees who need to be trained to perform the function and could improve the consistency of time being entered into the payroll system. Consolidation would also reduce the number of employees who are entering their own time into the payroll system."

Recommendation F.5.1

The Director of Financial Services, in consultation with the Director of Business Support should work with managers of the various business units to develop consolidation plans for the time entry function within their business units where it is practical and beneficial by June 2002.

The VPD has determined that centralization is necessary. To achieve this, 3 additional FTE Time Entry Clerks are required to augment the current complement at 2120 Cambie, at an additional annualized cost of approximately \$130,000. The 27 positions performing time entry duties at 312 Main and 5 East 8th would then have the ability to concentrate on their core responsibilities, some of which had to be set aside. This centralization would also provide the benefit of allowing 27 SAP licences to be redistributed to staff requiring access to SAP. Additional SAP licenses cost \$5,000 each, therefore redistribution of existing licenses is economical, saving \$135,000 in additional costs.

A cursory review of time entry errors indicated that overpayments occur most frequently, and are of a larger magnitude, when part-time staff were responsible for time entry. A recent test of statutory holiday time entry was conducted and it was determined that overpayment errors originating from Time Entry staff at the non-centralized location approximated \$80,000 for the three stat days. Overtime time entry errors are another major area of concern. With all Time Entry staff centralized at 2120 Cambie, and housed together with payroll staff, we believe a greater degree of accuracy will bring about significant ongoing savings that will justify the additional staffing costs.

f. Financial Services Section (Stores)

A Stores Supervisor position is required in Police Stores. For the last two years, this position has been funded on a contract basis from the temporary staff budget in order to assess the necessity for this role within the Stores function. It was determined in 2002, that this position should be made permanent to ensure the effective and efficient functioning of Police Stores. This position was 1 of 31 requests unfunded in 2002.

There is a continued demonstrated need for this position to:

- Maintain effective communication with Recruiting, VPOA, VPU, and the Executive Committee to ensure that Stores can meet uniform and equipment expectations
- Communicate Stores' requirements to ensure members are advised of process and procedures related to the issuance of equipment and uniforms
- Monitor the VPD's uniform and equipment budgets and provide accurate projections for future needs
- Establish effective and efficient methods to seek members' input on the quality of service provided by Stores
- Provide ongoing training to Stores Staff
- Attend the Uniform Committee meetings to ensure uniform needs and requests are met by Stores in an effective and efficient manner
- Administer uniform contracts

- Liaise with Corporate Purchasing to ensure the Police Department purchases the best product at the best possible price
- Develop and maintain standard uniform issue lists for recruits, officers, specialty squad members, etc., to be used as a planning tool for financial planning and budgets
- Ensure Stores staff maintain excellent customer service
- Ensure Stores policies and procedures are developed and maintained
- Develop and maintain sound inventory management practices by the Stores staff and
- Provide supervision and guidance to the Stores staff

Stores has not been able to provide an acceptable level of customer service largely due to inadequate staffing levels. The addition of the Stores Supervisor will provide an additional FTE that can aid in back-filling as required, but more importantly, provide leadership in the setting of sound inventory management and purchasing practices.

g. Facilities Section

(i) Clerk/Typist III

The Police Department is at the early stages of planning a new, purpose-built facility. This is a very important and expensive project, and requires administrative and clerical assistance to the current facilities manager to ensure success.

The Facilities Section has been managed by a civilian manager since 2000. With the acquisition of 2120 Cambie Street and 5 East 8th Avenue, the Department's space inventory has increased by almost 52% within six years. Professional facilities management is key to providing control, as well as efficient and reasonable working environments. It is important that space be managed and programmed to suit the needs of the operation and staff. The requirement for ongoing day-to-day operational support is needed to take on the details of daily routine management and administrative support.

In 1993, it was recognized and directed by City Council that it was necessary that the Police Department begin planning its future facility requirements. That planning has now begun. This process is extensive and lengthy. In order to make the most of planning and design to ultimately acquire the best possible facility, professional building management and planning knowledge is a requirement. Proper analysis will mitigate the negative impact of external influences, such as the requirements for evidence storage imposed by the new DNA legislation, the loss of training facilities such as the Barnet firearms range, and rapid technological changes that influence facilities needs.

The Facilities Manager currently has no administrative support, which results in an inefficient use of her time when clerical work is required. As a result of the workload issues described above, there is an immediate need for an administrative support position, particularly with the increasing correspondence and reports associated with the planning for a new facility, and the transition planning for the current facilities. Without this administrative support, current facility needs cannot be dealt with in a timely fashion. As well, there are many issues that should be done to improve efficiencies and working conditions that cannot be done due to the Facilities Manager's time constraints. Because of the level of deterioration of some police facilities, particularly the 312 Main Street building which is 50 years old, the lack of timely response to maintenance issues does have a significant impact on morale.

