

LATE DISTRIBUTION

FOR COUNCIL - OCTOBER 28, 2008

A26



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: October 24, 2008
Contact: Sergeant Leslie Stevens
Contact No.: 604.717-2688
RTS No.: 7632
VanRIMS No.: 08-2000-20
Meeting Date: October 28, 2008

TO: Vancouver City Council

FROM: City Manager and Chief Constable

SUBJECT: Vancouver Police Department Operational Review: Evaluation Report back of Community Policing Centres

RECOMMENDATION

- A. THAT Council approve that the nine Community Policing Centres (CPCs) operate and report on programs as outlined in the proposed Appendix for 2009.
- B. THAT Council extend funding for 2009 in the amount of \$108,200 for one year, for each of the nine CPCs.
- C. THAT a joint COV/VPD Implementation Team report back to Council by September 30, 2009 on the development and implementation of:
 - a. Revised *Operations and Indemnity Agreements*, signed by all CPCs, with details adhering to the recommendations of the joint COV/VPD Operational Review Steering Committee.
 - b. An Appendix to the *Operations and Indemnity Agreements*, signed by all CPCs, with details adhering to the recommendations of the joint COV/VPD Operational Review Steering Committee.
 - c. A *Partnership Agreement*, signed by the VPD and all CPCs, with details adhering to the recommendations of the joint COV/VPD Operational Review Steering Committee.
 - d. The status of internal VPD efficiencies as outlined in the recommendations of the joint COV/VPD Operational Review Steering Committee.
 - e. A mechanism for the CPC's to apply for increased funding.
 - f. A CPC funding model and an annual review of funding requirements that will more closely match funding levels to performance.
 - g. A mechanism to alleviate the financial burden associated to rent discrepancies,
 - h. A formalized collaborative relationship between Key City staff and CPCs in order to encourage the continued support of both VPD goals and COV goals.

CHIEF CONSTABLE'S COMMENTS

The comprehensive evaluation of the VPD's Community Policing Centres was a collaborative effort involving numerous consultations and workshops with all stakeholders. The CPC Project Team from the VPD in consultation with District Inspectors, Neighbourhood Policing Team (NPT) Sergeants, Neighbourhood Police Officers (NPOs), CPC Board members, and CPC Coordinators have dedicated hundreds of hours to this evaluation in order to meet the tight timelines required for the 2009 budget submission. The recommendations outlined in this report are aimed at strengthening communication and accountability between and among all CPC stakeholders, while putting in place an accountability framework to plan for and measure the success of the core programs and activities undertaken by the CPCs.

The development of standardized performance measurements and an accountability process is a groundbreaking achievement for community policing in Vancouver. The largely proactive nature of the CPCs' activities and programming presented a significant challenge when developing these measures, due in large part to the autonomous nature of the CPCs and their involvement with the VPD and the COV. No applicable measurements or assessment framework existed in any other policing jurisdiction, thus, the development process demonstrated how the VPD continues to be a leader in best practices and innovation.

The VPD Executive is committed to strengthening the partnership between the VPD and the CPCs. This evaluation process has been one of openness and transparency, as the CPCs' concerns have been heard and recommendations have been modified accordingly. The VPD is committed to continue working with the CPCs in a collaborative fashion to ensure the new business planning and performance measuring process is successful.

Ultimately, the new accountability strategy for the CPCs is the most efficient and effective way to showcase the value that the CPCs bring to the communities they serve. Additionally, as the CPCs' core programs will support the VPD Strategic Plan, the CPCs will also be a valuable resource for the VPD to achieve our strategic goals. This accountability framework provides the CPCs with the tools to not only demonstrate their worth, but to also be fully informed of the minimum standards from which future funding will be based. By instilling a structure of openness, accountability, and transparency, the CPCs will have the tools to function and flourish, and feel confident in their ability to secure funding from the COV in future years.

POLICE BOARD COMMENTS

The Vancouver Police Board wholly supports the initiatives outlined in this report, and is grateful to the CPC and Operational Review Steering Committees for their work. Standardized business planning, benchmarking and reporting will lead to increased accountability for the CPCs. Performance standards and measurements will provide the information necessary to support future funding decisions.

The Board recognizes the value of community involvement and the many services that the CPCs provide. We look forward to working more closely with the CPCs in pursuit of the VPD and Board's Strategic Plan goals.

COUNCIL POLICY

This report-back was required following the Report to Council No. 7054, dated December 11, 2007, and as such, does not affect Council Policy.

