



OVERVIEW OF THE VANCOUVER POLICE DEPARTMENT OPERATIONAL REVIEW

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Executive Summary

In July 2004, the Vancouver Police Board approved the Vancouver Police Department (VPD) Strategic Plan 2004 – 2008. In October 2004, the Police Board approved the 2004 Staffing Report, which presented a request for an increase of 469 additional officers and 170 additional civilian staff over and above existing authorized levels of 1,124 and 231.5 respectively.

As decided by Council, a consultant (the University College of the Fraser Valley) was jointly hired by the City and the Vancouver Police Board to independently evaluate the long-range staffing request in conjunction with the VPD Strategic Plan. This study established an immediate need for an additional 92 sworn officers and 55 civilians for identified positions. Along with this recommended immediate staffing increase, the consultants identified that, in some cases, there was insufficient data available and insufficient linkage between the VPD's Strategic Plan and other staffing requests.

In March 2005, Council approved an increase of 50 police officers and 27 civilian staff for 2005 and an increase of an additional 50 officers and 27 civilian staff for 2006. Council decided that the increase in staffing for 2006 be subject to the approval of a strategic operating plan, and a report back by the Steering Committee on projected overtime savings and shared services opportunities.

In August 2005, a working group was established that included VPD staff, City of Vancouver (COV) Budget Office staff, an external project consultant and representatives from the Vancouver Police and Teamsters Unions. The working group was tasked with conducting a VPD Operational Review during the period 2005-2007, and reporting back to the joint COV-VPD Steering Committee on a regular basis.

The VPD Operational Review Project will result in the completion of the following sub-projects:

- Operational Planning and Performance Monitoring
- Patrol and Investigative Deployment

- Overtime Review
- Civilianization Study (including a review of shared services opportunities)

This is a summary report on the progress that has been made in these areas. There are three additional reports that accompany this overview report and explore the following areas in greater detail:

- *Vancouver Police Department – 2006 Strategic Operating Plan*
- *The Use of Overtime in the Vancouver Police Department: A Preliminary Report*
- *Civilianization in the Vancouver Police Department*

Background

In September 2003, the Vancouver Police Department (VPD) embarked on a strategic planning exercise as well as a study to identify the Department's overall staffing requirements. The result was the creation of the VPD Strategic Plan 2004 – 2008. In October 2004, the VPD long-range Staffing Report was approved by the Police Board. This report presented a request for an increase of 469 officers and 170 civilian staff over and above existing authorized levels of 1,124 and 231.5 respectively (an increase of 42% and 74% respectively) over a five year period.

As decided by Council, a consultant (the University College of the Fraser Valley) was jointly hired by the City and the Vancouver Police Board to independently evaluate the long-range staffing request in conjunction with the VPD Strategic Plan. Along with the recommended immediate increase of 92 sworn officers and 55 civilians, the consultants identified that, in some cases, there was insufficient linkage between the VPD's Strategic Plan and the staffing requests, and that information such as operational plans, workload statistics, benchmarks and performance targets were not available. Specifically, the consultants identified a serious shortage of analytical and planning staff and capacity in the Planning & Research Section.

The consultants identified short-term and medium-term planning that needed to occur including:

- operational planning for major service areas (short term)
- patrol staffing, deployment, scheduling and performance studies (short term)
- organizational review (short term)
- overtime utilization (short term)
- business plans for the Gang Crime Unit and the Property Crime Unit (short term)

- civilianization (medium term)
- business plans for all units (medium term)

For the purpose of this project's scope, the strategic business plans for VPD work units will be assembled collectively to ensure that all appropriate opportunities for cost reduction and resource consolidation are reviewed. Therefore the Patrol Study, the Gang Crime Unit and the Property Crime Unit business plans will be completed together in phase two of the project.

In establishing the 2005 Operating Budget, Council approved an increase of 50 police officers and 27 civilian staff for 2005 and an additional 50 police officers and 27 civilian staff for 2006. Council decided that the increase in staffing for 2006 be subject to the approval of: a strategic operating plan; and a report back by the Steering Committee on projected overtime savings and shared services opportunities.

Council Meeting Following Standing Committee on City Services and Budgets Meeting March 17, 2005 Decisions:

a) THAT Council establish, in 2005 a total of 50 sworn officers, and 27 civilian positions, including associated one-time and vehicle rental costs, to be funded by increasing property taxes and that staff report back on March 31, 2005 on the financial impact and the recommendation accordingly; and, THAT Council establish 50 additional sworn police positions and 27 additional full-time civilian positions in 2006, including associated one-time and vehicle rental costs, subject to approval of a strategic operating plan and the report from the Steering Committee as specified in T (b); and, All civilian positions will be subject to General Manager of Human Resources classification review, and are to be specified in the March 31, 2005 report back.

All vehicles are to be purchased by the Plant and Equipment Reserve (Plant Account) in accordance to the VPD Master Schedule.

b) THAT Council direct the Steering Committee to report back in late 2005 on projected overtime savings, shared services opportunities and other potential efficiencies relative to the 2006 staffing request, and;

c) THAT Council direct the Steering Committee to continue to implement the recommendations of the independent consultants, as outlined on pages xx through xxii of the Executive Summary of the Review of the Vancouver Police Department's Staffing Requirements; and approve a temporary full-time position to report directly to Corporate Services Group for a two-year term to oversee the implementation process at a cost of \$85,000 per year.

Objectives

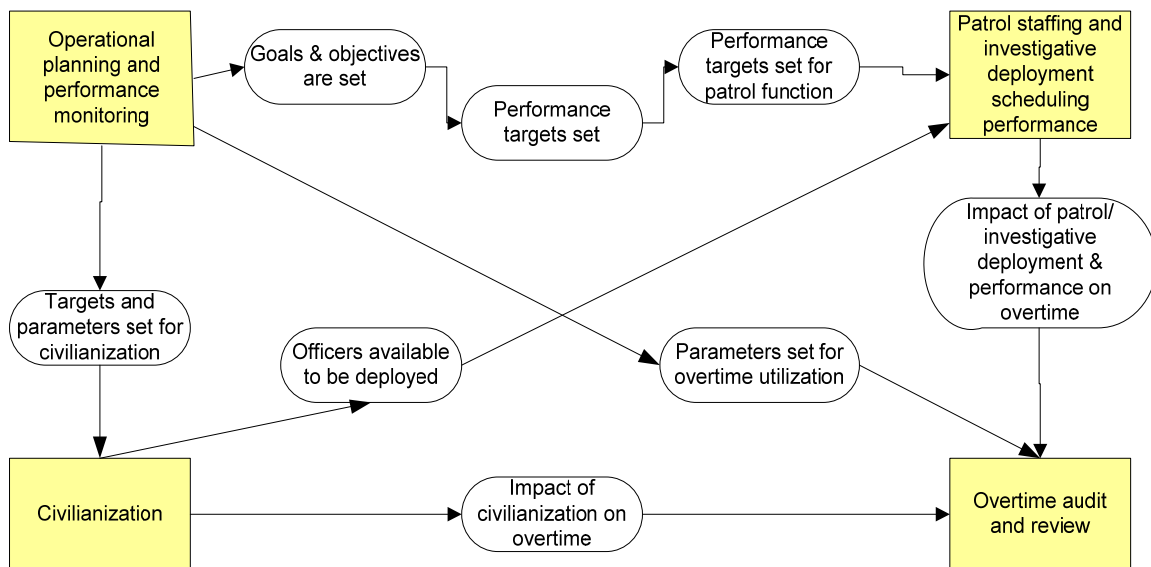
The objective of this project is to first fulfill the Council directive as well as to work with the Project Steering Committee to implement the short term and medium term reviews outlined by the independent consultant. There will be a focus on achieving efficiency and deployment opportunities to mitigate future resource requirements of the Police Department while ensuring the Department's Strategic Objectives are met on a priority basis. A further objective is to ensure the budget request by the VPD is supportable by City Staff and Council.

Project Scope

The VPD Operational Review Project will result in the completion of the following:

- Operational Planning and Performance Monitoring
- Patrol and Investigative Deployment
- Overtime Review
- Civilianization Study (including a review of shared services opportunities)

The following diagram displays the inter-relationships between these four project components.



