



# **AN ORGANIZATIONAL REVIEW & EVALUATION OF THE CHARLOTTETOWN POLICE SERVICE**

**By**

**Verheul & Associates**

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**Brian Verheul  
Director,  
Verheul & Associates Inc**

**William Pullen  
Managing Principal,  
Gordon Pullen Consulting Inc.**

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# Part A: Introduction & Background

On September 15, 2008 the City of Charlottetown issued a Request for Proposal (RFP) for a review and evaluation of the organization and operation of the Charlottetown Police Service (CPS). In response, Verheul & Associates submitted a proposal to conduct and complete an organizational review within 90 days of engagement. The proposal was accepted by the City and our engagement began in early November of 2008.

This report is the result of our review. It details our review of documents and files, the many conversations we had with stakeholders, and our analysis of the information given to us. Our report has been prepared in four parts. Part A describes how we approached the assignment, Part B describes how policing services are provided in Charlottetown, Part C is our review of nine categories that collectively describe the CPS, and Part D reports our conclusions and recommendations, including a proposed implementation strategy. Separate annexes provide technical and procedural details.

Before proceeding, we want to record our sincere thanks and appreciation to those who helped us arrange and coordinate the work; we could not have accomplished our aim without their willing and enthusiastic support. We also need to thank the many people who generously gave their time and energy to help us understand the CPS and share their perspective on the organization. The interest, passion, and commitment of everyone we spoke to in helping the CPS become the best it can be were evident from the start. We thank you all for your insight and support. Whatever future lies ahead, the CPS will be well served by its dedicated and committed staff and the support that exists within Charlottetown.

## Aim & Objectives

Our aim was to complete a comprehensive review and evaluation of the Charlottetown Police Service within 90 days of engagement. In order to accomplish this aim, we wanted to find the answers to two broad questions:

- Is the Charlottetown Police Service doing the right thing?  
and
- Is the Charlottetown Police Service doing things right?

The first question deals with overall direction and leadership, the degree to which the CPS meets expectations, and the extent to which it has earned the confidence of the community it serves. The second deals with the internal arrangements, structures, and procedures by which the CPS answers the first question. We answer both questions in this report by applying an approach and working through a methodology.

## Scale and Scope

In undertaking this work, we assumed that it included all elements of the CPS that are used to deliver policing services to Charlottetown. We included in this the relationship between the CPS and the City of Charlottetown Police Committee and the governing role of this committee in providing guidance to the CPS.

Organizations have history and the collective memory of CPS employees forms a trajectory – an arc of remembrances that moves from the past, through the present, and shapes the future. Our understanding of the CPS begins with its amalgamation in 1995 and moves forward from that time to the present. We believe our recommendations will assist the CPS in becoming the very best that it can be in the future.

## Our Approach

We approached the assignment by seeking to understand the extent of alignment and fit between the CPS and the citizens of Charlottetown. We hope to provide some advice as to how this might be strengthened.

In keeping with the rich history of Charlottetown, our approach proceeds from principles attributed to two of the “founding fathers” of policing: Sir Robert Peel, the founder of the Metropolitan Police Service of London, and Sir Richard Mayne, the first head of the London Metropolitan Police. We take their shared principle regarding the relationship between police and community as the point of departure for our work:

*Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.*

–Sir Robert Peel (1822) & Sir Richard Mayne (1829)

We understand this to mean that the Charlottetown Police Service is an integral part of the community of Charlottetown and that it must continually strive to maintain a relationship and enhance its position within the community by strict and professional attention to its duties. With this idea foremost in our minds, our work involved determining and evaluating the extent to which the CPS fits within the community, how members of the community regard the CPS, and how employees of the CPS regard their work for the citizens of Charlottetown.

Using the above as a point of departure, to do our work we employed a well known analytical method known as the McKinsey Seven S (7S) Framework. We used this model to organize and analyze information. The McKinsey Framework looks at seven different variables:

1. Strategy: the plan or course of action used to allocate resources and achieve goals over time.
2. Structure: the internal arrangement of the CPS that defines the chain of command.
3. Systems: the routine processes used to deploy and manage resources.
4. Skills: the capabilities of staff and of the organization as a whole.
5. Staff: the various categories of employees and how work is performed to achieve goals.
6. Style: the character and tone of the organization and of leadership and management.
7. Shared Values: the informal organizational culture that influences the manner in which work is done.

The first four variables can be thought of as the “hardware” of the organization – the plumbing, wiring, and electrical current. The last three are the “software” that works through the hardware to get things done. To these seven variables we added two additional categories to better reflect the community context and the public nature of the CPS:

8. Governance: the formal arrangements for assigning responsibility and ensuring accountability.
9. External Relationships: the perspectives and expectations of external stakeholders and clients.

We used these nine categories to collect and organize information in a way that allowed us to probe, analyze, and compare to find answers to the two questions posed above.

## Methodology

To accomplish the aim and apply the approach, we used a methodology consisting of sequenced steps that first allowed us to develop a broad base of understanding before permitting us to examine areas of interest in greater detail, analyze relevant information, and arrive at conclusions and recommendations. Throughout the process, we were looking for strengths, weaknesses, opportunities, and challenges.

We were given ready access to pertinent documents, including the 1992 Organizational Review & Evaluation conducted by Ernest & Young.

We had conversations with 65 people: 34 external stakeholders met with us to discuss their perceptions of the CPS and identify concerns and opportunities for improvement, while 31 internal stakeholders also met with us, including everyone in the CPS management structure and many uniformed and civilian employees.

We also reviewed sick leave and overtime use, file allocation, workload data from the Police Reporting and Occurrence System (PROS), and a selection of investigative files. This file review included a random selection of 20 investigational files that we looked at for approach to work, completeness, and quality. We followed up this review with telephone conversations with some complainants to determine their perception of the way the CPS responded to their calls for police service.

We sorted the information into the nine categories of our model, used our experience, training, and judgment in our analysis, and then arrived at conclusions and recommendations for each category and for the CPS as a whole. Based on this analysis, we developed some general and specific conclusions. We used these conclusions to form five broad strategic or thematic recommendations, each with four or five operational recommendations. We took these recommendations and sequenced them into an implementation table to provide options for short, medium, and ongoing decisions and actions.

# Part B: Policing In Charlottetown

Policing services are provided by the Charlottetown Police Service with the aim of ensuring a safe and peaceful environment for residents and visitors. The way the CPS deploys resources and performs the functions of education, prevention, investigation, and enforcement defines the business of policing in Charlottetown. This part of our review describes how the business of policing works, establishing the context for further analysis, conclusions, and recommendations.

## A Systems Approach

A public agency like the CPS functions as a system within an environment. At a basic level, a system receives resources as inputs, converts them into something of value, and provides services as outputs that are valued by residents and visitors; civic peace and personal safety being the desired outcomes in this particular case.

Most organizational evaluations use logic models to provide a schematic of the step-by-step flow of resources through the system and to show how functions accomplish expected outcomes. Describing the CPS in this way systematically shows how it operates; an observer can see the operation as a whole, make judgments about how all the parts work together, and locate opportunities for improvement. As part of our review, we developed the following logic model of the CPS. Our intention was to describe an architecture within which we could locate, analyze, and relate the nine variables we used to evaluate the CPS.

## The CPS Environment

The CPS functions within an environment defined as the City of Charlottetown. This social space contains clients who expect and receive a service. For example, the owner of a commercial business experiencing a break and enter expects police service with regard to the event. This social space also contains stakeholders who have a more specific interest in the CPS and more narrowly defined expectations for performance. For example, Crown prosecutors have an interest in the CPS and expectations for high quality court briefs.

The ability and capacity of the CPS to perform its work properly, to deliver service effectively, and moreover to be seen to be doing both, is of paramount importance as this is how the CPS exercises its authority and delivers on its mandate. In doing so, the CPS validates the confidence, credibility, and legitimacy granted to it by the citizens of Charlottetown, clients, and stakeholders. No police service can long endure without reflecting these characteristics, as it is the police that establish the moral foundation for the rule of law in civil society.

## Resource Inputs

The CPS resource inputs are authority, money, people, expectations, and direction.

Authority flows from the Police Act, the Charlottetown Area Municipalities Act, and the City of Charlottetown Policing Services By-Law, as well as other by-laws and agreements. The net effect of these laws is to mandate, establish, and direct the manner in which police services are provided and governed.

Money originates from property taxes paid by citizens and comes in the form of an annual police budget that is authorized by the Mayor and Council. In 2008 this amount was estimated at \$6.8 million, which represents about 17% of total expenditures for the City of Charlottetown.