SUMMARY

This report back and request for funding results from the VPD Operational Review's recommendation to further examine the structure, function and accountability of the VPD's Community Policing Centres. The CPC Project Team, made up of sworn and civilian members of the Planning, Research and Audit (PR&A) Section of the VPD conducted a further assessment of the CPCs. Through numerous consultations and workshops, the Project Team developed an accountability structure for the CPCs that fulfilled the directives set out by the COV, while adhering to best practices and the logistic capabilities of the CPCs.

The recommended structure and processes were subsequently agreed upon by the CPC Steering Committee, made up of a CPC Board member, a CPC Coordinator a VPD Superintendent and a (senior) Director. This report highlights the achievements of this initiative, and sets forth the process for implementing the report's recommendations that aim at strengthening the structure, functioning, and accountability of the CPCs and the relationship with the VPD.

PURPOSE

This report summarizes the results and recommendations stemming from the further assessment of the VPD's CPCs and seeks approval of one year of funding for each CPC so that the joint COV/VPD Steering Committee can move forward with implementation of the recommendations outlined in this report and report back on a number of outstanding items by the fall of 2009.

BACKGROUND

A CPC assessment was conducted in 2007 as part of Phase 2 of the VPD Operational Review. This assessment provided insight into the operations of the CPCs and attempted to determine how the VPD's commitment to community policing could be made more effective and efficient via the strengthening of the CPCs and internal VPD processes. Overall, the Operational Review assessment concluded that there was an opportunity to develop a more comprehensive community policing strategy vis-à-vis the CPCs and the VPD. The activities of the CPCs could also be better integrated within a framework of measurable performance outcomes and goals linking all programs, services and activities to the VPD's Strategic Plan and City goals/objectives and could benefit from greater collaboration with the City, who provides a range of services targeted towards community public safety.

In addition, it has been noted that the current *Operations and Indemnity Agreement* between the Vancouver Police Board (VPB) and the CPCs does not ensure that there is a consistent level of performance across all CPCs. Each CPC is currently receiving an equal amount of funding and yet providing differing levels of programming and services to their communities.

Many recommendations stemming from the Operational Review were identified as internal efficiencies within the VPD, and were implemented immediately. These included the movement of positions involved with the CPCs, such as the Community Policing Services Unit (CPSU) Sergeant, to Units better situated to ensure smooth communication and command structures conducive to the functioning of the CPCs. However, many other recommendations which were aimed at strengthening the accountability of the CPCs necessitated further research and development.

In light of many of these conclusions, and with the expiration of the previous three-year agreements, the VPD looked to develop stricter performance measures for the CPCs and NPOs

to ensure that greater consistency and accountability be achieved across the CPCs. It was recommended that a further evaluation be conducted to provide a more detailed examination of the CPCs with the objective of developing and launching a community policing strategy for the CPCs that addresses the shortcomings outlined in the assessment.

Specifically, the joint COV/VPD Steering Committee recommended that Council extend the *Operations and Indemnity Agreement* for one year to allow time for a more comprehensive assessment. Following this extension, the Steering Committee recommended that the future funding request include an evaluation of the current structure with recommendations for:

1. CPC structure and operating environment;
2. A communication strategy;
3. Performance measures and targets that are tied to the VPD Strategic Plan, which are to be used by all CPCs; and,
4. Ongoing funding.

The resultant Report to Council for funding also includes the criteria for future agreements, including:

1. Minimum operating standards;
2. A consistent reporting structure using the VPD business plan template and process;
3. Additional measures to improve accountability of the CPCs;
4. A schedule for auditing each CPC for compliance;
5. Parameters around other external funding sources; and,
6. The conditions for funding where improved performance is required.

Upon the COV agreeing to a one-year funding extension for 2008, it became incumbent upon the VPD to follow through with the joint COV/VPD Steering Committee's recommendations as outlined in the Council Report. To that end, the CPC Project Team put forth an evaluation proposal in order to fulfil the desired goals. The proposal was agreed to by the joint COV/VPD Steering Committee in April 2008.

The evaluation proposed numerous consultations with all stakeholders, extensive literature reviews of best practices, and the development of standardized templates for business planning and performance measuring. The consultations and coaching sessions focused on:

- *Strategic Plan* briefings with CPCs;
- *Communication Strategy* meetings with key stakeholders;
- *Business Plan* development training focus groups;
- *Performance Measures* sessions on creating and establishing outcome indicators to measure program effectiveness; and,
- *Annual Report* template training sessions.