(ii) Commissionaire at 312 Main Street - Night Shift

A commissionaire is required during the night-time (12) hours seven days a week at 312 Main Street for security and first aid purposes.

The police building at 312 Main is in the heart of the downtown eastside. Many civilian employees, most of them female, work in this building, concentrated in the Information Section. Staff must be here 24 hours a day, seven days a week, in order to process PRIME reports submitted electronically by police officers, among other duties. There are many police officers in the building at 312 Main during the daytime because the building houses a number of detective squads. However, these squads generally do not work during the night. Because the Operations Division (patrol and traffic officers, for example) is housed at 2120 Cambie Street, those officers working the night shifts have only an occasional need to attend 312 Main. With the civilianization/elimination of round-the-clock police officers at the Public Service Counter at 312 Main, there is no constant police presence in the building. The result has been a number of incidents where violent individuals have broken into the building during the night and posed a threat to female civilian employees.

The Police Department will have a new card access system in place in 2003, and will be making a request for supplementary capital to install CCTV systems in all three main police buildings. However, even with these improvements, 312 Main requires a security presence at night to ensure the safety of staff on site and the integrity of police operations. In addition, by having this security person first aid-qualified, the Police Department is able to meet its WCB-mandated obligation to have a first aid attendant on location for all work sites.

Total cost for a commissionaire 12 hours X 365 days per year is approximately \$75,000.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications involved in this report.

SOCIAL IMPLICATIONS

The citizens of Vancouver have consistently expressed their view, through a variety of mechanisms such as City-funded polls and surveys, that policing and public safety hold a very high priority. All of the civilian positions requested impact directly or indirectly on public safety. Further, several positions, such as those requested for the Sexual Offence Squad, for example, directly impact on the level of service that can be provided to women and children when they are the victims of abuse. The civilian positions requested in this report are necessary to provide an adequate level of police service to the citizens of Vancouver.

PERSONNEL IMPLICATIONS

The Teamsters and the Vancouver Police Union have been provided a copy of this report and support its recommendations.

FINANCIAL IMPLICATIONS

The details of the financial implications of the recommendations in this report are detailed in Appendix 'A'.

For five of the positions requested, we currently have temporary employees in place. The funding is coming from the staff replacement budget for covering essential civilian staff members on leave. (Note: By VPD policy only essential staff are replaced.) We are currently unable to replace all essential staff on leave and are therefore unable to offer the funding used to staff these positions as an offset for these five additional positions requested.

The net cost (expenses minus offsets) for 27 new civilian positions in 2003 (partial year) is \$673,025, rising to \$1,346,050 in 2004, with one-time equipment costs adding \$239,200.

The annual cost to restore the PRIME funding to the Police budget is 306,270.

The annual cost for Commissionaires with the appropriate first aid certification 12 hours X 365 nights for 312 Main Street totals \$75,000.

The estimated annual cost for a strategic issues management consultant is \$45,900.

The annual cost for contract fees for enhanced security clearances for civilians is estimated at \$14,400.

The annual total budget impact of the recommendations in this report, beginning in 2004, is \$1,787,620.

CONCLUSION

With the exception of the 15 positions added in 2002 - most of which were being filled with temporary funding - civilian staffing levels have remained relatively constant for many years. This is despite increased workload, particularly that associated with preparing transcripts, and with providing support for the increasing use of sophisticated computer technology. The Vancouver Police Department has the lowest ratio of civilian support staff of any comparable police department in Canada, and is significantly below the national average. The additional civilian support staff recommended in this report are urgently needed to meet workload levels, and to ensure the Police Department is able to meet the challenges it faces and to deliver a reasonable level of service to the public.

Because of insufficient police officer positions, and the Police Department's current inability to hire enough police officers to fill current vacancies, it is particularly important that there be adequate civilian staff. This will ensure that police officers are not performing "must do" clerical duties at the expense of delivering direct service to the public. Adequate levels of civilian support staff will also ensure that information is processed in a timely manner, which can have a direct bearing on public safety and the efficiency of front-line service. Currently, there is a significant backlog of work performed by civilian support staff that is not being addressed. Finally, the inadequate numbers of civilian support staff in several areas has created significant morale problems because of the workload, as well as increased costs for temporary and contract employees to perform necessary functions.