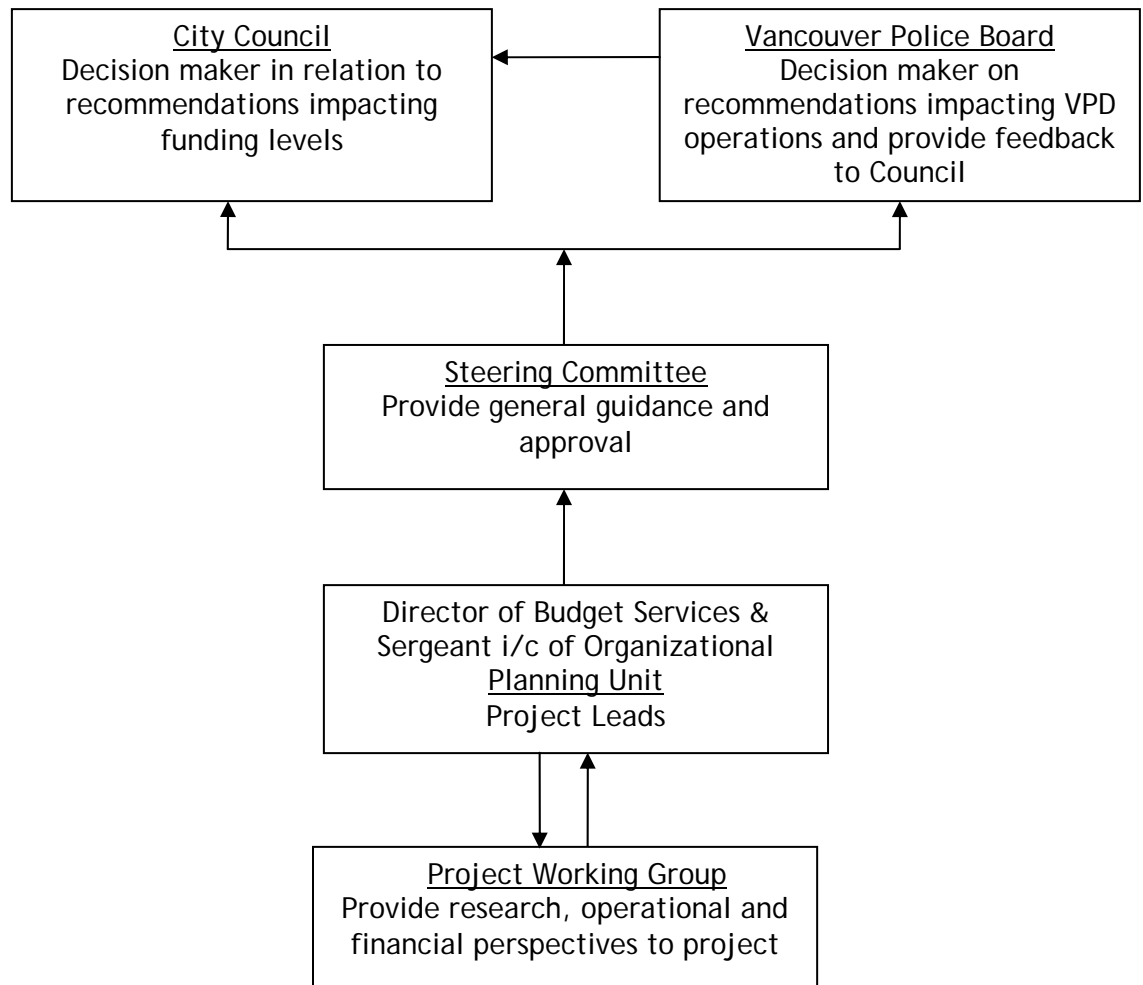
Roles and Mandates

1. Director of Budget Services and the Sergeant i/c of the VPD Planning & Research Section - Organizational Planning Unit:
 - a. Will be the Project Leads.
 - b. Will take into consideration the input and feedback provided by the Project Working Group.
 - c. Will submit recommendations and deliverables to the Steering Committee for approval.
2. Project Working Group:
 - a. Will provide feedback and input, from a research, operational and financial perspective to the Project Leads.
 - b. Will be co-chaired by the Director of Budget Services and the Sergeant i/c of the VPD Planning & Research Section - Organizational Planning Unit.
 - c. Will be composed of the Director of Budget Services (co-chair), Sergeant i/c of the VPD Planning & Research Section - Organizational

Planning Unit (co-chair), Director of the VPD Financial Services Section, COV Corporate Services Project Consultant, the VPD Planning Advisor, two VPD Planning Analysts, the President of the Vancouver Police Union and the Business Agent of the Teamsters Union Local 31.

- d. Additional staff will be drawn upon as required.
 - e. Will meet bi-weekly.
3. Steering Committee:
- a. Will provide general guidance to the Project Leads.
 - b. Will approve the recommendations to the Vancouver Police Board and City Council.
 - c. Will be co-chaired by the Deputy City Manager and the Deputy Chief Constable commanding the Support Services Division.
 - d. Will be composed of the three VPD Deputy Chief Constables (Support Services (co-chair), Investigations, & Operations), Deputy City Manager (co-chair), and General Manager of Corporate Services.
 - e. Will meet monthly.
4. COV Senior Project Consultant:
- a. As decided by Council in March 2005, was hired by the Corporate Services Group (Director of Budget Services) in consultation with the Inspector i/c of the VPD Planning and Research Section in July, 2005.
 - b. The Senior Project Consultant is Dr. Curt Taylor Griffiths from Simon Fraser University.
 - c. Will manage the work of the project including report writing, surveys, independent research, analysis of documents etc.
 - d. Will determine the research team required, which will include VPD personnel and external resources.
 - e. Will manage this team of research personnel.
 - f. Will facilitate the work of the Project Work Group.
 - g. Will provide input and recommendations to the Project Leads based on independent research and feedback from the Project Work Group.

5. Vancouver Police Board: will review and approve Steering Committee recommendations and forward feedback to Council.
6. City Council: As decided in March 2005, Council is to be informed by the Department's strategic operating plan and the report of the Steering Committee on projected overtime savings and shared services opportunities in order to ascertain the funding requirement for the additional 50 officers and 27 civilian staff in 2006. As well, Council will be informed by aspects of the deliverables that impact the Department's funding levels.



As per the City Council decision in March 2005, a temporary full-time person was hired to report directly to Corporate Services Group for a two-year term to oversee the VPD Operational Review. The Senior Project Consultant is Dr. Curt Taylor Griffiths from Simon Fraser University. Curt Griffiths was the lead author of the Review of the Vancouver Police Department's Staffing Requirements in February 2005. He is a recognized expert on policing issues and has experience dealing with issues specific to the VPD.

Three of the new civilian positions approved by Council in March 2005, included a Planning Advisor and two Planning Analysts for the Planning and Research Section (P&R). There was also Council approval for a new Sergeant position to create a new Organizational Planning Unit within P&R.

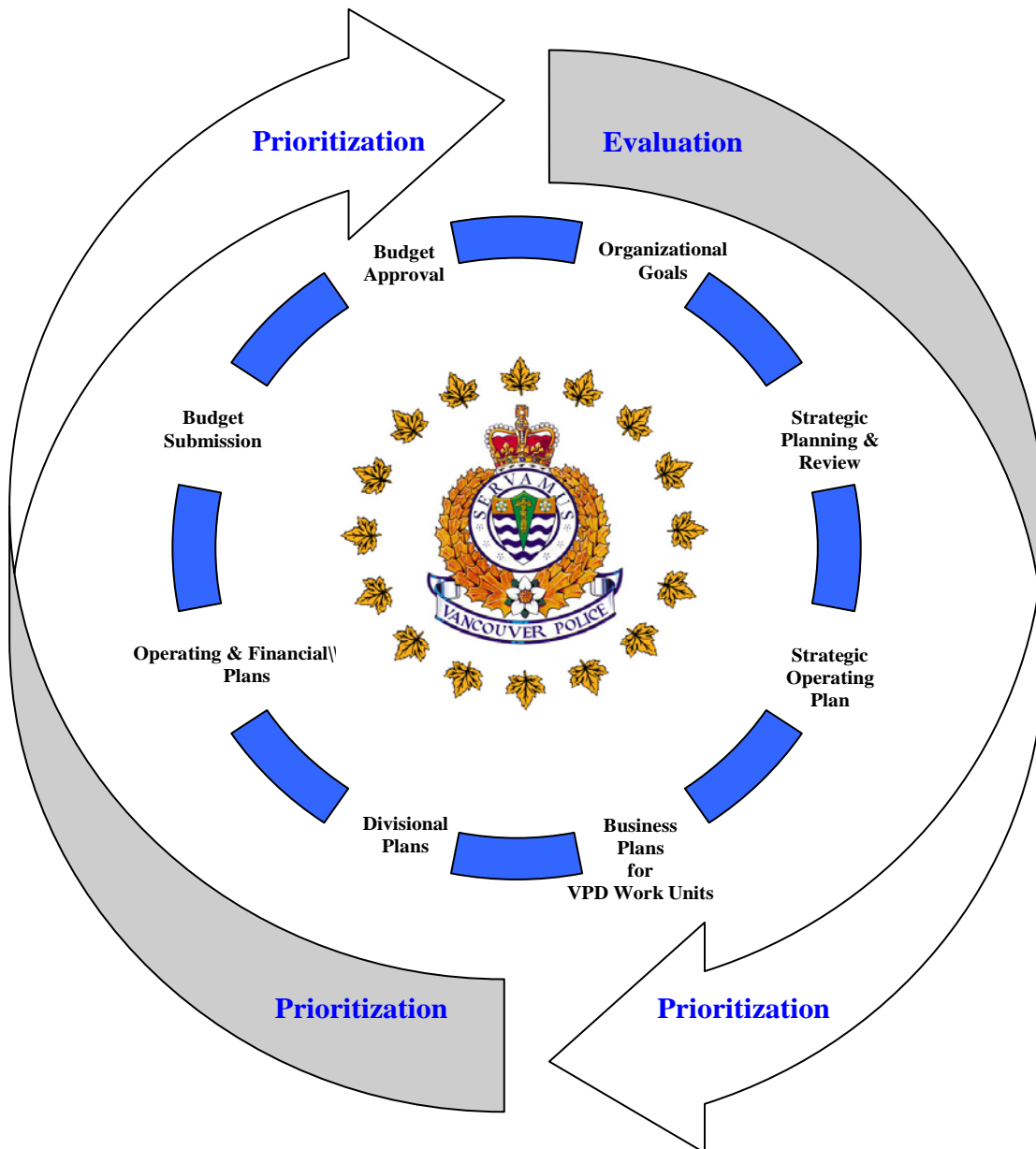
The new VPD civilian positions were posted in April 2005, and resulted in over 300 people applying for the positions. After a long and thorough selection process the three new people were hired in August 2005. The new staff brought a high-level combination of education and work experience in the areas of research, business, economics and computer programming, and has increased the capabilities of P&R substantially.

This Unit has been focused, almost exclusively, on the four major components of the VPD Operational Review. The following is an outline of the activities and progress during the past six months in relation to this review.