In order to fulfil directives from the COV, the CPC Project Team embarked upon the significant task of recommending communication and operating structures for the CPCs and the VPD; a standardized business planning process guided by the new VPD process; performance measurement and report-back guidelines that would ensure all CPCs use similar measurements for similar programs and are held to equitable standards of performance; and, subsequent operating agreements that are tailored to the unique community needs of each CPC (through individualized appendices) while still maintaining standardized methods and measures of accountability across CPCs.

DISCUSSION

The *VPD Community Policing Centres: Evaluation Report-Back* discusses all lessons learned from both the consultations and information-gathering process and makes recommendations (*Appendix A*) to improve accountability for the CPCs in the future. The report's recommendations were based on the four primary evaluation objectives to develop:

1. An effective communication strategy;
2. A consistent and standardized business planning process and template for reporting on program development and objectives;
3. A consistent and standardized program evaluation and performance measurement tools to report on program effectiveness; and,
4. Amendments to the current CPC structure and operating environment including the timing and structure of performance report-backs for each CPC.

The joint COV/VPD Steering Committee agreed that the report's recommendations would best be written in or effected at one of four levels. Many recommendations are to be instituted within:

- a. the Operations and Indemnity Agreements, such as modifications to the Agreement's wording;
- b. the new Appendix to the *Operations and Indemnity Agreements*;
- c. the newly-created Partnership Agreement between the CPCs and the VPD will address other recommendations, such as many of those surrounding the communication strategy;
- d. internal recommendations which will be dealt with by Senior Management at the VPD.

Three of the recommendations put forward by the CPC Steering Committee require further development and/or collaboration with the COV, and will be covered in the Phase 2 follow-up section of this report.

Objective # 1: Communication Strategy

The report outlined a number of recommendations with respect to creating an effective and supportive communication strategy to address the current disjointed and informal communication structure that exists between the VPD and the CPCs.

As the CPCs are autonomous bodies, their relationship with each other and with the VPD needs to be one of cooperation and collaboration. Up until this point, the success of the VPD-CPC partnership has relied almost entirely upon the individual actors' personalities, and their own willingness to work collaboratively towards common goals for community policing. This is a slippery slope, however, as high turnover at both the CPCs and within the VPD increases the likelihood of personality conflicts among stakeholders, and can result in an unwillingness to communicate and cooperate. When a situation arises where the willingness to move together for a common goal is absent, the relationship between the VPD and the CPCs suffers due to the informal structure and its lack of accountability. Therefore, a structure needs to be in place to safeguard against such a possibility, where clear lines of responsibility are maintained and all stakeholders are aware of their duties, limitations, and span of control. The VPD must be cognizant of the autonomous nature of each CPC, and similarly, the CPCs must be aware of the command structure in place with respect to the Neighbourhood Policing Officers (NPO). Not having these clear lines and boundaries has the potential to negatively affect the working relationship between the CPCs and the VPD.

In order to safeguard against such a possibility, the joint COV/VPD Steering Committee will endeavour to strengthen the role of the NPO and the CPSU Sergeant; clarify job descriptions, responsibilities, and jurisdictional limits; as well as create a Partnership Agreement between the VPD and the CPCs to ensure smooth and effective collaboration, and provide an accountability structure for the communications strategy on a go-forward basis.

i. Neighbourhood Police Officer (NPO)

The VPD currently commits one NPO to each CPC (two in the case of Collingwood) and although intended to be a standardized position across the organization, there currently can be considerable differences in the tasks performed by the NPOs between Districts. While some District Inspectors expect their NPO to exercise a great deal of autonomy in contributing to community policing, others implement a more rigorous structure whereby NPOs are primarily expected to fulfil District patrol support directives. This not only creates conflicting expectations between the CPCs and the NPO, but also presents challenges for assessing the performance of the NPOs. This discrepancy also creates a situation whereby all parties involved often do not have a clear understanding of the role of the NPO.

The results from the communication strategy meetings in conjunction with the original *CPC Assessment* determined that the lack of a clear and effective job description and the absence of a training program were impeding communication between the NPO and CPC. Many of the current barriers to effective communication would be reduced and altogether prevented by a) clarifying the overall role of the NPO with a clear job description (which entails recommendations in relation to jurisdictional limits; promotion; a substitution policy; and report-writing) in addition to b) addressing the lack of NPO training and mentorship with an effective program and transition period.

ii. CPSU Sergeant

Similar to the NPOs, the main barriers to effective communication and collaboration between the CPSU Sergeant and the CPC stakeholders stem from a) the absence of a clear job description outlining the general expectations and basic requirements of this position as well as b) an adequate training program that would provide an incumbent CPSU Sergeant with the skills necessary to communicate effectively with all stakeholders.