Council has recently made significant investments in new technology for the Police Department. Council has also invested in a total of 60 new sworn positions approved in 2001 and 2003. This measure will partially address the urgent need for more police officers. The Police Department is now requesting an increase in civilian positions to address increased workload, to take advantage of the new technology Council has invested in, and to free up police officers to provide more direct service to the public. Each of the positions requested have a direct impact on public safety.

Approval of this report's recommendations will allow new civilian positions to be filled rapidly to address workload and public safety issues described in this report and at the Council workshop in October 2001.

Appendix A
2003 Civilian Staffing Needs By VPD Section - All Positions Are FTE

Work Area	Position Required	Annual Operating Budget Impact		One-Time Only Cost	Annual Direct / Indirect Offsets	Primary Responsibility	Impacts
		Annual Salary & F/B	Non Salary Cost				
1. Office of the Chief Constable	Clerk Typist III*	\$39,500 + \$3,000	\$500	\$8,800		Administrative support for the Chief Constable, and to assist in appointment scheduling and reception duties.	The workload in the Office of the Chief Constable is continuing to increase and current staff cannot handle the increased duties. Will improve direct service to public.
2. Office of the Chief Constable, Media Liaison Unit	Funding for Issues Management Consultant (on an "as needed" basis)		\$45,000 + \$500	\$400		Provide professional advice re issues management and other media issues.	More effective and strategic handling of major communications/media issues resulting from significant policing events.
3. Operations Division, Community and Victim Services Unit	Clerk III	\$43,000 + \$3000	\$500	\$8,800		Administrative support for community policing initiatives.	Provide support for approx. 200 volunteers and crime prevention programs. These important police/volunteer initiatives cannot succeed without support staff.
4. Operations Division, Community and Victim Services Unit	Event Co-ordinator	\$43,000 + \$3000	\$500	\$8,800	Return a sworn police officer to operational duties.	Organize police and volunteer participation in crime prevention, community and charity events.	Ensures well organized public events that contribute to good police-community relations, and will return a police officer to operational duties.
5. Operations Division, Patrol Districts	Clerk Typist II	\$36,500 + \$3,000	\$500	\$8,800		Administrative work for Operations Division.	Will provide clerical support to approximately 800 police officers in Patrol Districts, improving service levels and freeing up police officer time.
	Clerk typist II	\$36,500 + \$3,000	\$500	\$8,800			
6. Investigation Division, Sexual Offence Squad	Clerk Typist II	\$36,500 + \$3,000	\$500	\$8,800	Elimination of (unfunded) \$42,000 yearly contract transcription fees.	Transcription of video and audio interviews, database maintenance for serious sexual offender management programs.	Maintain control over highly sensitive information and elimination of contract transcription costs. Ensure Reports to Crown Counsel are expedited to enhance public safety.
	Clerk Typist II	\$36,500 + \$3,000	\$500	\$8,800			

Appendix A
2003 Civilian Staffing Needs By VPD Section - All Positions Are FTE

Work Area	Position Required	Annual Operating Budget Impact		One-Time Only Cost	Annual Direct / Indirect Offsets	Primary Responsibility	Impacts
		Annual Salary & F/B	Non Salary Cost				
7. Investigation Division, Vice/Drugs Section	Clerk Typist II	\$36,500 + \$3,000	\$500	\$8,800		Database entries to F.A.C.E.S. and D.I.S.C. will assist prostitution-related investigations.	Enhanced use of existing investigative databases, and increased police officer time for operational duties.
8. Investigation Division, Major Crime Section	Clerk Typist II Clerk Typist II	\$36,500 + \$3,000 \$36,500 + \$3,000	\$500 \$500	\$8,800 \$8,800		Clerical support and audiotape transcription for Homicide and Robbery investigators.	Ensure timely completion of case files for submission to Crown which impacts public safety.
9. Investigation Division, Criminal Intelligence Section	Technician Systems Administrator Strategic Analyst	\$77,000 + \$4,500 \$86,000 + \$4,500 \$71,000 + \$4,000	\$2,150 \$10,150 \$2,150	\$8,800 \$8,800 \$8,800		To provide technical support for complex investigations involving electronic surveillance. Maintenance of sophisticated computerized systems. Analysis and interpretation of intelligence and data for serious crime investigations.	Improved response to serious and organized crime issues involving wiretapping and other covert investigative techniques.
10. Support Services Division, Archive Unit	Clerk III* Clerk III*	\$43,000 + \$3,000 \$43,000 + \$3,000	\$500 \$500	\$8,800 \$8,800		Tracking, indexing and archiving historical operational and administrative files.	Will provide the ability to retrieve historical information and comply with FOI legislation, and operational and administrative needs.
11. Support Services Division, Information Management Section	Clerk VI Clerk VI	\$52,500 + \$3,000 \$52,500 + \$3,000	\$500 \$500	\$8,800 + \$5,000 \$8,800		Administer all aspects of the electronic files.	Will ensure VPD is able to comply with Statistics Canada requirements, and optimize benefits of PRIME.
12. Support Services Division, Information and Privacy Unit	Clerk Typist III	\$39,500 + \$3,000	\$500	\$8,800		Assist FOI Co-ordinator in file preparation and disclosure to meet legislated requirements.	Will ensure VPD is able to meet time-sensitive legislative requirements under FOI legislation.
13. Support Services Division, Human Resources Section	Assistant Safety & Health Co-ordinator*	\$46,500 + \$3,000	\$500	\$8,800	Continued reduction in WCB time loss claims.	Co-ordinates the First Aid and Hearing Conservation Programs and conducts Ergonomic assessments.	To ensure VPD is able to continue highly successful programs to reduce time loss injury claims and deal with emergent issues.