Operational Planning & Performance Monitoring

The Planning Process

The organizational planning process for the VPD is as follows:



The planning process is directed toward achieving the 2006 strategic operational and organizational goals, and provides the basis for upon which the VPD can prepare an Operating Plan for 2007 that accurately reflects the requirements of the organization in relation to its stated goals. The figure above illustrates the steps required to position the Department to be able to prepare a complete Operating Plan based on maximized efficiency. The process is an iterative one. As the arrows indicate, there is an ongoing need for prioritization and evaluation. The steps in the process are:

Organizational goals depict a future state which the organization attempts to realize. The goal-setting process is not dictated by, but considers, budget funding constraints. In the case of the VPD, as stated in the Strategic Plan 2004-2008, the organizational goals are:

1. Improving Community Safety
2. Implementing Best Practices
3. Creating a Supportive Workplace
4. Securing Required Resources

Strategic planning and review is the act of defining the objectives and measures to support the achievement of the organizational goals and providing for a review of this process on an ongoing basis. The plan is a road map to achieve goals. It defines the objectives for critical success factors. The plan is a continuous and systematic process, in which the organization makes decisions about its future, develops the necessary procedures and operations to achieve that future, and determines how success will be measured. Annual reviews and evaluation ensure that the organization is meeting its mandate and achieving the stated goals. The review allows for re-evaluation of the goals, objectives and measures and ensures that the organization is accountable for its performance to the Plan.

A Strategic Operating Plan maps the operational and performance goals of the VPD. These provide the organization the ability to assess and evaluate its performance, efficiency and effectiveness.

1. The 2006 operational goals are:

- a. Move Towards Becoming the Safest Major City in Canada
 - b. Perform an Internal Audit of Resources
 - c. Ensure Organizational Accountability
 - d. Revisit/Revise the Strategic Plan
2. The 2006 performance goals are:
- a. Reduce violent crime by 5%
 - b. Reduce property crime by 15%
 - c. Reduce injury and fatal Motor Vehicle collisions by 10%
 - d. Reduce priority 1 call response time in District 1 to 7 minutes¹
 - e. Reduce Quality Control PRIME Bring Forwards (BFs) by 50%

Strategic business plans for individual VPD work units² will be developed on the basis of a comprehensive internal review of each work unit. A template will be used to capture demands for service, unit workload and activities, resource expenditure, and performance outcomes. Prioritization of tasks and services is essential for the plans of the individual work units to be integrated into the Sectional and Divisional plans. These plans provide the foundation for the Strategic Operating Plan.

Divisional plans form the organization's Operating Plan. Divisional planning can only be completed once the individual work units and sections have completed the business planning process. The prioritization of needs and requests, required in the business planning process, needs to be manifest in this level of planning. The work unit plans provide the foundation for the creation of the Divisional Plans.

Operational and Financial plans facilitate the development of a clear mandate, goals, objectives, metrics, as well as an accurate assessment of workload, workflow, and its resource (personnel, equipment and facilities) needs and the financial implications of this assessment. Prioritization remains integral to assessing and formulating funding requests.

¹ District 1 has 33 new officers deployed this year. This is an excellent opportunity to analyze the impact of additional resources.

² Work unit in this context, refers to any distinct squad, team or unit.

The VPD makes an annual budget submission to the City of Vancouver. The operating budget is set by the City of Vancouver based on the previous year's budget with adjustments for inflation. To facilitate any request beyond what is outlined in the budget provided by the City the following is required:

1. FORM B: Base Operating Budget Request
 - a. Assessing risks and opportunities
2. FORM C: Detail and Summary: Initiatives or Additions to the Base Budget
 - a. Appeals – for increases to base budgeting for existing units trying to do the same work
 - b. Specific Requests for New Initiatives – for improved or new services warranted due to changing needs.
3. FORM D: Detail: Adjustments to the Base Budget
 - a. Specific Proposals on how to reduce the Base Budget
4. FORM E: Distributed Costs
 - a. Where and how much do costs get allocated.

To obtain budget approval, the VPD either:

1. Accepts the base budget as proposed by the City of Vancouver; or
2. Completes and submits the requisite forms as required by the City to make amendments or additional requests for funding

Goal Setting & Achievement



Operational and performance goals (outputs) exist as subsets of strategic organizational goals (outcomes) and relate directly to outputs that when achieved together, provide the desired outcome. Achieving performance goals should meet operational goals; achieving operational goals should meet organizational goals. In this way, the organization attains the desired outcomes.

VPD 2006 Strategic Operating Plan

The Strategic Operating Plan is one of the current deliverables requested by the Vancouver City Council in relation to the Operational Review Report. The plan is intended to position the organization to prepare an Operating Plan for 2007 that reflects the resources and funds the VPD truly requires, so that it is able to achieve its stated goals. Unlike the Strategic Plan, which is focused on the larger organizational goals, the Strategic Operating Plan is intended to be a plan that lays out how the VPD will operationally tackle the organizational goals for 2006.

The Strategic Operating Plan is inspired by the following five questions:

1. What are the Department's organizational goals?
2. What are the Department's operational goals?
3. At what stage is the Department in terms of meeting these goals?
4. How does the Department achieve its goals?
5. How will the Department's progress toward achieving goals be measured?

This Strategic Operating Plan lays out the strategy to achieve short term outcomes in the absence of financial projections. Comparatively, an operating plan deals with financial budgeting, and in particular forecasts precisely where and how resources and funds will be allocated. Finances are not within the scope of the Strategic Operating Plan.

The 2006 Operational Goals

There are four core operational goals in the Strategic Operating Plan.

1. Move Towards Becoming the Safest Major City in Canada
 - a. Reduce violent crime by 5%
 - b. Reduce property crime by 15%
 - c. Reduce injury and fatal Motor Vehicle collisions by 10%
 - d. Reduce priority 1 call response time to 7 minutes in District 1
 - e. Reduce Quality Control PRIME Bring Forwards (BFs) by 50%
2. Perform an Internal Audit of Resources
 - a. Capture current workload/workflow
 - b. Capture resources:
 - i. Personnel
 - ii. Equipment
 - iii. Facilities
 - c. Establish and articulate goals and objectives
 - d. Define measures
 - e. Create reporting criteria and process

- f. Create business plans for investigative non-patrol working units
- 3. Ensure Organizational Accountability
 - a. Monitor and report monthly crime statistics
 - b. Monitor and report operational performance using COMPSTAT
 - c. Quarterly Benchmarking & Key Performance Indicator Report
 - d. Monitor and report investigative work units' performance
 - e. Monitor and report organizational financial performance
 - i. Monthly divisional reporting
 - ii. Monthly variance reporting
 - iii. Monthly overtime reporting
- 4. Revisit/Revise the Strategic Plan
 - a. Goals
 - b. Objectives
 - c. Measures

2006 Performance Goals - Becoming the Safest Major City in Canada

In January 2006, in the pursuit of the long-term goal of moving “towards becoming the safest major city in Canada”, the Executive set the following 2006 performance goals:

- Reduce violent crime by 5%
- Reduce property crime by 15%
- Reduce injury and fatal Motor Vehicle collisions by 10%
- Reduce priority 1 call response time to 7 minutes in District 1
- Reduce Quality Control PRIME Bring Forwards (BFs) by 50%

Achieving these goals should lead the organization to where it wants to be. The Planning and Research Section will extract and record benchmark data from 2005. This data will be comprised of both internal and external benchmarking information, and will provide the baseline for comparison for 2006. The internal benchmarking data will be taken from the PRIME Record Management System (RMS). The external benchmark data will be obtained from other major Canadian

cities³. These data sets will allow the VPD to quantify its progress toward the long-term goal of becoming the safest major city in Canada.

Perform an Internal Audit

Deployment

The number and type of resources required by any policing organization is dictated by its mandate, legal obligations, its goals, the tasks required to achieve those goals, the extent to which the organization is committed to achieving those goals, and the ability of the organization to deploy resources effectively and efficiently.

Rationalizing Resources

Canadian policing is in a period of transition characterized by growing political pressure for greater fiscal and operational accountability, escalating policing costs, expanding service demands, shrinking budgets, declining police growth and, ultimately, reduced police services. Values such as cost-benefit, efficiency, and consumer satisfaction often conflict with public service values such as the public good, equity, accountability, due process and justice.

The VPD accepts that resources should be deployed in the most optimal way to achieve efficiency and effectiveness. The purpose of the business case process is the identification of the mandate (purpose, goals and objectives), resources, structure, work (tasks and flow), and internal processes (i.e. work allocation, performance management and reporting). This information will allow the Department to accurately assess where resource and process efficiencies can be gained through

- reallocation of existing resources
- changes in work (tasks and flow)
- addition of new resources

³ Vancouver Police Department is a municipal force and benchmarking will be done against other municipal forces such as Calgary, Edmonton, Montreal, Toronto and Winnipeg, accounting for the fact that these Canadian cities police statistics include the larger metropolitan area.

To ensure that an organization is utilizing its resources in the most effective and efficient manner possible, there must be mechanisms in place that allow for accountability of all personnel, their resource and infrastructure requirements (equipment and facilities) and the tasks assigned. There must also be certainty that resources are fully utilized. This assessment is best accomplished by an internal audit. The VPD is committed to this process and to documenting the results.

The internal audit is comprised of two components:

- a Patrol Deployment Study
- Strategic Business Plans - a business case analysis of the non-patrol investigative work units

Patrol Deployment

The Patrol Deployment Study will be performed by Special Constable Ryan Prox, the Planning Unit's Policy Advisor and a Planning Analyst. Both the Patrol Deployment and the business cases will include a review of the mandate, workload and workflow, and assigned resources. The business case analysis will focus on of each investigative non-patrol work unit and specialty section.