With a lack of a formal job description and training program, the responsibilities and expectations of the CPSU Sergeant have been primarily driven by the individual occupying the position. By clarifying the duties and expectations for the CPSU Sergeant in a clear job description and preparing him or her for the position through an informative training program, this position could become more effectively utilized and a more valuable resource for the CPCs and NPOs. To compliment the creation of a clear job description and effective training program, the joint COV/VPD Steering Committee further recommends raising the profile of the CPSU Sergeant by removing the responsibility for auditing each CPC and moving this function to the Planning, Research & Audit Section of the VPD. In place of this auditing function, it is recommended that the CPSU Sergeant take the lead in providing strategic planning, meeting coordination, conflict resolution, and performance monitoring resources to the CPCs, thereby strengthening the professional functioning of the CPCs and the partnership with the VPD.

Due to the high profile and strategic nature of this new position it is further recommended that VPD Management be more involved in promoting this position internally.

iii. Formalized Communication

To operate effectively and efficiently, the VPD and CPCs need to communicate on a regular and consistent basis to ensure that information on community needs flows directly from the CPC to the VPD and that District priorities flow from the VPD to the CPC. Accordingly, the joint COV/VPD Steering Committee further encouraged an effective overall communication strategy between the VPD and CPC stakeholders by addressing the lack of standardized communication:

- Between NPOs and CPC Coordinators within each CPC;
- Between all NPOs and Coordinators across CPCs;
- Among NPOs; and,
- Between NPOs and District Inspectors.

The recommendation, which addresses communication between NPOs and CPC Coordinators, sees the institution of 'regular weekly discussions' from which a joint bi-monthly template will be completed, outlining CPC projects, upcoming events, statistics, etc. The template will inform the agenda for the recommended bi-monthly meeting between all Coordinators and NPOs, which will be chaired by the CPSU Sergeant.

To institute effective internal VPD communication, the joint COV/VPD Steering Committee recommends that District-wide bi-monthly NPO meetings be formalized in the job description of the NPO in addition to recommending that a District-specific NPT Report be prepared for the District Inspector every four weeks to coincide with CompStat. The former recommendation ensures the effective delivery of VPD-wide efforts, while the latter ensures that District-specific community policing initiatives are met.

Objective # 2: Business Planning

The creation of a guiding process for standardized business planning and reporting is essential to the success of the CPCs, as the content and structure of reports can vary depending on the capacity and experience of each author. As such, it is difficult to assess the effectiveness of the programs and services delivered by the CPCs, and how their programming and services relate to the strategic goals of the COV and the VPD. The development of a consistent and standardized business planning process is the first step in establishing the accountability framework required to assess the overall success of each CPC.

This reporting structure will also serve to outline the programs to be deployed for the coming year, as well as the expected outcomes of their programming, strategies, and initiatives. The challenge is to ensure that the CPCs are able to conduct their business planning in response to community and organizational needs, while still adhering to the tenets of the VPD Strategic Plan. The resultant business planning template must accomplish both of these directives by demonstrating how the programs put in place are responding directly to the communities the CPCs serve, while also supporting the VPD Strategic Plan. The joint COV/VPD Steering Committee strongly feels that, like all VPD actions, all programming and strategic directions of the CPCs should be led first and foremost by community need. As such, the business planning report and template is oriented to satisfy this commitment.

Objective # 3: Performance Measurement

Flowing from the business planning process is the development of a performance measuring template and report-back structure. The template is premised on the use of outcome indicators to provide information indicating how well expected outcomes have been achieved in relation to programming administered by the CPCs. The joint COV/VPD Steering Committee believes that an outcome-based performance measuring process, contingent upon the development of relevant outcome indicators, is the most feasible and effective way for the CPCs to report back on the overall success of their programs.

Like other police departments across North America, the VPD has lacked an effective and consistent program evaluation and performance measurement strategy to report on the success of CPC programs and initiatives. To that end, extensive research was conducted into best practices surrounding program appraisal, particularly with regards to community policing and the non-profit sector.