Qualified people are employed to perform jobs that, directly or indirectly, enable delivery of police services to residents and visitors. A negotiated contract with the Police Association of Nova Scotia (Local 301) defines the terms and conditions of employment for all but exempt employees.

Expectations are like demand; they place an onus on the CPS to act. Typically, expectations for policing develop from clients and stakeholders in response to a general wish for civic peace and personal safety, or more specifically in response to a need to call the police. In the general case, expectations form over a period of time based on the cumulative community experience with the kind of service provided by the organization. In the specific case, the client or stakeholder evaluates the actual experience based on perceptions about promptness, quality, professionalism, and courtesy. Both sets of expectations are met, or left unmet, depending on the ability of the CPS to perform and deliver an appropriate response. Expectations that are met build confidence and, over time, validate credibility and legitimacy.

Direction is provided by the elected officials of the City of Charlottetown Police Committee, acting on behalf of the Mayor and City Council. These representatives have a general responsibility for providing a policing service and, through a continuing relationship with the CPS Chief of Police, exercise broad supervision over the policing business without becoming engaged in the day-to-day delivery of services. Direction is further provided by a strategic plan that outlines priorities, goals, and objectives. More detailed operational guidance is provided by the CPS Ops Manual, which outlines the policy structure within which the CPS functions. Finally, operational plans provide tactical direction in ongoing operations such as major events.

### **Organizing Policing Services**

The Chief and the management team of the CPS, which also include the Deputy Chief, the Communications Coordinator, and the Sergeant's Group, take resources and convert them into policing services. In most organizations, this ongoing process is shaped by a strategic plan, directed by a business plan, enabled by a budget, and guided by organizational policies. It occurs within an organizational structure that arranges and concentrates resources in the best way to accomplish results. Taken together, these arrangements should provide a positive answer to the question of whether or not the organization is "doing the right thing."

The actual delivery of policing services is performed by uniformed, plainclothes, and civilian employees who perform jobs and use equipment and systems to ensure a safe and peaceful environment for residents and visitors. Employees in operational policing roles (patrol officers, for example) are supported by others who act in specialized units such as Forensics or in support units such as Communications, Records, or Reception. It should be noted that administrative support is also provided to the CPS by the City of Charlottetown, particularly in the areas of human resources and financial management.

In general terms, the CPS accomplishes its mandate through four principal functions: education, prevention, investigation, and enforcement. Each function may have a number of activities. In most organizations, the relative weight of resources devoted to any one function or activity reflects an implicit management choice based on expectations, intelligence and risk, and judgment borne of experience. In some instances, it is also the result of history, personality, and habit.

In the CPS, the prevention, investigation, and enforcement functions have the largest number of activities: Patrol, Traffic Services, Major Crime, JFO Street Crime, JFO Drugs, Identification Services, Highway Traffic Act Enforcement, By-Law Enforcement, Court, Exhibits, and Parking Tickets. Additionally, a part of the enforcement function is allocated to the National Weapons Enforcement Team (NWEST) and to public order activities through a joint RCMP/CPS Tactical Troop and Emergency Response Team (ERT) function.

There are four sergeants who act as platoon commanders and have operational responsibility for general patrol officers who perform prevention, investigation, and enforcement functions. The sergeants are supported in Patrol by corporals who act as their second-in-command. There is also a records coordinator who supervises civilian staff in communications and records and a parking ticket coordinator who provides administrative and reception support.

More specialized support functions are currently provided by Traffic Services, the Criminal Investigation Branch (CIB), as well as forensic identification and canine support. The more deliberate function of education occurs through community policing activities.

### **Delivering Policing Services**

There are a number of different approaches or philosophies that can guide how police services are delivered. Community policing is one well known contemporary approach used by the CPS. This concept uses effective policing, which is comprised of community relationships for joint problem solving, to address community issues and reduce the incidence of crime. While the CPS talks about a community policing mindset among its patrol officers, it also recognizes that other approaches may be more effective in some situations. Tactical judgments about which approach is appropriate are made by the officers delivering the service.

Police work is a public service, performed by sworn officers responding to calls for service. These may originate from the general public, through ongoing investigations, or proactively in support of CPS priorities. The work is supported by specialized services and by civilian personnel who perform support or administrative duties that facilitate response or follow-through by uniformed personnel. In most instances, the delivery of police services begins when the CPS Communications Centre receives a call for service, initiates a file, and dispatches a patrol officer to the location of the call. Delivery may also occur as a result of intelligence received, from ongoing investigations, or from other enforcement or prevention operations.

However it develops, the actual delivery of police service occurs in a transaction between a police officer and a complainant. An officer attends a call, interprets the situation and exercises judgment, interacts with a citizen and/or the public, and performs jobs using functional and organizational competencies to deal with the situation at hand. The work requires caution, patience, tact, composure, and conscientious application of professional knowledge. The officer may deal with the call directly by investigating it, requesting back-up or additional resources, or establishing control of the scene and initiating a broader response or a more in-depth investigation using specialized services like the CIB.

There are a number of administrative, support, and follow-up activities. Once a file is opened, computerized records are entered into the PROS. A more thorough investigation may ensue, other partner agencies such as Victims and Family Services may become involved, or additional resources may be required from partners such as Corrections and Probations. Investigations that result in criminal charges being laid will eventually be facilitated through the criminal justice system by a Crown attorney, who will rely on the investigation and evidence collected by the CPS investigator and presented in a court brief.

### **Accomplishments, Results, & Outcomes**

An attending officer's accomplishments are an accurate interpretation of the situation, performance of duty based on this interpretation, and meeting the expectations of the complainant or the general public observing the situation. In a perfect world, the complainant would agree that the call for service was handled in a professional, impartial, and objective manner, with dispatch and with due regard for courtesy and legal obligations. For support services, the accomplishments are an effective/efficient response to a call for assistance, accurate record keeping, and prompt responses to in-person requests at the front desk.

The initial result of service delivery rests on good judgment and a determination by the attending officer as to what is appropriate in the situation. Police work is a discretionary activity, which involves the application of principles of justice such as deterrence, resolution, restoration, interests, and satisfaction. The officer uses knowledge, skill, and judgment to arrive at a course of action that honours these principles.

The outcome of delivering policing services is, among other things, individual and public confidence that civic peace and personal safety are assured and general acceptance

that property taxes are providing value for money. In arriving at this point, the citizen has recognized the role of the police in the community and implicitly granted the CPS credibility and legitimacy in performing its role of ensuring a safe and peaceful environment for residents and visitors. Only then have the tacit acceptance of the rule of law and the role of police in civil society been confirmed. If this confirmation occurs, the principle first established by Peel and Mayne has been validated and, from this point forward, the individual citizen and the public at large have valid reasons to place their confidence in the police and be responsive to them.

### **Responsibility & Accountability**

The system operates the way it does because individuals have authority, accept responsibility, and are accountable for their actions. To complete a description of the policing business, we need to briefly explain how these ideas play out.

Responsibility is the obligation or duty to perform a particular act. It is specific and directly tied to an office, role, or function. Accountability is the obligation to render an accounting of how a particular responsibility was performed. It is also specifically and directly linked to an office, role, or function.

Authority is the legitimate right and obligation to perform in an office, role, or function. Employees of the CPS with authority typically have responsibility for the use of public resources, such as people, money, or equipment. Responsibility for their use is co-located with accountability for the manner in which resources are used and for the results obtained by the use of the same resources.

Responsibility for providing a police service rests with the City of Charlottetown. Elected city officials account for this through meetings of the Police Committee and City Council and through periodic elections where the public exercises its right to dismiss or re-empower officials based on how they have exercised their responsibility.

Responsibility for delivering police services rests with the CPS. Priorities are defined in a strategic plan and methods are defined in detail in the CPS Ops Manual. In general terms, the CPS Chief has overall responsibility for the deployment of CPS resources and is accountable to the Police Committee for the results obtained by the allocation of those resources. He is supported by a management team with collective responsibility and accountability for advice given on the employment of the same resources.

Within this context, the responsibilities for various activities (patrol, investigations, etc.) and the specific responsibilities of officers in supervisory roles in these activities are laid out in Part 2, Chapter 1 of the CPS Ops Manual. Given the CPS Chief's accountability, it is logical that supervisors are accountable to the CPS Chief with regard to the results obtained with the resources for which they are responsible.