Strategic Business Plans

Very few, if any, policing organizations have undertaken this type of review of investigative and other non-patrol work unit deployment. This is the Vancouver Police Department's opportunity to set a best practice standard in relation to capturing its Investigation Division's deployment, resource requirements and workload/workflow. To accomplish such a task, each work unit in the Investigation Division will be tasked with preparing strategic business plans for VPD working units that will include the following:

1. Mandate/Purpose
2. Resources
3. Workload/Workflow
4. Goals/Objectives/Measures

A template has been designed to simplify the process of gathering the information required to prepare a strategic business plan. Each of the four core components is

addressed separately. Once complete, the work unit will be able to accurately assess its operational needs and make the necessary adjustments and/or requests to ensure that it has sufficient resources to meet those needs in the most efficient way possible.

Ensure Organizational Accountability

The “how we get there” and “how will we measure our progress” are accomplished by ensuring that there are clear goals and expectations, organizational accountability, and tools and processes that allow for accurate measurement.

Measures

The VPD plans to use the following to reinforce a culture of organizational accountability and to capture performance measures:

- Patrol/Operational performance reporting using a COMPSTAT model. COMPSTAT, short for computer statistics, is the name given to a crime control model that relies on computer statistical information to hold specific business units accountable for operational performance.

The COMPSTAT model rests on four basic principles:

1. Timely and accurate intelligence
 2. Effective strategies and tactics
 3. Rapid deployment of personnel and resources
 4. Relentless follow-up and assessment
- Performance reporting for non-patrol working units
The strategic business plans for VPD working units will provide reported measures by which the performance of each unit, their sections and divisions can be assessed. This reporting will be monthly.
 - Benchmark reporting on specific Key Performance Indicators (KPIs)
In 2006 the Planning and Research Section will report quarterly on benchmark and key performance indicator criteria requested by the Executive of the Vancouver Police Department. These ten Key Performance Indicators (KPIs) relate directly to both the operational and strategic needs and goals of the

organization. KPIs may change over time; this list will be reviewed in the summer of 2006, along with the scheduled review of the Strategic Plan. The following is a list of the KPIs that the Executive endorsed for collection in 2006.

KPIs	Strategic Step
1. Call response times, by priority and by District	Improving Community Safety Implementing Best Practices
2. Number of <i>on-view</i> incidents generated, by District	Improving Community Safety
3. Crime rates (based on UCR) by District - using the <i>all-offence</i> method	Improving Community Safety
4. Clearance rates (cases cleared), by Districts and Investigative Units, by clearance types	Improving Community Safety Implementing Best Practices
5. Gang intelligence and enforcement <ul style="list-style-type: none"> ▪ Street checks conducted ▪ Surveillance conducted ▪ Search warrants ▪ Drugs / weapon seizures ▪ Criminal charges laid 	Improving Community Safety
6. Traffic Statistics <ul style="list-style-type: none"> ▪ Injury Motor Vehicle Incident (MVI) numbers ▪ Violation Tickets (VTs) ▪ Motor Vehicle Act S.215 ▪ Criminal Code S.253 (a), 253 (b) 	Improving Community Safety
7. Incident to Report ratio by Call Type & District <ul style="list-style-type: none"> ▪ Total number of CAD Calls ▪ Total number Calls Dispatched to Patrol ▪ Total number of Calls to TRT ▪ Total number of Calls by E-Comm call-takers ▪ Total number of Report to Follow ▪ Total number of GOs by source 	Implementing Best Practice
8. Number CCQ/BF (number of requests from Crown to VPD) <ul style="list-style-type: none"> ▪ no charges ▪ charged & requires more information 	Implementing Best Practices
9. Absentee rates (sick days, short-term and long-term) by Division	Creating a Supportive Workplace
10. Number of hours of OT by Division, tracked YTD	Securing Required Resources

- Monthly financial reporting

The Vancouver Police Department Financial Services Section has implemented the following to report and monitor fiscal management in the organization.

1. Monthly financial review of operations at the Department and Section levels with reporting to the Executive, the Police Board Finance Committee and the Police Board.

2. Monthly review by management of their assigned cost elements against their planned/projected expenditures.
3. Overtime reporting to management of actual overtime hours incurred and comparison to budgeted overtime hours.

Revisit/Revise the VPD Strategic Plan 2004-2008

On September 19th and 20th, 2003, Vancouver Police Board members and a broad range of Vancouver Police sworn and civilian personnel were involved in facilitated sessions to identify the Department's vision, mission, values, strategic objectives and priorities. A Senior Managers' meeting followed in December 2003, to obtain their input in the planning process. A further session was held in February 2004, with police participants representing a cross-section of the Department.

On March 27th, 2004, the VPD and the Vancouver Police Board engaged the community in a deliberative dialogue session to identify, from the community's perspective, the top community safety issues in Vancouver, the root causes behind crime and possible models of police service delivery. The feedback from the community was an integral part of the VPD planning process.⁴

In June 2005 the Executive and Management teams held a workshop for the express purpose of reviewing the Strategic Plan, and prioritizing organizational goals. Following this review, the many step-holders⁵ provided their updates on progress to the goals, the Inspector in Charge of the Planning and Research Section prepared a review document and presented it to the Executive and the Police Board in September 2005.

The Staffing Review report (Griffiths, et al., 2005) recommended implementation of an annual process for reviewing and updating the strategic and operational plans of the Department. The VPD Executive has committed to revisiting the Strategic Plan 2004-

⁴ VPD Strategic Plan 2004-2008, p.11

⁵ A step-holder is a Deputy Chief Constable assigned a particular step (goals, objectives and measures) or steps within the Strategic Plan. They bear the responsibility for this step and reporting on the progress to the goal.

2008 in 2006, and to producing a revised document. To this end, the Strategic Plan should be considered a living document that is open to amendment when organizational priorities shift or when new critical issues arise. This process will include reengaging the public to ensure that their voices are heard and that their needs are considered when formulating any changes to the existing Plan.

Note: A complete report on the Operational Planning and Performance Monitoring has been prepared; entitled - *Vancouver Police Department - 2006 Strategic Operating Plan*.

Patrol Deployment

Data & Software

Integral to this component of the Operational Review Project was the acquisition of full access to the Department's data from E-Comm. The data required resides in two different systems:

- Computer Aided Dispatch (CAD) data: All data records pertaining to calls for service from the public and the corresponding police response to those calls.
- Records Management System (RMS) data: All data records pertaining to police reports submitted on criminal and non-criminal events investigated by the VPD.

The VPD had its own emergency communications (911) centre until the migration to the multi-agency dispatch agency E-Comm in 1999. Since that time the VPD has relinquished the storage and control of its own police data. The CAD and RMS data is now managed by E-Comm and funded and governed by PRIMECorp which is a subsidiary non-profit corporation of E-Comm funded by the Province and user levies. In 2001 the VPD underwent a major change in the way it recorded and managed its police records with the introduction of the PRIME RMS. This was a provincially mandated change that greatly improved the way police departments kept their records. It not only forced police agencies to abandon antiquated paper-based methods of reporting, but also allowed for record sharing amongst agencies throughout the province and beyond.

To further complicate matters, the VPD has used three different CAD systems within the past five years:

- Macro CAD: Up until December 10, 2002
- Altaris CAD: December 10, 2002 to May 8, 2005
- Versadex Police CAD: May 8, 2005 to present

The VPD always had limited access to its CAD and RMS data. However, it did not have full access to the raw data required to do complete analysis. One of the goals of the Working Group was to obtain full access to all VPD CAD and RMS data. This included

historical data as well as setting up a process to obtain the current data on an ongoing and automated basis.

This proved to be a difficult task that took months of meetings and negotiations between the Working Group, E-Comm and PRIMECorp to get the systems in place, and cost the Department over \$16,000.

The computer systems in the Planning and Research Section also had to be upgraded to enable detailed analysis of the new data. The additional software and training cost the Department over \$12,000 and included:

- Microsoft SQL Server (relational database software)
- SPSS (statistical software)
- Crystal Reports (programming software)
- ArcGIS (mapping software)

The data and software acquisitions were important successes during Phase I of the project and will be critical during Phase II when the analysis begins.

Phase II – Research & Analysis

In the coming months, under the framework of the Operational Review, patrol performance will be reviewed in the context of the VPD's overall goals and objectives as well as best practices in law enforcement.

Objectives

The current patrol deployment model will be analyzed to establish:

1. What level of service/performance is currently generated by the Operations Division of the VPD?
2. How should patrol officers be allocated between geographic regions and shifts to maximize productivity?

3. Are efficiency gains realistically achievable given the ergonomic shifting and continuity of supervision constraints?
4. What is the call saturation level of patrol officers?
5. What are optimal one-officer and two-officer deployment levels with consideration to the collective agreement deployment language?
6. What is the desired service level of patrol operations in the context of comparable cities and historical performance parameters?
7. Are additional resources needed to achieve the desired level of service or performance?
8. When, where and how should existing and new resources be deployed based on the desired service goals and the deployment constraints previously mentioned?

Method & Tools

As mentioned earlier, the VPD Planning and Research Section now has the staffing capacity, growing experience and requisite training and tools to analyze the raw patrol call data collected from the CAD and RMS systems.

1. The historical Computer Aided Dispatch (CAD) data that is currently available on a centrally-managed server running on Microsoft SQL can be used to plan the deployment of patrol personnel geographically (i.e. districts) and temporally (i.e. shifts). Among others, the following information is available for each call received by the VPD since 1988:
 - The identity of the caller.
 - The location of the incident.
 - The time at which the call was received and dispatched.
 - The time at which the first officer arrived on-scene.
 - How long the officers remained on the call.
 - The officers' identity and the number of officers who responded to the call.
 - The call types (i.e. break & enter, assault, noise complaint, shots fired).