In constructing appropriate measures to assess the performance of the CPCs, logistical realities were instantly recognized. For instance, although community-wide satisfaction surveys would be an excellent source of feedback on programming success, the expense, time and other resources involved in such an endeavour would be impossible for each CPC to undertake. Therefore, success needs to be measured in a reliable, but feasible way. The CPC Project Team, referring to many case examples and lessons learned in the literature, is developing a method of measuring success via *performance outcome indicators*, which will be used in place of traditional outcome measures to determine whether the objectives of a particular program were met. These outcome indicators use simple output measurements to link the success or failure of a program or initiative directly to the intended outcome. These outputs are in many cases already collected by the CPCs, and therefore, the process of improving upon the performance measurement of each program is not envisioned to be overly onerous or resource-intensive. The CPC Project Team, however, has suggested that in many cases, additional outputs or indicators must be identified to more fully report on the success of programs and activities. Establishing additional indicators and associated data sources and collection methods may entail some additional time for the CPCs, but this again, should not be overly onerous.

Further, all CPCs should utilize a joint COV/VPD Steering Committee approved Performance Measurement template as a yearly report-back on successes in the previous year. It is further recommended that a list of common outcomes and outcome indicators, along with minimum standards for performance, be developed for common programs by all CPCs in consultation with the CPSU Sergeant and PR&A.

Development of the business planning and performance measuring templates was guided by the VPD business planning and performance measuring process and adheres to best practices in the literature. These templates are also sensitive to the logistic capacity of each CPC, and the time and effort required for their completion. The joint COV/VPD Steering Committee believes that although moving towards these templates will require some initial investment of time and resources, once established, they will serve as an efficient means by which to secure funding each year and demonstrate success.

The outcome results compiled by each CPC in relation to their program activities form the basis of their year-end report backs. The year-end report back will flow from the business planning process in that it provides measurable outcome-based results that highlight the

success of programs in achieving stated outcomes and objectives. The standardized reporting structure for each CPC's report focuses on highlighting, based on their outcome results, how each of their programs have supported the strategic goals of the VPD. For instance, a Community Clean-up program is likely to comprise several activities that support, among others, the VPD's main overall goal of *Reducing Street Disorder*. The year-end report back will highlight how the results of this program have supported the overall reduction of street disorder in the City of Vancouver.

Program outcome results are ultimately compiled to demonstrate how each CPC has achieved its stated operational and organizational development goals in the past year in relation to the VPD's main strategic goals. CPCs will use this information for the future planning of program and service delivery in relation to the most pressing needs of the community and in support of the VPD's Strategic Plan.

Objective # 4: Review of Service Agreement

As many issues were brought to light through the consultation process, the joint COV/VPD Steering Committee affirms that the current *Operations and Indemnity Agreements* between the Vancouver Police Board, COV, and the CPCs are inadequate. By requiring each CPC to run programs that may or may not be necessary in their area, the *Operations and Indemnity Agreements* in effect channelled much of the base funding away from programming that would better respond to the needs of the unique community served by each CPC. The *Operations and Indemnity Agreements* also did not recognize the differences between CPCs, particularly in terms of the geographically-based vs. the culturally-based CPCs. Many of the strategies and programs run by the culturally-based CPCs simply were not included as part of the *Operations and Indemnity Agreement*, and therefore, those CPCs were not given the opportunity to highlight their unique contributions, demonstrate how they were efficiently utilizing their funding and show the value of the City's investment. Due to this and other concerns, the existing *Operations and Indemnity Agreements* require rewriting.

The joint COV/VPD Steering Committee envisions *Operations and Indemnity Agreements* that highlight the work of each CPC, while continuing to allow consistent reporting and standardized measurement and accountability. Specifically, along with core operating expectations for all CPCs, the Steering Committee supports a 'catalogue' of activities from which each CPC can choose from each year as part of their minimum operating standards that will be justified in terms of direct need from their community. These programs can be chosen in consultation with the Joint COV/VPD Implementation Team, with standards and performance measurements established in a similar fashion. The CPC Project Team envisions that this catalogue and resultant minimum standards be contained within an Appendix to the *Operations and Indemnity Agreements*, as this will allow the programs to be modified to respond to community needs without necessitating re-drafting the *Agreements*.

Other modifications to the *Operations and Indemnity Agreements* are to include recommendations in relation to the structure and timing of report-backs, general operating standards, including a baseline number of volunteers, recommendations for the auditing of general services provided by the CPCs and funding mechanisms related to performance.