Appendix A
2003 Civilian Staffing Needs By VPD Section - All Positions Are FTE

Work Area	Position Required	Annual Operating Budget Impact		One-Time Only Cost	Annual Direct / Indirect Offsets	Primary Responsibility	Impacts
		Annual Salary & F/B	Non Salary Cost				
14. Support Services Division, Human Resources Section	Business Analyst	\$71,000 + \$3,000	\$500	(\$0)	\$46,500 Funding from CTIII position will be eliminated. More efficient use of staff and resources.	Specialist in SAP ensuring full potential of SAP is utilized for HR and Finance applications.	Full utilization of financial and HR modules of SAP, such as performance management.
15. Support Services Division, Training and Recruiting Sections	Clerk Typist II	\$36,500 + \$3,000	\$500	\$8,800	Maintenance and monitoring of police training to reduce the City's liability.	Provide clerical support for the Force Options Training Unit.	This position will improve the VPD's ability to ensure members are provided necessary training, reducing liability to City, and free up training officers time from clerical duties.
16. Support Services Division, Finance Section	Accounting Supervisor Payroll Clerk I Payroll Clerk I Payroll Clerk I	\$52,500 + \$3,000 \$39,500 + \$3,000 \$39,500 + \$3,000 \$39,500 + \$3,000	\$500 \$500 \$500 \$500	\$8,800 + \$5,000 \$8,800 \$8,800 \$8,800	Increased payroll accuracy.	To provide centralized time entry, resulting in improved payroll accuracy/reduced error rate on pay advices.	Payroll errors have a financial impact that can be significantly reduced by centralized time entry positions.
17. Support Services Division, Stores Section	Stores Supervisor*	\$68,000 + \$3,000	\$500	\$8,800	Savings through greater inventory control.	Supervision of Stores staff, purchasing, inventory control, & management.	Will ensure optimum inventory and purchasing control.
18. Support Services Division, Facilities Section	Clerk III Funding for Commissionaire 12 hours X 7 Nights X 365.	\$43,000 + \$3,000	\$500 \$75,000	\$8,800	Most efficient use of facilities and furniture.	Assist Facilities Manager in daily routine management and provide administrative support. Provide building & civilian staff security and first aid re WCB requirements.	Free up the Manager from clerical duties to devote more time towards facilities management and preparation for a future purpose-built facility There are no longer police officers assigned to the Public Service Counter, but numerous female civilian staff work in the building at night. Commissionaires provide cost-effective security.
TOTALS	27 Positions	\$1,366,500	\$146,950	\$239,200	\$46,500		

Request to Restore Funding	\$306,270	\$306,270	\$306,270	Currently positions funded from another budget area causing a deficit.	Critical 24/7 data entry and clerical positions.	
Funding for Civilian Enhanced Security Checks	n/a	\$14,400	\$0	Reduce need for discipline/termination expenses re unsuitable hires.	Contract out enhanced background checks for civilian hires for security reasons.	Ensure the integrity of police operations, security of information, meet accepted standards. More cost effective than assigning to police officers as is required for police hires.

* Asterisked positions are currently staffed with temporary employees using funds from the staff replacement budget.

2003 Cost For 27 New Positions (Partial Year - Total Salaries/Costs Minus Offsets)	\$673,025
One-time Equipments Costs	\$239,200
Restore PRIME Funding	\$306,270
Commissionaires	\$75,000
Strategic Issues (Media) Consulting Fees	\$45,900
Enhanced Security Check Funding	\$14,400
2003 Cost For 27 New Positions (Partial Year + Other Requests)	\$1,333,795
Annual Net Funding Total (starting in 2004)	\$1,787,620