Again within this context, sworn officers and civilian employees are responsible for the performance of their duties as well as for the use of resources in relation to those duties. They are accountable to their supervisors for their actions and the results they obtain from the use of resources. In turn, supervisors report to the CPS Chief, who then reports to the Police Committee.

# Part C:

## Organizational Review & Evaluation

In this part of the review, we report on our work in examining the variables that collectively describe the CPS. The variables are interconnected and the whole picture is really the sum of its parts.

We first describe each variable and then provide an assessment of it in relation to the CPS. Where we think it would be helpful, we offer suggestions for repair or recovery. In Part D, we will incorporate these various suggestions into a more comprehensive set of recommendations.

### External Relationships

The CPS has important operational relationships with a number of external partners that directly influence service delivery. Although there are others, we were fortunate enough to speak with representatives from the following agencies: the RCMP at the Detachment and Division level, Provincial Corrections and Probations, Provincial Child and Family Services, the Prosecutions Directorate in the Office of the Attorney General of PEI, and the Police Association of Nova Scotia, Local 301. A new relationship with the Criminal Intelligence Service (CIS) of PEI was forming as we conducted our work.

Relationships with the RCMP work well at the operational level where experience, personal chemistry, and careful planning overcome differences in cultural and professional practices. At the organizational level, the relationships tend to have more dynamics, particularly in relation to resourcing, style, and reporting results. We think there is tremendous good will in this relationship. Furthermore, we believe that more deliberately leveraging the RCMP's provincial and federal policing responsibilities and resources to fulfill those mandates would serve the Charlottetown Police Service well.

Standing relationships in the form of the three Joint Forces Operations (JFOs) between the CPS and the RCMP require constant and careful nurturing if mutually beneficial objectives are to be achieved. Some of these arrangements provide good operational potential and help to reduce the inevitable barriers that develop around jurisdiction. These relationships are also excellent developmental opportunities for CPS employees and provide access to new techniques and approaches that might not otherwise be available.

We were told that the Drug JFO works well, using an enforcement focus that targets the manufacture/distribution/importation levels in drug trafficking. Although this results in a more province-wide focus, the efforts and subsequent results should directly benefit the citizens of Charlottetown. As PEI's capital city with a port and international airport, and with a substantial youth demographic centered on several educational institutions, it is reasonable to assume that a portion of the drugs intercepted would be destined for the Charlottetown market. Clearly defined enforcement objectives, which are regularly reviewed by a joint management team, should ensure that the unit remains focused and productive for the mutual benefit of both agencies. The CPS resource assigned to this JFO has been there for more than five years, making the developmental benefit very concentrated. So long as this JFO remains in existence, we believe that CPS participation should be rotated more frequently, perhaps every 18 to 24 months, so that developmental benefits can be both shared and returned to create a greater overall benefit for the CPS.

We were told the Street Crime Unit is performing well and producing good operational results. This JFO also provides excellent developmental opportunities for CPS employees. Unfortunately, the initial work of developing this JFO does not appear to have included specific objectives and priorities to assist in ensuring the right focus and providing a way to remain satisfied that it is in fact functioning as intended.

It appears from what we have been told that this JFO has evolved from focusing on street crime to providing support for the JFO Drug Unit. Although it is true that drugs and street crime are inextricably mixed and accomplishments in drug enforcement may result in reduced street crime, the manner in which this occurs at the moment is likely haphazard and left largely to chance. This may be what works, but it is not what was originally intended. A focus on street crime with objectives relating to source development and enforcement would serve the Charlottetown Police Service in a number of ways. It is not too late to draft a document that focuses on this issue.

The CPS also participates in the NWest JFO. While this was a good opportunity to establish partnerships and some local expertise in relation to weapons offenses, we believe the relationship can continue without the commitment of a permanent resource. We believe the current level of CPS participation in this initiative could be discontinued at a convenient time to permit further focus on policing in the City of Charlottetown. In its place, a designated person could serve as the point of contact to facilitate communication, understanding, and training in relation to matters involving weapons.

The CPS has a long-standing relationship with Corrections and Probations that works well and provides a number of benefits to both organizations and to the City of Charlottetown. A representative of Corrections and Probations works inside the CPS and this connection helps facilitate the flow of information to the benefit of both institutions. Additionally, the use of provincial correctional facilities by the CPS provides tangible benefits to the City of Charlottetown.

Child & Family Services has a good working relationship with the CPS that generally functions very well in most situations. The working relationship is based on a written agreement with the CPS, and this protocol helps to guide interactions between the two agencies. On occasion, there is some misunderstanding about the role played by Child and Family Services, which most often develops from a lack of experience in working with both the applicable legislation and staff from Child and Family Services. We think it would be helpful to formally establish the connection between these two agencies at the platoon sergeant level. This would provide more consistent/timely interaction between the two agencies on matters that often involve violence against persons. This arrangement would also facilitate the flow of information sharing that has, through legislative change, become more formal. Furthermore, such a clarification of the connection between the two bodies would enable in-service training on matters of mutual interest. As this relationship deepens and matures, it may open a pathway to crime reduction by targeting high risk repeat offenders.

The CPS works closely with the Prosecutions Directorate in the Office of the Attorney General of PEI. Crown attorneys prosecute CPS investigations that result in criminal charges. For the Crown to effectively discharge their responsibility to the court, they must have the benefit of all of the evidence collected by the police. They must also rely on the thoroughness and completeness of police investigations. As a consequence, the Prosecutions Directorate has a unique view of the quality of investigative work being done by the Charlottetown Police Service.

There is considerable opportunity for improvement with regard to the quality of Crown briefs being prepared for Crown Counsel. Our discussions with representatives from the Crown's Office, both during the interview stage of our review and as a follow up to our examination of investigative files, confirmed our findings. A more professional approach to brief preparation is considered necessary. Investigations are to include statements from complainants and witnesses, as well as documented efforts to interview charged persons. A complete summary of the investigation, including exhibits and witnesses and how each relates to the offence, should be commonplace.

The required improvements can be accomplished quite easily. It will require improved supervision of court briefs, holding investigating officers accountable, and engaging the Crown's Office to facilitate training and the creation of a Crown docket assessment process. It may be appropriate to eliminate the position of Court Liaison in order to focus the responsibility/accountability for brief preparation on the investigating officer.

The Crown's Office is a valuable partner and a resource with which the Charlottetown Police Service should engage in order to improve its capacity to execute the judicial process and prepare briefs.

The Police Association of Nova Scotia, Local 301 is the collective bargaining agent for most CPS employees. The relationship with the CPS revolves around the life of the collective agreement with issue-specific concerns being addressed with the CPS and City Management as required. Local 301 is represented by an elected executive made up of uniformed employees. Indeed, we were impressed with the candour and commitment of this group of individuals. They represented their members' interests well during our conversations and provided us with many positive and useful insights. We believe Local 301 could further strengthen its role by incorporating civilian representation into the executive so that employees in support roles have a voice in labour management relations.

The CPS is participating in the CIS of PEI and has assigned one resource to work in this unit. We think this development offers a great deal of potential for the CPS to become more intelligence-led. At present, and as we shall discuss in greater depth in a later section, the CPS does not have a dedicated intelligence function and the consequence is that it tends to be more reactive than proactive. We think there may be an opportunity to build on the CPS resource assigned to the CIS of PEI, effectively allowing for the exchange of more intelligence-related information. If properly managed, with a realistic collection plan, effective relationships with the RCMP and with the CIS of PEI, and proper integration of the patrol function, a small intelligence cell could help the CPS move from reactive to proactive policing.

## Governance

As it is used in this review, governance refers to the structures and relationships that connect the CPS to the City of Charlottetown via the Police Committee. In the word's fullest sense, it is taken to mean how tax payers in Charlottetown, through their elected representatives, assign responsibility and enable accountability for the results obtained by police.

The Police Committee is a committee of Council. Members are appointed by the Mayor and serve at pleasure. Consequently, it is not an autonomous body, such as a directly elected or appointed police board that functions apart from civic administration. While the end results are probably the same as those sought by a more independent police board, the means of obtaining these results are different.

Members of the Police Committee are elected representatives with constituencies, expectations, and motivations that reflect a political reality that is perhaps closer to the surface than one would find in an independent police board with more of an arms' length relationship with the community it serves. This is not necessarily a bad thing because, to the extent that the Police Committee accurately represents community concerns and expectations, it can help the CPS build, strengthen, and maintain close relationships with the community and advance a shared agenda.