Phase 2 Follow Up

The next phase of the evaluation will be guided by a joint COV/VPD Implementation Team and will include oversight, implementation and reporting back to Council on the agreed-upon recommendations as well as development of the following:

- 1) A review mechanism to apply for increased funding above and beyond the funding they all currently receive. As many CPCs feel they are providing services that far exceed this figure, they would like to develop a process that would allow them to seek additional funding in the future.
- 2) A CPC funding model and an annual review of funding requirements that will more closely match funding levels to performance.
- 3) A mechanism to alleviate the financial burden associated to rent discrepancies, as some CPCs operate in areas with disproportionately higher rent than others, which reduces their actual funding available for program delivery,
- 4) A formalized collaborative relationship between key City staff and CPCs in order to encourage the continued support of both VPD goals and COV goals.

Once the issues have all been resolved, new Operations and Indemnity Agreements, which reflect the recommendations of the joint COV/VPD Steering Committee, can be signed.

FINANCIAL IMPLICATIONS

The CPCs and the Vancouver Police Board entered into a one-year extension of the previous three-year operating agreements contingent upon the completion of a comprehensive evaluation of the CPCs stemming from the recommendation of the joint COV/VPD Steering Committee. As the next phase of the evaluation requires further development and reporting back to Council, the 2009 request for funding for Council is a total of \$108,200 (\$106,100 plus a 2% COLA) for each of the 9 CPCs.

SOCIAL IMPLICATIONS

Community policing has its roots in police-community relations and crime prevention. The VPD has adopted community policing as a philosophy and a way of doing business. Community policing at the VPD, therefore, encompasses a wide range of initiatives that respond to community needs and interests. The VPD works directly with the community on a daily basis in different operational, investigative, and administrative capacities to prevent and fight crime. More specifically, the VPD operates a number of programs where VPD officers and civilian members directly engage the public in various community policing initiatives to maintain safe and secure communities. Paramount among these initiatives is the direct partnership between the VPD and the autonomous Community Policing Centres (CPCs).

An empowered CPC is an integral part of the community policing strategy. It has the capability to impact crime, liveability and economic conditions in the neighbourhood it serves. It empowers citizens to participate in community affairs with a sense of ownership and responsibility for the larger community as well as their own neighbourhood. It better aligns police and other resources with neighbourhood concerns. Accordingly, the police become increasingly sensitive and responsive to community desires and expectations. Subsequently, a CPC with sufficient operating funds will continue to further the commitment

of the police working directly in partnership with the public to fight, reduce, and prevent crime.

IMPLEMENTATION PLAN

Recently, the VPD identified a new CPSU Sergeant, following the move of the Sergeant previously holding that position. The timing of this move places this individual in a good position to grow and to develop their role in accordance with the vision of the CPC Project Team and both Steering Committees. To that end, the Planning, Research & Audit Section will continue to work closely with the new CPSU Sergeant to ensure this individual is well prepared and informed of the intended direction of this position, and will provide support and guidance to ensure a smooth transition into this new role and the development of relationships with the CPCs.

In addition, the next year will necessitate continued involvement for all stakeholders involved with the CPCs, as the further refinement and implementation of the business planning and performance measurement process will be a collaborative one. The CPC Project Team has set a deadline of October 2009 to report back to the COV on the successful implementation of the recommendations contained in the evaluation. This will necessitate the finalization and signing of: the *Operations and Indemnity Agreement*, the Appendix and Partnership Agreements, and the successful incorporation of the business planning and performance measurement templates into CPC operations.

CONCLUSION

With equal funding provided by the COV annually to each CPC, there is a need for a standardized evaluation methodology in order to assess how well each CPC's programs are meeting both community needs and supporting the VPD Strategic Plan. The VPD embarked on a comprehensive evaluation of the CPCs to identify and put in place these accountability mechanisms through the development of a communication strategy, business planning and performance measuring processes. This process involved consultations and workshops with all stakeholders, including the VPD District Inspectors, all NPOs and the CPSU Sergeant, and each CPC individually and as a group.

The joint COV/VPD Steering Committee feels that continuing this process will provide a unique opportunity to not just highlight the current limitations of the CPC-VPD collaboration, but to come together to seek mutually-beneficial ways of achieving common goals while respecting the autonomy of the CPCs. To that end, this process is a move towards positive change both within the VPD, and between the VPD and the CPCs. By streamlining communications, establishing clear roles and boundaries of all stakeholders, and standardizing all reporting and performance measuring, the COV can be assured that their investment is being used responsibly, and the VPD and CPCs can improve their collaborative relationship and continue working towards their common goals of improving community safety and the quality of life for all residents of Vancouver.