2. The cutting edge statistical software required to conduct most of the statistical analysis is in place. The latest version of SPSS is installed on the workstation of every analyst in the Planning and Research Section. This tool will allow the Planning Unit to estimate the workload and performance level of the Operations Division. The following elements will be considered in the context of the patrol deployment study:
 - The number of active patrol units by district and time of day.
 - The number of active patrol officers by district and time of day.
 - The call load by priority level, location, district, zone, time of day, day of the week and call type.
 - The amount of resources necessary to respond to each call for service.
 - The time that officers need to perform various patrol activities.
 - The dispatch time, travel time and response time for each call for service.
 - The average response time by priority level, district, time of day, day of the week and call type.
 - The probability that all the police units patrolling a certain area will be simultaneously busy.
 - The relationship between the number of patrol units or officers, the call load and the response time.
3. Due to the acquisition of the industry-standard mapping software ArcGIS, the Planning and Research Section now has the capacity to study crime patterns and examine Vancouver's most resource intensive geographical areas. This will allow the Planning Unit to identify and quantify:
 - The problematic locations/areas which require a disproportionately prominent police presence.
 - The main clusters of criminal activity or disturbance.
 - Some geographical variation in the average dispatch/response time.
 - Some alternative deployment patterns that could lead to efficiency gains and a reduction in the average response time.
4. Already, a Shifting Review was conducted in 2005 by the Planning and Research Section. This will provide valuable background research material on some of the

shifting issues the VPD is facing and includes a best practices review of other agencies shifting models.

5. The Planning & Research Section is now in a position to analyze response times by geographical area, time of day, day of week, patrol team, patrol unit, patrol officer, call type and call priority. Moreover, the methods used to compute response times in other major municipal law enforcement agencies were analyzed and compared. This will allow the Planning Unit to provide aggregate figures that are comparable with other Canadian law enforcement agencies.

Project Goals

A review of patrol deployment best practices suggests that the issues listed above are recurrent across the municipal law enforcement industry. By studying patrol deployment patterns, it is expected that the VPD will be able to:

1. Make empirical predictions, run simulations and look at hypothetical scenarios related to patrol deployment.
2. Tie front-line staffing needs with service levels and workload.
3. Identify long-range patrol staffing needs, based on how busy patrol officers are and the service goals of the police agency.
4. Identify, based on applicable operations research methodologies (i.e. queuing theory, regression analysis, simulation and probabilistic reasoning), how many units are needed and when/where they should be deployed.
5. Maintain consistent service levels across time and geographic areas of the city.
6. Promote officer safety by helping to ensure enough free units are available for backup.
7. Provide some relief from the minimum staffing levels currently mandated under the minimum staffing guidelines.

The Planning and Research Section now has the necessary infrastructure, the appropriate resources and the cutting-edge technical skills to design a realistic and efficient patrol deployment model for the VPD. Ultimately, this has the potential to lead

to efficiency gains and improvements in the level of service delivered to the citizens of Vancouver.

Note: A full report on the Deployment Study will not be completed until the end of Phase II of the project.

The Use of Overtime in the VPD – Preliminary Report

The project report was designed to provide a preliminary analysis of overtime expenditures in the VPD. A more detailed analysis of overtime drivers will be conducted during Phase 2 of the Operational Review and will include information on how patrol and investigative deployment affect the demands for, and the Department's response to, the issue of overtime.

Project Objectives

The objectives of the first phase of the overtime project were to:

- document the policies implemented by the VPD to control the use of overtime;
- provide preliminary information on the drivers of overtime;
- develop the foundation for a more in-depth analysis of overtime to be completed during the time period from March 2006 to February 2007.

Project Components

The primary components of the study were:

- a literature review of overtime in policing in North America;
- a review of studies of overtime in North American police departments;
- documentation of the current VPD policies on overtime and other initiatives taken to manage and monitor overtime;
- analysis of overtime data gathered via the VPD Overtime Slip since June 2005.

Data Sources

- the academic literature on overtime in policing;
- studies and reports from other police agencies in Canada, the United States, the United Kingdom, and other Commonwealth countries;
- VPD overtime policy and procedures;
- VPD overtime data from 2005;
- SAP.

The Project Process & Initiatives

In the latter part of 2004, attempts were made to determine what all the drivers for overtime were, beyond the vacancy issues. The result was a realization that the type of information needed for this type of analysis was either not being collected or not being collected uniformly.

In July 2004, the Planning and Research Section initiated a project to examine VPD overtime use, to compare it to other departments, and to assess the information that can be gathered from payroll and SAP. The purpose was to develop clear policy and procedure, and to create a tool that would assist managers in managing their overtime budget while increasing accountability.

From September to December 2004, two SFU practicum students were tasked with reviewing a large sample of overtime slips. A final report in December of 2004 revealed that significant increases in overtime occurred and also highlighted that insufficient managerial controls existed. An examination of SAP determined that the current structure was not able to support the information queries necessary for the management of overtime. As a result, a separate database was proposed to assist in providing critical information to managers, and the preparation of an interim policy and procedure was started. The progress of these initiatives was reported on a regular basis to the Police Board Finance Committee.

From January 2005 to May 2005 the Planning and Research Section continued on the project and developed the following:

- A new overtime slip that would ensure information relevant to the use of overtime was recorded for entry into the database (implemented on January 1st, 2005).
- An overtime database running on Microsoft Access (version 1.0).
- An interim policy and procedure was developed and published for all members, with special emphasis given to Managers and Sergeants that increased accountability and oversight.
- An altered process for addressing problem overtime claims was started in April 2005, which routed these claims through Deputy Chiefs and Inspectors, rather than through supervisors.

On June 1st, 2005, the Microsoft Access database was implemented. Further, training was provided to staff that would be performing data entry from overtime slips. By July, 2005, the initial implementation of an overtime strategy had taken place.

In September 2005, a review of the process identified that the Overtime Database could be improved. The Planning & Research Section, with the assistance of the newly hired Planning Advisor, Brian Polydore, began to develop a version 2.0 of the Overtime Database. Other staff involved in this project included Detective Constable Leslie Stevens who examined the various efforts and wrote progress reports for the Executive and the Police Board Finance Committee. Further, Insp. Greg Parsons of the Quality Assurance Section was tasked with examining data from the overtime database and has produced a number of reports that have examined specific uses of overtime, provided direction to improve the database and the overtime process and audited certain uses of overtime. Kelvin Chan, UBC Co-op Student, was hired to assess the feasibility of developing an overtime simulation model and also in providing a detailed analysis of SAP overtime information. Correen Yedon, Research Analyst, has developed a statutory holiday projection model to identify the overtime costs related to statutory holidays. At the same time, efforts continued to formalize the overtime policies.

As of January 2006, a number of accomplishments have been realized. The interim policies and procedures were approved by the Vancouver Police Board on January 18th, 2006. A version 3.0 of the Overtime Database is being developed with the assistance of the VPD Information Technology Section. Version 3.0 will be more comprehensive, will reduce error rate, and will continue to provide data from which to make managerial decisions related to overtime budgets. An initial analysis of the Overtime Database has been conducted by Joseph Chan, justice consultant. A more detailed analysis will be conducted during Phase II of the Overtime Review using data from the version 3.0 Overtime Database.

An overtime committee is continuing its work to integrate all overtime related issues, to improve forms, and to establish the version 3.0 Overtime Database as the means to collect and analyze overtime data. SAP remains an important aspect of this endeavour and efforts continue to assess the potential of using the SAP system as the database for overtime information. Significant gains have been made in the last six months with respect to the VPD's administration and management of overtime, although it should be mentioned that the driver of a significant amount of overtime (the vacancy problem by unexpected retirements) has been alleviated. Overtime expenditures were reduced in 2005.

Trends in Overtime Usage

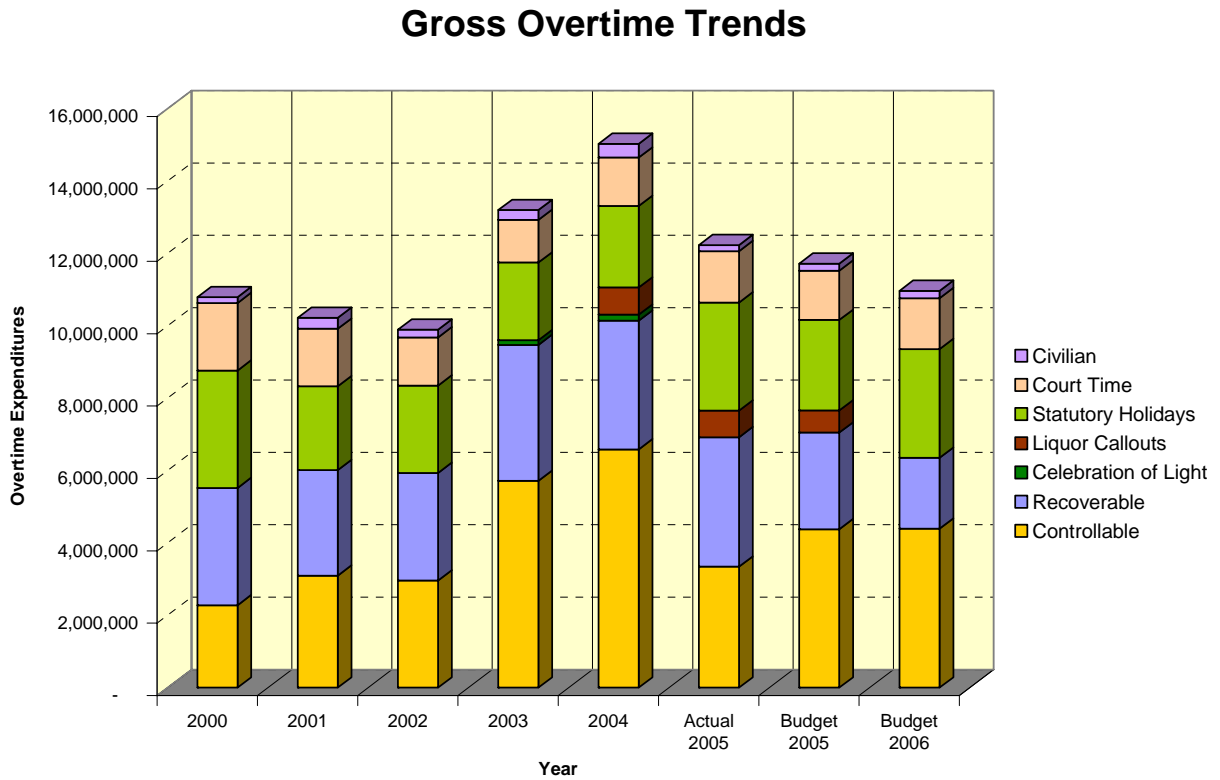
Table 1.0 presents information on the expenditures in the various categories of overtime for the years 2000-2005, broken down by non-recoverable and recoverable overtime.