Based on our work, we think the principal governance relationship between the City and the CPS occurs in an information vacuum; the Police Committee meets frequently but does not seem to have the information it needs to carry out its governance role. For whatever reason, the Police Committee has an incomplete picture of what the CPS does, with no systematic way to measure performance, no routine discussion of performance or results, and no systematic process by which the CPS is regularly held accountable, other than an annual budgeting exercise. Effective oversight, which we believe is the proper role of the Police Committee, depends on credible, relevant, and comprehensive information, and this is lacking.

In the absence of a well informed and rigorously executed oversight role, the Police Committee will naturally become too closely involved in the day-to-day operations of the CPS. During our interviews we were told of direct contact from a few CPS employees with some members of the Police Committee and about complaints from members of

the Police Committee directly to frontline CPS employees. While perhaps understandable in certain circumstances, as a matter of principle the Police Committee must function in a governance role rather than an operational role. The only point of contact should be through the Chair of the Police Committee to the CPS Chief and vice versa.

The motivation for this level of involvement is understandable and we appreciate the frustrations that may prompt the observations. We believe the Police Committee takes its role seriously, wishes to be more aware of what the CPS does, but does not have, is unaware of, and so is unable to ask for the information it needs to do its work. Unfortunately, the way the Police Committee has chosen in the past to obtain this information has sent the wrong messages about political interference in policing.

We believe that a more effective relationship is not far away, but that it needs structure, process, information, and leadership. We think it would be helpful for the Police Committee to have written terms of reference that define roles, terms of reference, length of relationships, and the kind of information it expects to receive. Furthermore, the Police Committee must set expectations for how and when this information is to be provided.

This does not have to be a complicated exercise, but it does need to establish the space within which responsibility for the delivery of police services can be properly assigned to the Chief of the CPS and accountability for results can be obtained. In our conclusions and recommendations we will propose a simple performance management regime. It begins with the Police Committee establishing a performance agreement with the CPS Chief that outlines expectations and reporting requirements.

## Strategy

Strategy is about how something is accomplished. It is the plan or course of action that an organization pursues in using resources to accomplish its goals over time. In the public sector, strategy is about how responsibility is discharged; it encompasses using resources to perform functions that accomplish results and outcomes, as well as satisfy a responsibility to act. Strategy connects responsibility to accountability through performance.

Most public organizations make this connection via a strategic architecture consisting of a vision, a mission, some broad goals, a strategic plan that sets out how these are to be achieved, and a structure that allocates resources to functions. The architecture usually provides the foundation for a more focused business plan that guides the organization on an annual basis. Operational or work plans provide short-term direction. Each level of planning supports the next highest or next lowest to ensure alignment.

A key part of the architecture is a target(s) for each strategic goal. These targets define the results by which performance can be measured. Targets enable accountability by clearly specifying what result is expected from police work in relation to the goal. Without reasonable targets there is no way to measure objectively if a responsibility was met. Without targets, accountability becomes a largely subjective exercise focused mostly on process. It may work, but it is not the best way to obtain value for money.

The CPS has a plan labelled "Charlottetown Police Services Business Plan 2007–2010." The plan was produced internally. We believe it to be closer to a strategic plan than a business plan because it does not deal with the allocation of financial resources. It contains a simple architecture that covers most of what one would expect to see in a strategic plan. The description of functions is reasonable and the tabular arrangement of goals, objectives, actions, resources, and time frames suggests that the journey from strategy to action has been given some careful thought.

The CPS vision is defined in terms of enforcement, prevention, and education, and we think this is appropriate. The CPS mission introduces ideas of high quality police services and maintaining a safe and peaceful environment for residents and visitors, and we think this is also appropriate. Both the vision and mission reflect the Policing Services By-Law that establishes the CPS and commissions it to act. We conclude from this that the CPS mission and vision statements are aligned with their origins.

The core of the current CPS plan is a set of goals that includes three operational objectives: improved road safety, reduced incidence of vandalism, and alleviation of drugs. There are also two internal goals to strengthen internal supervision and technological capacity and three administrative goals to bolster community policing, enhance public relations, and secure a budget.

The goals do not seem to connect properly to the CPS mission and vision. It may be the terminology used, but these objectives appear to be more operational than strategic. They also fail to fully reflect the concerns of stakeholders. For example, we noted the absence of priorities to reduce family violence and violence in relationships, which are related to community presence. Furthermore, no priority exists with regard to working effectively with community partners.

The existing CPS plan has not been approved by the Police Committee and is presently on hold. In its absence, the CPS cannot be said to have a formally approved strategy. The consequence is that habit, history, and daily circumstance have filled the vacuum created by the absence of a conscious, shared choice about directions and intentions for policing in Charlottetown.

We believe that the actual CPS strategy, or the pattern of decisions and actions that happen over time, is essentially reactive. In effect, the CPS consists of answering calls for service. This works in the sense that citizens are served, but it is not the best way to engage an organization, stakeholders, and the community in a shared vision. Indeed, we submit that this strategy is not providing taxpayers with enough value. The result of a reactive strategy is that the CPS is driven by chance. Policing in Charlottetown is responsive not to a shared idea or a set of goals, but rather to daily events about which the CPS seems to know little, over which it exerts little control and, it appeared to us, to be not overly concerned with their source in the community.

We were told frequently that employees in the CPS do not know where the CPS is headed. Many see the organization as being in the throes of a prolonged decline. Nobody with whom we spoke could describe the current strategy as anything other than responding to calls for service. Employees feel that there is no vision, inadequate communication regarding direction, no fully functioning chain of command, and very little accountability. The present focus of the Chief and Deputy was described as isolated and primarily administrative.

We were frequently told of a wish for greater accountability, from both the frontline and support staff. Many employees recognize that the re-organization in the fall of 2008 was a good thing; notwithstanding the angst around the promotional process, the appointment of four platoon sergeants forms a core around which a broader strategy can be built and a new direction implemented. Employees felt that the CPS was doing more since this restructuring; some even said that they felt the review was not really necessary and that another six or eight months might see a much more effective CPS with a functioning strategy in place.

Developing an effective strategic plan does not have to be complex. Our experience is that the less paper involved the better. What matters is that the plan represents thought, broad discussion, and a consensus about means, measures, and ends. We believe that the existing CPS strategic business plan is a good point of departure. The architecture seems appropriate but needs to be validated by internal and external stakeholders and the community at large, and then approved by the Police Committee. Whatever process is used to do this, it should include identification of a new set of strategic goals such as family violence and other operational policing priorities that resonate with the community. These goals should not be accepted by the Police Committee unless they are accompanied by measures that gauge the progress of the CPS and specific targets that show the extent to which performance is happening.

## Structure

Structure is defined as the skeleton of the organization. It is usually represented by an organizational chart that defines activities and shows the formal reporting lines through which responsibility is assigned and accountability enabled. We also take structure to mean the way tasks are assigned, and how delivery of service is structured.

The CPS organizational structure as of September 2008 can be found in Annex A of this report. Reviewing this chart, we noted the absence of reporting lines that identify a supervisory relationship independent of rank. The formal organizational chart we were given clusters positions by activity but does not clearly show reporting relationships apart from the patrol activity. This may be a simple oversight, and the lines may in fact be implied, but we think it reflects an underlying ambiguity about the chain of command.

We also noted the large actual span of control for the Chief and Deputy. While the organizational chart suggests a span of control of seven, which is within the normal range, the actual day-to-day span looks to be more like 13 direct reports, and we think this is excessive. This span leads to over-centralization and a tendency to micro-manage, with a focus on administration at the expense of operations.

Looking at the organizational chart, we noted that eight activities had only one person performing in the role. Two other activities had three people. Our experience is that this is an indicator of over-differentiation, of an organization trying to be all things to everyone with unique activities responding to unique demands. This is occurring to the extent that the parts are now greater than the whole. We think there are opportunities to simplify the current organizational structure and by doing so strengthen the chain of command and enhance operational focus. Our recommendations in Part D will address this specifically.

We were struck by the absence of an intelligence function in the organizational structure. Given the complexity of today's policing environment, the growth in sophistication of criminal elements, and the pervasive reach of technology-assisted criminal networks, we do not see how it is possible to perform effective policing in any form, community-based or not, without some form of intelligence activity. We think that the advent of the CIS of PEI and the assignment of one CPS resource to this unit present a unique opportunity for the CPS to designate, rather than dedicate, a person to develop an effective intelligence strategy for the CPS. This person should have a mandate to develop a simple CPS collection plan and liaise with partners and the CIS of PEI. Our recommendations in Part D will also address this.