* * * * *

Appendix A: Status Table: CPC Evaluation Recommendations

Type: Service Agreement (SA), Partnership Agreement (PA), Internal or Appendix

#	Recommendation	Type	Status	Page
Objective #1: Communication Strategy				
<i>Neighbourhood Police Officer (NPO) Position</i>				
1.	That the VPD create a detailed job description highlighting the core roles, responsibilities and functions of the NPO.	Internal	Agree	19
2.	That VPD Management assume a more predominant role in promoting the position of NPO within the organization.	Internal	Agree	19
3.	That the new NPO job description outline a set of minimum requirements that an NPO must adhere to that directly contribute to the community advocacy/outreach and patrol support touchstones of community policing.	Internal	Agree	19
4.	That the new job description for the NPO position clearly outline the NPOs' jurisdiction within the CPC. In addition, the Partnership Agreement should clearly outline the jurisdiction of the CPC (Board of Directors and Coordinators).	Internal / PA	Agree	20
5.	That one of the general duties outlined in the job description of the NPO be to prepare a monthly report outlining their past accomplishments, current activities and future considerations. This report is to be presented in person by the NPO at the monthly Board meetings at a minimum of 8 meetings per year.	Internal / PA	Agree	20
6.	That the NPO's job description specifies a substitution policy for when NPOs are on annual leave. It is recommended that this substitution policy be of the genre that an NPO from another CPC be responsible for a weekly visit to perform the basic functions that can only be accomplished by an NPO (e.g., handling stolen property). If another NPO is not available, the CPCs may contact their District Staff Sergeant for assistance or guidance. Staff Sergeants can deploy patrol officers when available to assist the CPCs.	Internal / PA	Agree	20
7.	That a training program be established for NPOs consisting of courses that teach the NPO how to effectively communicate with the different stakeholders within community policing.	Internal	Agree	21
8.	That the new NPO training program include a transition period of <u>one month</u> where the incumbent NPO can learn the dynamics of the community and CPC directly from the outgoing NPO. If this transition period is not possible due to operational necessity or circumstances of the incoming or outgoing NPO, then other NPOs from the District can act as mentors for the new NPO.	Internal / PA	Agree	21

<i>Community Policing Services Unit (CPSU) Sergeant Position</i>				
9.	That the VPD create a detailed job description highlighting the core roles, responsibilities and functions of the CPSU Sergeant.	Internal	Agree	24
10.	That VPD Management assume a more prominent role in promoting the position of CPSU Sergeant within the VPD.	Internal	Agree	25
11.	That a training program be established for CPSU Sergeant that focuses on developing skills with regards to communication, strategic and business planning, and performance measuring in relation to crime prevention and community involvement.	Internal	Agree	25
12.	That the role of Sergeant of the CPSU be modified from being primarily an auditing function to a strategic planning and performance measuring role.	Internal	Agree	25
13.	That any issues a CPC may have with an NPO be brought forward to the CPSU Sergeant for action, and vice versa for NPOs and the members of the CPC. This process can be clarified in a Partnership Agreement to be written up between the CPCs and the VPD.	PA	Agree	25
14.	That the CPSU Sergeant takes on the role of the meeting administrator.	PA	Agree	26
<i>Formalized Communication</i>				
15.	That the NPO and the CPC Coordinators be mandated to complete a joint template (or brief report) on a bi-monthly basis. This template will be developed and can change over time, and will be a duty outlined in the job description and a basic requirement for the CPC Coordinator outlined in the service agreement. It is also recommended that the NPO and CPC institute regular weekly discussions to ensure effective communication.	PA	Agree	30
16.	That the joint CPC Coordinator/NPO template be completed and submitted to the CPSU Sergeant one week prior to the joint NPO/CPC Coordinator meeting. It is also recommended that the CPSU Sergeant Chair the joint NPO/CPC Coordinator meetings, which should occur on a bi-monthly basis.	Internal / PA	Agree	31
17.	That the individual district-wide NPO meetings be formalized in the job description of the NPO. It is recommended that this meeting occur on a bi-monthly basis.	Internal / PA	Agree	31
18.	That a District-specific Neighbourhood Policing Team (NPT) Report be prepared for the District Inspector every month to coincide with CompStat, by the Sergeant of the NPT or Crime Control Unit in each District. The NPO's job description will include a section mandating NPOs to contribute a written piece to this report.	Internal	Agree	31
Objective #2: Business Planning				
19.	That the CPCs follow the standardized business planning process and reporting structure created by the Project Team.	SA / Appendix	Agree	40