Table 1.0. Recoverable and Non-Recoverable Overtime 2000-2005

Overtime	Budget 2006	Budget 2005	Actuals 2005	2004	2003	2002	2001	2000
Recoverable	1,959,406	2,674,700	3,576,305	3,556,123	3,757,898	2,974,612	2,913,505	3,239,760
Special Events	1,430,790	2,621,900	2,817,153	2,613,970	3,112,632	2,756,187	2,837,923	3,196,827
Secondments	528,616	52,800	759,152	942,153	645,266	218,425	75,582	42,933
Non-Recoverable	8,807,386	8,850,700	8,487,928	11,096,289	9,172,472	6,706,665	7,007,505	7,393,504
Operational Overtime	4,395,266	4,377,700	3,343,636	6,587,115	5,715,616	2,962,615	3,099,189	2,279,797
Liquor Callouts	0	611,000	737,367	750,659				
Celebration of Light				166,073	132,287	584		
Statutory Holidays	3,004,130	2,500,100	2,987,555	2,252,863	2,145,609	2,414,993	2,316,551	3,244,906
Court Time	1,407,990	1,361,900	1,419,370	1,339,579	1,178,960	1,328,473	1,591,765	1,868,801
Civilian	198,320	194,100	170,518	379,746	269,967	213,451	303,704	161,244
TOTAL	10,965,112	11,719,500	12,234,751	15,032,158	13,200,337	9,894,728	10,224,714	10,794,508
Recoverable	17.9%	22.8%	29.2%	23.7%	28.5%	30.1%	28.5%	30.0%
Non-Recoverable	80.3%	75.5%	69.4%	73.8%	69.5%	67.8%	68.5%	68.5%
Civilian	1.8%	1.7%	1.4%	2.5%	2.0%	2.2%	3.0%	1.5%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%

Figure 1.1 sets out information on the gross trends in overtime for the years 2000-2005. These figures are for actual overtime and have not been adjusted for Collective Bargaining increases that occurred during this time period.

Figure 1.1. Gross Overtime Trends, 2000 to 2005.



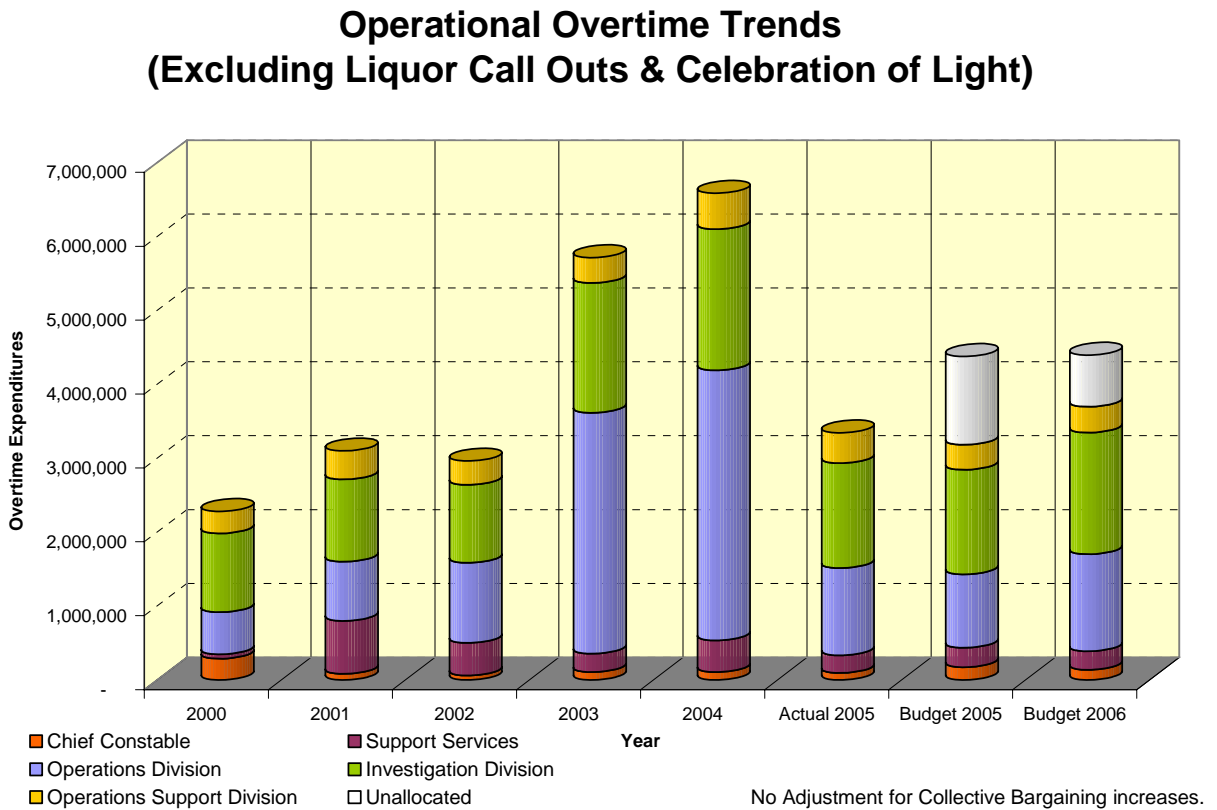
The Table 1.1 shows how operational overtime was allocated between VPD organizational units in 2000-2005.

Table 1.1. Operational Overtime by Organizational Unit, 2000-2005.

Overtime	Budget 2006	Budget 2005	Actuals 2005	2004	2003	2002	2001	2000
Office of the Chief Constable	136,270	172,000	93,763	105,100	105,011	59,228	82,039	287,108
Support Services Division	251,006	263,500	239,051	428,977	249,250	440,690	716,799	58,574
DCC Support Services	1,030	1,000	(325)	469	843	2,980	0	1,872
Fleet	0	0	(6,040)	(1,833)	0	0	0	0
Records Management	3,330	0	4,521	5,286	1,047	0	(480)	383
Human Resources	35,820	54,000	22,145	29,132	29,818	9,653	950	(4,088)
Communications Section	41,870	55,000	19,491	50,767	61,240	26,356	50,567	283
Information Technology	0	0	61	(248)	(644)	0	(505)	(1,000)
Finance	0	0	88,220	259,093	(2,616)	354,240	580,720	(7,148)
Planning & Research	7,590	17,000	(289)	9,355	10,887	3,977	12,631	(842)
Training & Recruiting	71,660	77,000	38,586	16,550	55,580	(25,317)	3,726	5,690
Services Liaison	89,706	59,500	72,681	60,406	92,080	68,801	69,190	63,424
Facilities	0	0	0	0	1,015	0	0	0
Operations Division	1,312,760	993,000	1,179,387	3,655,633	3,260,600	1,083,904	800,783	569,667
DCC Operations	6,200	6,000	16,629	7,938	5,797	6,716	63,232	0
District 1	244,860	174,000	161,720	874,431	620,163	166,260	151,300	136,537
District 2	339,210	154,000	297,399	1,410,386	1,838,230	166,213	109,594	161,645
District 3	159,980	174,000	188,467	526,705	259,149	196,600	138,360	106,401
District 4	238,180	152,000	166,822	345,602	307,761	172,057	55,268	58,378
Traffic	170,610	165,000	172,656	179,824	73,107	188,632	143,198	103,445
Patrol Support	153,720	168,000	175,694	310,747	156,393	187,426	139,831	3,261
Investigation Division	1,645,570	1,415,500	1,420,287	1,910,426	1,757,994	1,056,489	1,113,700	1,066,541
DCC Investigation	0	155,400	0	0	5,854	3,412	61,228	731
Major Crime	903,780	609,900	761,177	1,097,649	1,064,296	426,463	442,502	478,901
Vice & Drugs	222,040	176,400	179,781	217,010	183,734	215,949	236,255	200,304
Special Investigations	301,260	280,100	228,926	387,675	359,119	254,322	246,654	206,807
Forensic Services	218,490	193,700	250,403	208,092	144,991	156,343	127,061	179,798
Operations Support Division	351,500	338,000	411,148	486,979	342,761	322,304	385,868	297,907
DCC Operations Support	0	0	0	0	0	0	0	0
Tactical Support	109,290	38,000	89,256	152,413	57,251	62,821	155,638	85,049
Emergency Operations	35,660	167,000	31,179	20,212	28,141	32,592	21,943	12,675
Criminal Intelligence	35,180	34,000	23,497	43,481	53,811	58,066	18,326	15,799
Emergency Response	98,240	66,000	152,082	171,129	130,728	113,203	120,153	132,690
Youth Services	73,130	33,000	115,134	99,744	72,830	55,622	69,808	51,694
Unallocated Budget	698,160	1,195,700						
Controllable (Net Sworn) Overtime	\$ 4,395,266	\$ 4,377,700	\$ 3,343,636	\$ 6,587,115	\$ 5,715,616	\$ 2,962,615	\$ 3,099,189	\$ 2,279,797

Figure 1.2 illustrates the trends in operational overtime over the time period 2000-2005. These figures represent actual overtime and have not been adjusted for Collective Bargaining increases. As well, the figures exclude Liquor Call Outs and overtime expenditures incurred for the Celebration of Light.