We were heartened to hear many employees speak positively about the newly instituted shift or watch briefings, where the oncoming shift meets as a whole to plan their work, learn about ongoing files, etc. Together with the new supervisor meetings, these are important events that bring needed structure and focus to the front line. We applaud the CPS management team for bringing these into practice. Together with the restructuring in the summer of 2008, this practice will help to form the core around which a new CPS strategy can be implemented.

A number of employees discussed with us the zone structure that was in place some years ago. There were originally four zones that roughly approximated the boundaries of communities prior to amalgamation in 1995. Later, this was reduced to three zones. The zone system was modified about 10 years ago to include a centralized dispatch approach with calls for service assigned on a rotational basis to Patrol resources regardless of location.

We think the zone system has a lot of merit and should be re-visited as part of a new CPS strategy. It provides a structure within which a platoon can form closer relationships with "their" specific community, and police presence will be enhanced through greater visibility. A Computer-Aided Dispatch System (CADS) could facilitate intra-zone calls for service.

## Systems

Systems refers to the routine processes and procedures followed within an organization. Specifically for the CPS, systems refers to the way information is used to plan and allocate resources, control work, and report results. In this section we provide an assessment of the major systems used in the CPS for administration, planning, and operations.

The CPS makes use of City of Charlottetown systems for internal administration. The complete system is made up of human resource, financial, information technology, and procurement and asset management systems located within the larger City of Charlottetown.

Our review focused on the use of overtime and the controls in place to manage this within the CPS. Based on our review, we also recommend that the CPS Chief initiate a review of overtime usage, and that the focus of the review be to determine that there are adequate controls in place. This should include proper authorization, value for money, and an equitable distribution. The review of overtime claimed should include whether it was pre-authorized, a review of the file that caused the overtime to be worked to determine whether there was value for money, a determination of the regular shift worked by the claimant, and whether any sick time was taken on either side of the claim.

We believe that it is important for the review to be completed in a timely manner.

The CPS uses several systems to plan. There is an extensive ops manual that provides policy guidance on activities, structures, processes, and the procedures to be followed within the CPS. We briefly reviewed this document and found it to be comprehensive and detailed, with appropriate guidance provided on most aspects of the organization. We were unable to determine who had responsibility for keeping the manual current.

There is an annual budget plan to define and allocate resources. There is no current year business plan that might feed from/into the strategic plan and provide direction for operational or work plans. Given the relatively small size of the CPS, it may not be necessary to have business or operational plans. However, we do think it would help clarify responsibility and accountability and engage employees in developing a sense that they have a stake in the business. At present, most planning is concentrated in the CPS executive. Few employees realize the full scope and breadth of the enterprise. We think that expanding this perspective has merit, and one way to do it would be to expand the planning process.

The CPS prepares plans for major events such as the Festival of Lights. We examined plans from 2008 and 2007, and although they represent a good starting point, more should be done to take advantage of the provincial policing resources available to both assist in the planning and allocation of additional and specialized services if need be. Our major comment relates to how the event planning process incorporated the perspective and expectations of stakeholders. We heard from a number of stakeholders that working effectively with the CPS around major events was a challenge; the organization appeared defensive when asked to work up an event plan and the experience of working with the CPS around the execution of the plan was generally negative.

The CPS operational system is a combination of dispatch and PROS. Calls for service are received in dispatch, a PROS file is opened, and appropriate resources are assigned. Follow-up work on each is undertaken by an assigned employee. Our review focused on the dispatch function and the extent to which PROS information is used for broader management purposes.

CPS telecommunications operators still use a rudimentary form of dispatch, recording calls for service by hand in a log before keying in radio calls to send the next car in a queue to the call. The current system imposes several extra steps on operators and is not secure. The CPS does not have a CADS and the absence of this system is a significant constraint on operational effectiveness and officer safety. The CPS also has not

incorporated GPS in its dispatch system and relies on the operator's local knowledge to dispatch emergency resources.

We heard from several employees that dispatch equipment is of poor quality. For example, the computer that controls door access to the Kirkwood Station is located in dispatch. The machine is old and unable to adequately run the software used to control door access.

Like other police forces on the Island, the CPS uses the PROS as the backbone of its operational system. This system has had its share of implementation challenges, but these seem to be in hand. However, one exception to this is the lag in providing PROS mobile terminals in police cars. In the absence of PROS mobile terminals, officers are required to return to the station and do data-entry work for part of their shift, often for two or three hours. The consequence is that police visibility in the community is lessened considerably. The visual message of many police cars parked at the Kirkwood Station leads the public to make conclusions that are not accurate but which contribute to an impression about reduced visibility. Making PROS mobile terminals a priority will not only enhance productivity, but will also get more officers into the community more often.

We noted that data from the PROS was not routinely used for management purposes, particularly to monitor productivity, workload, and quality. The system has the potential to provide a vast array of reports that could be used to good effect, particularly by sergeants when assigning work or overtime and by the management team when assessing workload and the deployment of resources. Furthermore, PROS data could significantly assist the CPS in telling its story to the Charlottetown community. Indeed, the information is available and the CPS has the skill to extract, organize, and display it.

## Style

Style refers to the practice of leadership in the CPS and the broader cultural style of the organization.

Leadership is an activity performed by individuals. We believe that everyone can, and should, be expected to lead when and where their duties require it. For example, individual constables should exercise leadership when they take charge at the scene of a fatal car accident. Platoon corporals can exercise leadership by coaching less experienced officers in the art and craft of policing. Platoon sergeants can lead by motivating employees and assigning jobs and tasks to help employees develop in certain areas of police practice. The Chief and Deputy Chief should lead by setting an example through their active presence, positive energy, and clear focus on priorities, as well as by leaning forward proactively to engage with and connect the organization to the broader community. We think leadership is an all-hands exercise and that effective leadership creates good morale.

The current style of the organization was described to us as largely reactive, isolated from the community, driven by events, and concerned with administration and the frugal management of physical resources. Some employees said the style was too internally focused. Given the comments from external stakeholders and the absence of a functioning strategic plan, we agree that the current style is passive, reactive, internally focused, and event driven. We believe this style has influenced morale within the CPS and that improved morale is necessary to ensure employee engagement and job satisfaction.

One troubling characteristic of the broader CPS style is the widely held notion that people in some positions "own" their jobs along with the resources used to do their jobs. For example, resources assigned to the Traffic Section, such as patrol cars and equipment, have come to be seen as the exclusive property of that section. Similarly, the ability to write a search warrant has come to be seen as belonging exclusively to the Major Crime Section. When a file requires a warrant, someone from Major Crime has to appear, write the warrant, and facilitate its execution with attendant consequences for speed of response, overtime, use, etc.

The perception that jobs are owned arises in part from very long tenure in positions. We know instances of people having been in positions for more than 20 years. In others, we found acceptance of the fact that a newly assigned individual could expect to be in the job for life. The sentiment was as if they had already gone to pension. Long tenure in a stable environment begets turf, and when joined with scarce resources and a widely held view that there is no functioning chain of command, there arises a near-feudal society of small tribes with long memories, each jealously protecting its rights, turf, and privileges so that the whole is much less than the sum of its parts.

Most employees we spoke with had little awareness of CPS priorities. Others said that they rarely had a discussion with the supervisor until the most recent requirement to complete performance reviews as a result of the relatively new Corporate Human Resources Plan. While we think the goal of improving internal capacity by strengthening supervision is noble, we were unable to find many examples of where this was happening as a direct result of a management decision or action.

In the memory of some employees there has never been a town hall meeting where directions were discussed, suggestions sought, and relationships strengthened. We think this approach needs to change to one where the Chief is more visible and there is much more frequent interaction and sharing of information.

Notwithstanding concerns in supervision and communication, we noted positive signs that style was starting to change within the CPS. As we said earlier, we salute the leadership team for the organizational changes that have brought structure and for initiating supervisors meetings and shift briefings. We think this should be expanded to include civilian staff as well and that all supervisors be required as part of their duties to hold monthly meetings with their staff. We have also been told that job rotation is becoming more frequent and that some of the walls between units are becoming more porous. We strongly encourage this and believe that it should be significantly expanded, with regular rotational cycles throughout all specialized positions including, but not limited to, Major Crime and the JFO Drugs and Street Crime. Rotation through these positions provides multiple benefits, including employee development, improved morale, and greater investigative capacity within the CPS.

## **Staff**

This category refers to the general capabilities of CPS employees.