20.	That the CPCs identify program goals and strategic goals based on community need, and articulate the strategies for reaching those goals. Further, that the performance monitoring report backs flow from this business planning process and template.	SA / Appendix	Agree	41
21.	That the business plan report clearly show how the CPC program supports the goals of the VPD Strategic Plan.	Appendix	Agree	41
Objective #3: Performance Measurement				
22.	That all CPCs utilize the Performance Measurement template as a yearly report back to the COV on successes in the previous year.	SA / Appendix	Agree	51
23.	That a list of common outcomes and outcome indicators, along with minimum standards for performance, be developed for common programs by all CPCs in consultation with the CPSU Sergeant and PR&A.	SA / Appendix	Agree	52
Objective #4: Review of the Service Agreement				
24.	That Operating Agreements are tailored for each CPC to reflect the unique needs and characteristics of the communities they represent. Tailoring will come by way of the 'catalogue of programs', which will be devised by the Project Team and the CPCs, and will include 10-12 programs based on submissions from all CPCs. These core programs will be contained in the Appendix to the <i>Operations and Indemnity Agreement</i> , and can be modified from time to time upon mutual agreement between the VPD and the CPCs.	Appendix	Agree (with input from the Implementation Team)	63
25.	That business plans be submitted to the VPD each year in the Fall to monitor program planning and adherence to the Operating Agreement for the upcoming year. The Project Team further recommends that performance measurement reports be submitted mid-year and year-end to the VPD for assessment.	SA / Appendix	Agree	63
26.	That the CPCs follow the report format and quick chart for both the Business Plan and Performance Measurement reports according to the phased in-approach recommended by the Project Team.	SA / Appendix	Agree	63
27.	That the former audit be replaced by the assessment conducted mid-year and at year-end by the Performance Monitoring Analyst to include minimum operating standards for core programs as well as other general items formerly contained in the audit.	SA / Appendix	Agree	64
28.	That future funding be dependant upon a positive assessment (both quantitative and qualitative) of each CPC by the Performance Monitoring Analyst. If the minimum standards are not met, the CPC will have to report back six months later to re-assess, and may become liable to a reduction in funding or the cancelling of funding arrangements.	SA	Agree	64

29.	That a mechanism be developed which allows those CPCs with rents exceeding the average amount to make a business case for additional funding, or rental 'top-up', from the COV. The application for rental top-up must demonstrate the average storefront rental prices for the operating area, and justify why the CPC cannot secure a location within the determined maximum amount. This application will protect against CPCs seeking storefronts in unnecessarily expensive areas, or unnecessarily expensive premises that exceed the requirements for basic operations.	SA	Pending	64
30.	That Section 9 of the Operating Agreement be modified to reflect the need to establish a baseline of volunteers for the CPCs. Following research and consultation during 2009, this baseline number(s) would be outlined in the Appendix to the <i>Operations and Indemnity Agreement</i> , and would become a performance target for 2010 and beyond and form part of the minimum standards for each CPC.	SA / Appendix	Agree	65
31.	<p>That the following sections be modified or removed from the new <i>Operations and Indemnity Agreements</i>:</p> <ul style="list-style-type: none"> a. Section 10 deleted. Minimum operating standards will be enforced via the assessment of the 3 core programs; therefore, there is no need to further dictate how the CPCs utilize their COV funding to deploy these and other programs. b. Section 15 to be modified to include reference to a Partnership Agreement (PA) or MOU between the VPD and CPCs which stipulates the operating relationship between the parties; including the communication strategy, jurisdiction, and expectations of NPOs, CPCs and the VPD in relation to each other - as covered in Objective #1 of the VPD report. c. Section 21 be removed and included in the PA or MOU. This training and direction of CPC volunteers, employees and Directors is part of a communication strategy and operational jurisdiction. d. Section 33 be modified to include reference to Appendices and the PA or MOU as forming part of the <i>Agreement</i>. e. Individual Appendices and the Partnership Agreement must be signed by each CPC by October 2009. 	SA	Agree	65
32.	That the COV discuss with the CPCs the possibility of developing a mechanism to apply for increased funding, perhaps based on performance. In addition, the COV should communicate to the CPCs whom from the City would act as the primary contact or bargaining agent in matters such as this.	n/a	Pending	66