Figure 1.2. Operational Overtime Trends, 2000 to 2005.



Operational overtime nearly doubled between 2002 and 2003 (from \$3.0 million to \$5.7 million) while recoverable overtime and civilian overtime each increased by more than 25%. The City-wide Enforcement Team (CET) initiative and additional overtime expenditures in the Major Crime Section accounted for most of the increase of 33.5% in gross overtime expenditures between 2002 and 2003 (from \$9,871,831 to \$13,176,424).

Between 2003 and 2004, operational overtime increased by 15% (\$871,499) while civilian overtime peaked with an increase of 40% from 2003 to 2004 (\$379,746). The creation of Liquor Call-Outs in the Entertainment District generated an additional overtime charge of \$750,659 in 2004. Operational overtime expenditures increased from \$5.7 million to \$6.6 million. This accounted for most of the increase of \$1.8 million in gross overtime between 2003 and 2004.

From 2004 to 2005, operational overtime decreased by almost 50% (from \$6.6 million to \$3.3 million) and civilian overtime decreased by 55%. Although overtime expenditures incurred because of Statutory Holidays increased by about 33%, gross overtime expenditures fell by 18.6% overall between 2004 and 2005 (from \$15.0 million to \$12.2 million).

The gross overtime budget overrun in 2005 was due, in large measure, to the unexpectedly large expenditures of recoverable overtime, Statutory Holidays overtime (19.5% or \$487,455 over budget) and Liquor Call-Outs (20.7% or 126,367 over budget). The 2005 budget overrun was mitigated by a surplus of 23.6% in operational overtime.

During 2006, gross overtime expenditures are expected to decrease overall although additional funds have been allocated to the Operations Division (\$319,760 more than the 2005 budget), to the Investigation Division (\$230,070 more than the 2005 budget) and for Statutory Holidays overtime (\$504,030 more than the 2005 budget). The 2006 gross overtime budget (\$10,965,112) is lower than both the actual overtime expenditure of 2005 (\$12,234,751) and the 2005 overtime budget (\$11,719,500).

Since the Staffing Review was completed in March 2005, the VPD has developed and implemented an Overtime Policy and Procedures and an Overtime Tracking System. These initiatives have given the VPD the capacity to monitor, analyze, and control overtime expenditures on an ongoing basis and to identify sections and individual officers who are high users of overtime. As mentioned, the Quality Assurance Manager, Inspector Greg Parsons, has

audited certain sections to ensure that overtime was used in accordance to policies, and was fiscally responsible.

The 50 new constable positions that were approved by City Council in March, 2005 had no impact on the levels of overtime expenditures during 2005, as these officers were in training during this period of time. The Police Academy training takes almost nine months to complete; therefore, the final group of new officers hired in 2005 will not graduate from the Police Academy until the summer of 2006.

The preliminary analysis that is being conducted of overtime usage using information gathered on the Overtime Slips will provide some preliminary indication of potential overtime drivers. However, a more in-depth and statistically valid understanding of overtime usage in the VPD will rely upon the information gathered from the business plans that will be completed by all squads, teams and units during 2006, and the findings from the studies of patrol and investigative deployment that will be conducted during this time.

At this time, the analysis of the Overtime Slip data for 2005 should be viewed only as preliminary. The data from the Overtime Slips that is being analyzed was gathered during the time period June 1st – December 31st, 2005. It can be anticipated that, as the Overtime Policy and Procedures are incorporated into the daily activities of the VPD and personnel become familiar with the overtime reporting requirements, further changes will occur in the levels of overtime usage.

In 2005, the Vancouver Police Department focused on improving how overtime was managed. Measures to improve the management of overtime were taken at every level. Although some processes are still undergoing changes and improvements, it is clear that the measures which have been implemented are working and have had an impact on overtime use and total dollars spent on overtime. The findings from the additional studies to be conducted during 2006 will provide the basis for a more complete understanding of the drivers of overtime in the VPD and identify the extent to which overtime usage is a product

of the deployment of investigative and patrol resources and/or insufficient resources.

Preliminary Analysis Findings

A preliminary analysis suggests that:

- The development and implementation of a new overtime policy is a positive step forward for the VPD that is already impacting the level of overtime expenditures.
- The data collected from the overtime slips is being compiled in the overtime database and will allow the VPD to monitor on an on-going basis overtime usage in all Divisions of the Department.
- The Investigative Division appears to be the leading driver of operational overtime. In 2005, 43% of all operational overtime and 12% of total gross overtime was incurred by the Investigation Division. There are several specific areas, most notably the Major Crime Section, that are primary users of overtime. The specific drivers of overtime within these high overtime-use sections remain to be identified through the study of investigative deployment which will involve the development of strategic business plans for each work unit in the Department.
- The Major Crime Section was a major consumer of overtime in 2005. This is consistent with findings from studies of overtime conducted in the U.S. which have found that major crime sections are most often the source of important overtime expenditures.
- All of the top 20 overtime earners between June and December 2005 were members of specialty squads and 14 of the top overtime earners were members of Strike Force. A significant amount of overtime is being earned by Strike Force members who conduct surveillance on behalf of the Major Crime Section (who pay for their services).

- The top 5 overtime earners in the Department are working overtime hours that could be considered to be excessive. These officers earned more than 100 overtime hours per month on average during that period.
- The top 20 overtime earners earned a total of 13,122 overtime hours during a seven month period in 2005 and accounted for 9.4% of the total number of overtime hours earned by VPD officers. Around 18.7% of this overtime (2,450 hours) was sponsored by the Integrated Gang Task Force (IGTF) and was therefore recoverable. The remaining portion (10,672 hours) was incurred by various specialty squads and sections of the VPD, including the Robbery and Assault Squad, the Sexual Offence Squad, the Homicide Squad, the High Risk Offender Unit and the General Investigation Unit.
- Among the various categories of overtime, there are types of overtime over which the VPD has only minimal control. Statutory Holiday pay, court overtime, overtime paid to seconded members and special events are sources of overtime that the VPD has virtually no control over. In 2005, only 27% of all overtime expenditures were allocated to activities over which the VPD maintained some level of discretion (i.e. operational overtime).
- Two factors impacted the level of overtime usage in 2003 and 2004:
 1. the mass early retirements of 170 senior officers in 2003-2004 (139 retirements in late 2003 and 31 in 2004);
 2. the City-wide Enforcement (CET) initiative.
- The implementation of the CET initiative and additional overtime expenditures in the Major Crime Section accounted for most of the increase of 93% in operational overtime expenditures between 2002 and 2003.
- A large portion of the subsequent increase in operational overtime expenditures observed between 2003 and 2004 can be attributed to the

fact that, following the unexpected early retirement of approximately 170 officers, the VPD was forced to redeploy officers away from investigative squads to patrol squads in District 2 in order to maintain minimum acceptable staffing levels.

- From 2004 to 2005, operational overtime decreased by almost 50% (from \$6.6 million to \$3.3 million) and civilian overtime decreased by 55%. Although Statutory Holiday pay increased by about a third, gross overtime expenditures fell by 18.6% overall between 2004 and 2005 (from \$15.0 million to \$12.2 million). This improvement in the financial position of the VPD was made possible by a substantial decrease in the amount of overtime dedicated to CET (as witnessed by a reduction of \$1.1 million in overtime incurred in District 2, encompassing the Downtown Eastside) and a reduction of \$336,472 in the overtime expenditure incurred by the Major Crime Section.
- In 2005, 14 Sections generated a surplus compared to their allocated budget. These overtime savings for 2005 were driven in part by increased overtime monitoring, tightened authorization requirements and regular quality assurance audits.
- There is no apparent correlation between overtime hours earned and WCB or sick time.
- At this preliminary stage of the analysis, it is not possible to determine if there is a relationship between staffing levels and overtime usage.
- As the Overtime Policy and Procedures are incorporated into the daily activities of the VPD, and personnel become familiar with the overtime reporting requirements, further changes will occur in the levels of overtime usage.

Considerable progress has been made by the VPD, in a relatively short period of time (less than twelve months) to address the issue of overtime expenditures and

to set in place procedures and best practices for monitoring and controlling overtime usage.

A more comprehensive analysis of overtime usage will be performed during Phase 2 of the project (March 2006 - February 2007). This analysis will rely upon information gathered from the strategic business plans which will be completed by all specialty units in 2006.

Recommendation - Offsets from Overtime Savings

In 2005, the VPD spent \$3.3 million of operational overtime out of a budget of \$4.3 million. At the end of 2005, the VPD had \$1.0 million remaining in its operational overtime budget. The Operational Review Steering Committee has recommended that the VPD forfeit \$700,000 out of its overtime budget in 2006 and \$800,000 out of its overtime budget in 2007, subject to further review.