We were impressed with the grit and determination shown by many employees to hang in during the current period of low morale. Notwithstanding the many issues and concerns we have raised in this section, it needs to be made clear that the basic ingredient of an effective organization is the presence of an intrinsically motivated, committed, and capable group of employees. The CPS has this in abundance.

The employees we spoke with said that, in general, they felt they had the capability to perform their jobs properly and from this we formed the opinion that the organization as a whole is not lacking capability. What is not present is significant capacity or bench strength, which is the depth and range of capabilities across a broader array of situations. For example, we found that of 59 sworn officers, only two had recent experience writing search warrants, in spite of the fact that 10 had received recent training, and to us this shows that the CPS has little capability to broadly perform the investigative function.

The actual boots-on-the-ground count for a shift shows that the CPS is routinely short-handed in performing its basic functions of enforcement and prevention. Manpower shortages arise for a variety of reasons and overtime is required to make up the shortcoming. The situation is chronic and has actually created a career pathway for casual employees whereby they gain full-time status after three or four years of part time employment.

The CPS budget for training is inadequate, reflects an ongoing resource crunch, and shows the relative priority that training has. Opportunities for training are posted and employees are invited to apply, with a decision as to who gets what training depending

on factors that appear to have little to do with identified needs or proficiency gaps. We were not able to locate a training plan that provides for targeted investment in skills development to address the shortcomings in priority areas such as search warrants. We hope that as focused leadership and improved supervision appears there will be a CPS training plan and increased attention paid to providing employees with training opportunities that focus on building capacity.

We noted that the CPS uses a 12-hour shift schedule for the patrol work. This arrangement is the product of the collective bargaining process and works to the benefit of employees. We need to point out that some significant service quality issues can develop as a result of this approach.

The first is that unless there is effective supervision with respect to file management, a complainant who initiates a call for service that is taken by an officer at the end of his last day of 12-hour shifts may not see any follow-up on that call for up to six days. We believe this is not an acceptable practice and suggest that 12-hour shifts have to be managed in such a way that calls are properly handed on for follow-up to the next shift. This may require a change in the way file ownership is managed by sergeants.

Another consequence of 12-hour shifts is the practice of employees operating secondary employment on time off. We noted that a number of CPS employees work second jobs. We do not question the employees' right to do this and wish only to point out two possible results: the first is that police work can quickly become just a job; success in the secondary job may mean that it becomes more important and police work becomes a distraction. The second is the need for some form of policy such that taxpayers are assured that employees are not in a conflict of interest position with respect to their secondary employment.

A number of people we talked to brought up the issue of paid duty; the long-standing practice of some CPS employees supplementing their income by providing security-related services to entertainment establishments and functions during their off-shift hours. Paid duty happens more frequently during the peak tourist season. Broad approval of requests for employees to perform paid duty rests with the Chief and arrangements for paid duty are maintained by sergeants. Employees who perform paid duty typically wear some element of their CPS uniform and may be armed. Compensation for the paid duty is normally provided directly to the employee in the form of a cash payment.

We are concerned with this practice for a number of reasons. First, the use of public resources for private purposes troubles us. Police officers are public servants and it concerns us that the resources, image, and reputation of the CPS are placed at the service of private enterprises. The second issue around paid duty is its prudent management and equitable allocation.

Paid duty is likely not going to go away any time soon. However, the CPS should have some policy in place to manage it and we strongly suggest that the practice be reviewed for liability, both for performance of the duty and for tax issues associated with cash payments. We also believe that controls and processes are needed to ensure its equitable allocation.

## **Skills**

Skills refer to the ability of CPS employees to provide policing services. We view it as performing police work at different levels of difficulty. At a basic level, this may entail attending a domestic dispute call or completing a minor drug investigation. At a moderate level, this involves investigations such as those associated with break and enters. Finally, at the most complex level, this involves engaging in the lengthy investigation of a homicide or any other crime where sophisticated analytical and investigative tools and techniques are employed.

We believe that the CPS has good basic skills; calls for service are answered as promptly as resources and workload allow. Officers attend situations, work with complainants and the public, and conduct most routine investigations proficiently. We also think that the

more complex cases are well done, as is evidenced by the resolution of a recent homicide and by other examples of good investigative work by the Major Crime Branch. The CPS always has access to a much larger set of RCMP resources.

It is the middle range that concerns us. The major focus of our review in this area was on the use of policing skills such as the ability to conduct moderately complex investigations, to obtain judicial authorizations such as search warrants, and to prepare and present testimony in court resulting from the investigation.

We arranged to review a random selection of 20 investigative files from different periods of 2008. The files included a representative array of the kind of work the CPS does: commercial and residential break and enters, motor vehicle accidents, assaults, etc. Of the 20 files we reviewed, 45% were properly completed, 25% were considered good files but had weak documentation, and we judged 30% of the files reviewed to be of poor quality.

Having reviewed these files, we then followed up with five complainants to determine if the end user of CPS services had a view on the quality of the service provided. Of the five individuals we contacted, four were members of the public who were complainants/victims and the fifth was a Crown. In each case, members of the public rated the service they received from the CPS at between 8 and 10.

We were pleased to note that the four platoon sergeants have implemented an informal system of quality control on investigative files. Files are now reviewed for completeness and accuracy before going forward to the Crown. This is a positive sign and we strongly encourage it.

We believe there is a proficiency gap between basic and advanced policing skills demonstrated in the CPS. By way of example, writing applications for judicial authorizations such as search warrants is considered a normal part of moderately complex police work. Constables with three to five years' service should be expected to have written at least one or two search warrants during their service. In the CPS, we talked with one constable with more than 15 years' service who had never written a warrant. Others told us that there are presently only two CPS employees who regularly write warrants in spite of training having been provided to many others. We submit that this is unacceptable. There should be at least two or three members on each shift who have written a warrant within the last six months and who have successfully planned, executed, and coordinated a search.

Our experience is that one of the largest causes of performance loss in policing is the inability to develop and maintain professional skills at an appropriate level. Writing a search warrant is a relatively complex professional task. Conducting a successful search is the same, as is obtaining a cautioned statement or conducting a warned interview. These skills require some knowledge, which most employees will have upon coming from the Atlantic Police College. What is required is continual practical application of these skills in an operational environment to maintain and enhance proficiency. These opportunities are not available to most CPS officers and as a result, skills atrophy and proficiency declines. The consequence is the proficiency gap we have identified.

The effect of this proficiency gap on employee motivation and morale is considerable. Employees joined the CPS for a reason, part of which certainly has to do with using professional knowledge and applying skills in the service of the community. Motivation, enthusiasm, and willingness to continue learning depend in part on confidence in skills and a supportive atmosphere that encourages learning and provides coaching.

We noted one other area where skills present a challenge. We think the CPS needs to strengthen its efforts to tell its story to the community and to stakeholders. This is not about spin, media manipulation, or marketing. It is about meeting a legitimate expectation from the citizens of Charlottetown to have access to relevant information about policing in their community. It is true that the CPS is often in the news, but we think the challenge is broader and the solution more comprehensive than simply designating a media spokesperson.

The CPS needs a communications plan, training for spokespersons, and a more comprehensive effort to tell its story. We think other good places to start would be to produce a CPS annual report, to provide the CPS with a professionally designed web site, to strengthen the media relations activity, and assign responsibility for media relations to the platoon sergeants, with the Chief and Deputy being available for major events or serious crimes.

### Shared Values

This category refers to the values present in the culture of the Charlottetown Police Service. The term organizational culture is often used as a catch-all phrase to explain behaviour. To fully understand how the CPS got where it is, we think it is important to know a bit about how culture forms and is maintained over time. Culture is local. While some talk about the culture of the Charlottetown Police Service, it is more accurate to talk about the culture of Patrol or that of Platoon B or D. Location, connection, and circumstance matter when talking about how culture shapes behaviours at work.

Organizational culture forms when a group of people have worked together long enough to successfully answer two questions: How do we do the work? How do we work together? The first question is about how to do police work in Platoon B, in the CIB, or in Traffic. It is specific and relates to the methods, tools, and approaches that individual officers use to perform their duties. It is learned behaviour and develops over time, through observation and practice. The second question is about how individuals work together; it reflects understandings about language, conflict, power, and status to name a few. As with the first question, the answers are reflected in behaviours that have been learned over time, through stories, observation, and working together.

The Patrol Division is the core of the CPS culture. Patrol constables and corporals with service going back to pre-1995 form this core. Taking into account our comments on overtime and paid duty, we think that the CPS Patrol culture is generally robust, conscientious, service-oriented, and attentive to its duty. With this as a foundational element, the remaining parts of the broader CPS culture have taken on most of these characteristics.

It is true that narrow self-interest and parochial protection of turf sometimes trump these characteristics. History clearly plays a role here and we heard accounts of events suggesting that other, less savoury values were once present. Without discounting these completely, we think the values present at the heart of the CPS culture are probably those stated in the organization's strategic plan and shown in the text box.

We noted that a deep sense of professionalism exists within the CPS. The commitment to getting the job done and serving the public in spite of evident adversity, minimal resources, inadequate communication, and uncertainty about direction is, in our view, a significant indication that the shared values of the CPS are what one would expect and hope to find in a public service organization.

We were likewise happy to note that professionalism is seen positively and the ability to be professional and to act in a professional manner is a source of considerable personal and collective pride. In many of our discussions with employees, we frequently noted a wish for accountability and the desire that values for responsibility be much more evident in daily life. Employees were proud of their uniforms and their roles and wished to have this demonstrated and reinforced on a daily basis by upper management.

Core Values of the Charlottetown Police Service	
•	Accountability: Taking responsibility for our actions.
•	Equality: Consistently provide fair, impartial, and equitable treatment to all people.
•	Honesty: Strength of character, truthfulness, and trustworthiness.
•	Integrity: Doing the right things for the right reasons all the time.
•	Quality of Service: Providing and exceeding policing standards in our Community.
•	Respect: Upholding the rights and freedoms of all people by showing compassion and sensitivity to their needs.
•	Teamwork: Addressing the needs of our community through partnerships and by empowering our staff to be innovative and creative.

# Part D: Conclusions & Recommendations

In this part of the review, we report our findings. We provide conclusions for each of the nine variables that were assessed. We then consider our findings collectively and present a comprehensive set of recommendations. Lastly, we offer some thoughts regarding the implementation of our suggestions.

## Our General Conclusions

Through our interviews and analysis, we came to understand that there are real and significant concerns and issues relating to how policing currently works in Charlottetown:

- **There is an opportunity to strengthen relationships:** An effective relationship is a reciprocal social connection between two parties that deals well with differences over time. It is the building block upon which broader understanding, confidence, and trust rests and which, in turn, enables momentum and progress. Internally, we found weak or missing vertical relationships within the CPS and somewhat stronger lateral connections that sometimes work for a narrower set of individual and small group interests. External stakeholders frequently commented on the absence of many ongoing two-way relationships between the CPS and the community. While there are examples of effective external relationships, efforts by stakeholders to connect to the CPS have largely been ignored or minimized, not followed up, or allowed to lapse. The consequence is that the broader community has few, if any, effective connections with the CPS. In turn, this leads to:
- **An opportunity to engage more fully with the community:** A police organization cannot function properly unless it engages with the community it serves along multiple fronts, using effective relationships as the primary connection. It is not sufficient to respond to calls for service, run school programs, and/or appear in the local media to comment on an event. At present, the CPS engages at this level but the bar must be, and in the eyes of stakeholders should be, much higher. There is an expectation for deeper, sustained, continuous, and vigorous engagement by the CPS with the community across multiple fronts. We found that this expectation is not being met. Indeed, the absence of this connections leads to the following conclusion:
- **Community policing could be strengthened:** While the CPS has endorsed community policing as a concept and has allocated resources to the function, this level of investment falls well short of the broad-based, daily application of a philosophy that most consider to be community policing. If fully committed to the concept, we would expect to see relationships and structures that enable regular ongoing consultations and exchanges at senior and working levels with neighbourhoods and civic groups to identify problems and develop solutions, participation in joint problem solving, regular meetings with groups such as the Chamber of Commerce, seasonal storefront mini-stations in downtown areas to reduce rowdyism, significant attention to the development and targeted use of criminal intelligence, and increased patrol officer visibility by revisiting the zone approach. The CPS may commit to the idea of community policing, but it is not happening anywhere near the level required in practice. Based on this assertion, we conclude that:
- **The CPS needs to strengthen its presence in the community:** For a variety of historical reasons, including the move to the larger station at Kirkwood (which took the CPS out of the downtown core), the introduction of new technology such as the PROS (which removes patrol officers from the street for periods of time), and the lack of a broad-based and proactive community policing effort, we believe that the CPS is increasingly isolated

from the community it serves. It is true that calls for service are answered and our conversations with some complainants showed that they were generally satisfied with the service they received. Notwithstanding this, we conclude that while the CPS is present in the community, it is not a meaningful part of the community. We believe the CPS is isolated and this leads to our conclusion of greatest concern, which is that unless opportunities are seized to enhance relationships, strengthen engagement, and commit to a vigorous and comprehensive effort at community policing, the following will likely occur:

- **Community confidence in the CPS will continue to decline:** In many conversations, we were struck by the sense that stakeholders had about exhausted their patience with the CPS. Many stakeholders reported trying repeatedly and unsuccessfully to engage with the CPS, having relationships dropped and calls not returned, and never seeing police except on episodic “ticketing binges.” Indeed, dealing with a truculent sense of aggrieved entitlement on the one hand and experiencing occasional, subtle intimidation on the other has brought the community to a point where serious and difficult questions are being asked. Many concerns are echoed internally. When asked directly if the CPS currently enjoyed the confidence of the community, some stakeholders said no, others were silent, and the rest were muted in their validation of this basic condition for effective police performance. We believe that community confidence in the CPS is steadily declining and is presently at risk. Because confidence begets credibility, which then determines legitimacy, we conclude that the challenge before the CPS is serious. The time that remains available to affect a planned recovery is short. After this point, more radical solutions will have to be considered. We believe the situation warrants concerted and urgent attention. The good news is that we also found the following:
- **Some internal steps are being taken to recover:** In our conversations with external and internal stakeholders, we were encouraged to hear and see what we think are the first signs of an effort to move the CPS to a better place. The decision to re-structure and appoint sergeants was noted as a positive move by many. It was seen as perhaps the first step in strengthening the management team and improving the organizational structure, and necessarily the capacity to begin holding people accountable, so that the CPS can perform more effectively. In turn, sergeants are starting to focus on quality, and this may lead to a new effort at providing a higher level of police service. If this initiative can be facilitated and enhanced, and we will make a number of recommendations in this regard, we think that the CPS can begin to refresh its connections with the community, strengthen itself, and restore public confidence over a period of time.

As we said earlier, our aim in conducting this review and evaluation was to find the answers to two broad questions:

- **Is the Charlottetown Police Service doing the right thing? Yes, and there are significant opportunities to improve on a good basic level of policing.** We believe the CPS is providing a good basic level of policing services to citizens of Charlottetown and to this extent it is doing the right thing. However, the CPS is not doing enough of this at a high level and across a broad enough range of functions with an adequate skill, depth, or degree of engagement to warrant the continued confidence of the community.
- **Is the Charlottetown Police Service doing things right? No, but there are many things that can be done fairly easily and with little cost to improve on service delivery.** There are significant opportunities to improve the collective output of the CPS through stronger leadership focused on restoring pride in the CPS, an improved organizational structure, more effective supervision, improved internal communications, training, and performance.

## Specific Conclusions

1. **External Relationships:** Of the key external relationships that we examined, some are positive and functioning reasonably well but require ongoing care and attention at senior and working levels. One needs strengthening. An opportunity exists to form a relationship with the new Criminal Intelligence Service of PEI.
2. **Governance:** The Police Committee does not have an effective arms' length relationship with the CPS because it does not have the information it needs to perform its role effectively. An effective relationship is possible, but will first require clarity regarding roles and appropriate information, as well as an effective process by which accountability is ensured.
3. **Strategy:** The CPS has an informal strategy to guide delivery of services. There is a start at developing an appropriate strategic plan, but it has not been approved. In the absence of a formal strategy based on community engagement, the CPS is pursuing a default strategy that is essentially passive, reactive, and event-driven. The CPS does not consistently measure its strategic progress.
4. **Structure:** The CPS organizational structure has too great a span of control with too many small functions that dissipate focus and prevent critical mass from forming. The actual chain of command in the CPS is not functioning very effectively. Recent efforts to reorganize the structure at the platoon level are producing positive results, and further changes to other areas within the CPS are required in order to produce similar results.
5. **Systems:** The CPS has inadequate planning and management systems that fail to effectively control discretionary spending such as overtime. The systems and procedures used to dispatch police resources are obsolete. The PROS provides a wealth of summary data that would be useful for operational management. However, this data is not being accessed consistently.
6. **Style:** The current style of the CPS is often reactive, isolated from the community, driven by events, and concerned with internal administration. Internal communications and supervision are often ineffectual. There is a perception of job/role ownership that works against a unified approach. Morale is low and worsening.
7. **Staff:** Front line employees are generally committed to delivering a professional service and have the capability to do so. However, these employees are poorly supported, inadequately equipped, and infrequently trained. Lack of attention to mandatory employee certification in firearms and other job requirements presents considerable risk to the City. Furthermore, the 12 hour shift schedule poses a long-term management problem. We also believe that secondary employment and the paid duty system poses significant risks in terms of liability and impartiality.
8. **Skills:** CPS employees have the skills needed to deliver basic policing services, yet some employees lack certification in mandatory job requirements. There are some employees with specialized or more advanced training available to assist in more complex matters, but there is a significant proficiency gap in the intermediate skill range with regard to areas such as the completion of judicial process and the completion of adequate court briefs.
9. **Shared Values:** The CPS Patrol culture is robust, conscientious, service-oriented, and attentive to its duty. The broader CPS culture reflects these characteristics. While occasionally trumped by narrow self-interest, we believe that the actual shared values of the CPS reflect those in the core values section of the strategic plan and are appropriate for a public service organization.