Note: A complete report on the Overtime Review has been prepared; entitled - *The Use of Overtime in the Vancouver Police Department: A Preliminary Report.*

Civilianization in the Vancouver Police Department

Civilianization can be defined as the practice of assigning to non-sworn (civilian) employees, police department work that does not require the authority, special training, or credibility of a police officer. Civilianization focuses on positions within a police department rather than on individual personnel who occupy positions.

Civilianization has generally occurred as part of the movement toward professionalism and has been a key component of community policing. It is widely acknowledged that having civilians in key positions in a police organization enhances the general organizational environment, brings specialized expertise, and also produces numerous benefits for sworn police officers.

Project Objectives

The objectives of the Civilianization Project were to:

- Review the current deployment of civilian positions within the VPD.
- Determine opportunities to civilianize functions that are currently being performed by sworn officers in all areas of the VPD, with the goal being to make more officers available to provide frontline services that enhance community safety and to respond to reported crimes.
- Identify the benefits to be found through civilianization.
- Develop a policy for VPD on future determination and classification of civilian versus sworn positions.
- Consider the issue of developmental positions in relation to civilianization.
- Consider the issue of accommodated positions in relation to civilianization.
- Consider the issue of secondments.
- Identify opportunities for shared services between the VPD and the City of Vancouver.

Project Components

The primary components of the study were:

- A literature review of civilianization in policing in North America.
- A review of studies of civilianization in North American police departments.
- Development of a working definition of civilianization.
- Development of a decision making tree to be used in assessing current sworn and civilian positions.
- Interviews with Inspectors and civilian managers about the positions under their span of control using the decision making tree.
- Interviews with the Deputy Chief Constables about civilianization in the VPD and, more specifically, the positions under their span of control, utilizing the decision making tree.
- An interview with the Chief Constable about the opportunities for civilianization in the VPD generally and, more specifically, the positions under his span of control using the decision making tree.
- A review of every sworn and civilian position (with the exception of patrol and clerical support) in the department by an independent assessor with policing expertise using position descriptions provided by VPD Human Resources and utilizing the decision making tree to determine whether a position is most appropriately classified as sworn or civilian.
- Development of a policy on civilianization that will be used to determine whether new/future positions are to be sworn or civilian.
- An examination of the need of the Vancouver Police Department to accommodate officers who, for whatever reason, cannot be deployed in a full-function capacity.
- An examination of the need for the Vancouver Police Department to have developmental positions.
- Compilation of information on secondments.

- Interviews with civilian and sworn members of the VPD and City of Vancouver personnel to determine the potential for shared services opportunities between the Vancouver Police Department and the City of Vancouver.

Civilianization - Project Method

The project involved assessing all of the sworn and civilian positions in the VPD to determine whether the position was most appropriately classified as sworn or civilian. The assessment was performed via interviews with sworn and civilian managers about the positions under their span of control and by an independent analysis of sworn and civilian positions provided by VPD Human Resources Section.

Based on a review of the best practice policing literature, a decision making tree was developed, composed of three questions that were asked of every position in the Department (with the exception of patrol and clerical support):

1. Does the position require law enforcement powers? (i.e. powers of arrest, use of force, statutory requirement, carrying a firearm)
2. Are the skills, training, experience, or credibility of a sworn police officer required to fulfill the duties of the position?
3. Can the requirements of the position be fulfilled by a specially-trained civilian?

As well, interviewees were provided the opportunity to provide comments to elaborate on these three questions.

These questions are sequential and the response to the first question determines whether the second question is asked, and then, the response to the second question determined whether the third and final question was asked of the respondent.

A unique feature, and strength, of the present project was that two separate analyses were conducted of the sworn and civilian positions in the VPD: one via interviews with senior sworn and civilian managers about the positions under their span of control, and the other via an independent assessment by a policing expert using the sworn and civilian position descriptions provided by VPD Human Resources Section. Both assessments utilize the same decision making tree questions.

Recommendations for Civilianization

Based on the two assessments of sworn positions in the VPD, the Project team recommended that 19 sworn officer positions (working in 11 different types of positions) be reclassified as civilian positions.

Position	Timeline
Inspector, Planning and Research (1)	December 31, 2006
Inspector, Quality Assurance (1)	July 1, 2006
Corporal (WSE), Health & Safety Coordinator (1)	July 1, 2006
Constable, ViCLAS (1)	July 1, 2006
Constable, Document Services (3)	September 1, 2006
Constable, Youth Referral Coordinator (1)	July 1, 2006
Constable, Information & Privacy (1)	July 1, 2006
Constable, Crime Analysis Unit (4)	July 1, 2006 (x2) December 31, 2006 (x2)
Constable, District Analyst (4)	July 1, 2006 (x2) December 31, 2006 (x2)

Position	Timeline
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Constable, Robbery/Assault Analyst (1)

July 1, 2006

Constable, Statement Analysis (1)

July 1, 2006

The total estimated savings to be realized by reclassifying the 19 sworn positions as civilian positions is estimated at \$578,400.

As a result of the review, there are some positions that will be further investigated prior to determining whether they should remain sworn or potentially convert to civilian positions. Therefore the following positions will be reviewed in Phase II upon completion of each of their respective business unit's business plans.

Unit	Number Positions Currently In Unit	No	Positions For Further Review
Human Resources	7 Sworn/8 Civilian	1	Inspector, Human Resources
		1	Sergeant, Labour Investigations
		1	Sergeant, Attendance Management
		1	Sergeant, Career Development Unit
Forensic Identification	17 Sworn/3 Civilian	1	Constable, Forensic Ident Unit
Community Policing	4 Sworn/1 Civilian	1	Constable, Block Watch
		1	Constable, Business Liaison Officer
Total	28 Sworn/12 Civilian	7	

Some other specific recommendations that came out of the Civilianization review include:

- Human Resources Section create a system to ensure periodic, regular reviews of all position profiles to ensure they are current;
- Explore relocating the Crime Analysis Unit from the Patrol Support Section to the Planning and Research Section;
- Create a written policy on civilianization that includes the three questions comprising the decision making tree in the present study;
- Relocate the Quality Assurance Section to the Planning and Research Section and that the Planning and Research Section be re-named the Planning, Research and Audit Section;
- Adopt the International Association of Chiefs of Police (IACP) Model Policy on Civilianization;
- Follow the implementation timeline recommended in the civilianization study to reclassify the identified positions from sworn to civilian (subject to transitional HR accommodation considerations).

Recommendations on Accommodated and Developmental Positions

The Civilianization Study included an assessment of the need to accommodate officers that cannot fulfill operational duties, mainly due to health issues, and also developmental positions for officers.

The conclusion from the review is that most of the positions identified for civilianization are not currently being used as accommodated positions and that the authorized strength of the department is sufficiently large to absorb accommodated employees, which currently number 34. With regard to developmental positions, the review of other North American agencies indicated that civilianization does not compromise the ability to maintain a developmental program. As well, it was noted that the mixed model of having officers work alongside civilians proves beneficial to both sworn and civilian staff.

The following specific recommendations were made in relation to accommodated and developmental positions:

- consolidate all of its current policies on accommodation into one formal policy, such policy to be guided by best practices in other police departments and municipalities;
- develop a written policy on developmental positions which includes the objectives of developmental positions and potential areas of placement throughout the Department.

Recommendations for Shared Services

Senior management at the VPD and the City of Vancouver are committed to implementing shared services wherever there is a demonstrated overall benefit. This commitment is currently demonstrated with shared services agreements in the VPD Fleet, Facilities, Stores and Information Technology Sections.

The following areas were reviewed with strategies for shared services and/or improved cooperation between the VPD and other City departments.

Please refer to the table below.

Section	Shared Opportunity	Implementation Stage
Building Maintenance & Facilities	Yes	Already Implemented
Information Technology	Yes	Already Implemented
Fleet	Yes	Already Implemented
Purchasing and Stores	Yes	Already Implemented for standard purchasing functions. Other potential opportunities identified include using Corporate Purchasing staff to order specialized equipment as well as to work with the City initiative of

Section	Shared Opportunity	Implementation Stage
		Supply Chain Management
Accounts Payable	Yes	Will dovetail with a pending City initiative. Work with City staff on Supply Chain Management and that includes possible opportunities for centralizing accounts payable functions
Payroll	Yes	Establish working team to review business case and processes and report to the Steering Committee in fall 2006 with results and potential implementation plan
False Alarm (FARP)	Yes	Review processes with Licensing and Inspections with intention of transferring functions
311 Call Centre	Yes	Part of ongoing City project review
Communications	Min	Better information exchange
Human Resources	Min	Continue on-going information exchange
Information and Privacy	No	n/a

Specific recommendations on shared services in relation to shared services are:

- Transfer the positions of False Alarm Reduction Coordinator and the four clerk typists to the City of Vancouver and a transition plan be prepared to effect this change by the end of 2006.
- Continue to support the 311 Call Centre initiative and the opportunity for shared services with the switchboard telephone operators.
- Create a working group comprised of VPD and City of Vancouver Payroll professionals to explore implementing shared services in the area of Payroll.

The working group will:

- report to the Steering Committee
- be co-chaired by the VPD and City of Vancouver managers who are responsible for Payroll
- be established no later than April 30th, 2006
- conduct all analysis necessary, including costs and benefits, to determine if there is a reasonable business case for structuring COV/VPD Payroll as a shared service
- present any disagreements to the Steering Committee
- develop an implementation plan if the Steering Committee approves proceeding with Payroll as a shared service
- report back the final results to the Steering Committee by September 30th, 2006

With the completion of the civilianization study and the timely implementation of the recommendations contained in this report, the VPD will establish itself as the clear leader in civilianization among North American police departments.

Note: A complete report on Civilianization has been prepared; entitled – *Civilianization in the Vancouver Police Department*