## Recommendations

We believe that there are many relatively easy steps that can be taken to affect change in the CPS. Few of these require additional resources or increased expenditures. However, they will require skilful implementation through a broad-based renewal strategy and careful ongoing monitoring and adjustment as circumstances dictate.

We recommend that a CPS renewal strategy be developed around the following five broad themes

1. **Refresh leadership:** The practice of leadership in the CPS needs to be refreshed through new behaviours that lead to, and support, a new style for the CPS
  - a. Ensure that all sworn members of the CPS executive and management team routinely wear the CPS uniform and demonstrate that they represent CPS values.
  - b. Re-title the names of positions in the Criminal Investigation Branch, using the term Detective, as in Detective Constable, Detective Corporal, and Detective Sergeant.
  - c. Change the focus of leadership activities to support improved police performance. Emphasize proactive, community-based policing in discussions and meetings. Give internal administration less visibility without reducing emphasis on controls and accountability.
  - d. Make the development of joint CPS & Community Policing Priorities a career-enhancing opportunity and encourage participation by civilian and uniformed employees in the development and maintenance of these initiatives.
  - e. Provide a focus on operational skills development and, by way of example, ensure that each platoon has at least two or three members that have a demonstrated ability to write a search warrant.
  - f. Communicate the purpose and direction of the CPS in quarterly town hall meetings with employees wherein a full, free, and frank exchange of issues and concerns without fear of reprisal is expected and wanted.
  - g. Ensure that the performance agreement regime proposed in Recommendation #5 for all employees in supervisory roles includes a requirement to hold regular unit level meetings, to frequently communicate directions and intentions to employees, and to work with employees to identify and make career development opportunities available.
  - h. Broaden and accelerate rotational opportunities for career development by making one position in each community policing and support services section rotational over a 24-month cycle.
  - i. As a starting point, hold a town hall meeting with employees to discuss the findings from this review and to announce and explain changes stemming from the adoption of any recommendation.
2. **Strengthen the management team:** The management team in the CPS needs to become more focused, assume greater responsibility, and be held accountable for results.
  - a. Convert all future CPS executive positions to 36-month contract employment with irrevocable options to renew by the City of Charlottetown.
  - b. Appoint a non-union community policing inspector, accountable to

the Chief, with responsibility for the delivery of all operational policing services through a zone approach to community policing. Assign the person in this position responsibility for Patrol resources. Have the existing four platoon sergeants report results to the inspector.

- c. Redefine the current position of Deputy Chief as Deputy Chief of Support Services, tasking the person who holds this position with the responsibility for delivery of all support services.
    - i. Major Crime Branch
    - ii. JFO Drugs & Street Crime
    - iii. Intelligence (new function)
    - iv. Communications & Records
    - v. By-Law Enforcement
    - vi. Identification
    - vii. Property/Fleet
    - viii. Canine
    - ix. Court
    - x. Parking Tickets & Reception
  - d. Establish the CPS executive as consisting of the Chief, the Inspector Community Policing, and the Deputy Chief of Support Services. Locate the CPS executive team in the same physical space and have the current administrative assistant provide support to all three and committee secretariat support to the CPS executive.
  - e. Establish the CPS management team as consisting of the CPS executive plus all employees in supervisory roles, including the two civilian coordinator positions.
3. **Simplify the organization:** The existing organizational structure needs to be consolidated around community policing activities and support services activities through the following actions (See the proposed organizational charts attached):
- a. Establish a Community Policing Division and a Support Services Division within the CPS. Place the patrol platoons in the Community Policing Division.
  - b. Have the Community Policing Division report to the Chief through the Inspector, Community Policing.
  - c. Have the Support Services Division report to the Chief through the Deputy Chief of Support Services.
  - d. Disband all other divisions and discontinue all other current direct reporting relationships to the Chief except for reporting by the administrative assistant.
  - e. Disband the Traffic Section and merge the two constables and the Highway Traffic Act Enforcement Constable with the existing platoon structure in the Community Policing Division. Assign all traffic resources to patrol. Provide police motorcycle training to volunteers in each platoon.
  - f. Reassign the Corporal i/c Traffic to become the Operations Support

Coordinator in the Operations Support Division and assign this individual supervisory responsibilities. Furthermore, require that the person in this position continue to provide daytime specialist traffic services.

- g. Discontinue the NWEST JFO, UN Postings, and other external secondments except for the JFO Drugs & Street Crime and CIS of PEI positions. Reassign these resources to Patrol.
  - h. Discontinue the Community Policing/Media Relations position and reassign the resource to Patrol.
  - i. Establish an intelligence role and assign/designate a suitable candidate. Mandate close communication between the CIS of PEI and the CPS intelligence officer. As resources permit, appoint one constable to supplement the Intelligence Section on a rotational basis of no more than 24 months.
  - j. Establish an Operations Support Coordinator position, reporting to the Deputy Chief of Support Services. This individual will supervise by-law enforcement, property/fleet, and court activities.
  - k. Maintain the reporting relationship with the Deputy Chief for Forensic Identification, Canine, and Parking Tickets.
4. **Connect to the community:** The CPS needs to renew its commitment to community-based policing through the following actions:
- a. Convert to a zone system for Patrol, with a schedule that provides for more frequent presence and equitable distribution of workload. Equip the communications centre with CAD and GPS to facilitate dispatch.
  - b. The Mayor should establish one or more community consultative groups (CCG) drawn from the population at large; have the group co-chaired by a citizen and the Inspector Community Policing. Require the group to meet quarterly and to be consulted before the development of a CPS strategic plan.
  - c. Consider assigning each platoon to develop a standing relationship with a particular zone, including schools located in the zone.
  - d. Establish a seasonal downtown storefront patrol office with adequate street parking, equip the office with a PROS mobile terminal, and ensure that patrol sergeants and/or corporals operating in the downtown zone spend at least some part of their shift in the office so they, and patrol officers, interact with the public more regularly.
  - e. Hold monthly meetings with the Chamber of Commerce using an agenda jointly determined by the Chamber and the CPS. The first agenda should be aimed at setting up the storefront patrol office in a presently vacant street-level office. The Chamber should be asked to provide the space free of rent.
  - f. Mandate the duty patrol sergeant as the working level point of contact for media relations. Mandate the Inspector, Community Policing as the focal point for all media and community relations.
  - g. Make more effective use of CPS assets such as the CPS police choir and raise the visibility of the CPS in the local community.

5. **Focus on performance & results:** The purpose and direction of the CPS need to be re-focused on proactive community policing through effective performance in the functions of education, intelligence, enforcement, prevention, and investigation.
- a. Mandate that the community consultative group recommended in #4 above annually identify no more than six policing priorities for Charlottetown, including the development of realistic performance targets for each priority. Have the group present these priorities to the Police Committee as representative of community expectations for policing in Charlottetown, and through quarterly meetings have the group monitor CPS performance relating to these priorities.
  - b. Require the patrol sergeants and the intelligence officer to validate community policing priorities and/or adjust and revise these priorities to take into account street-level experience and intelligence from the community.
  - c. Redraft the CPS strategic plan to reflect the result of the community and internal consultations recommended in a) and b) above. Assign ownership of policing priorities to specific CPS units. Include in the plan a simple performance table showing each policing priority, the target(s) for the priority, the CPS unit responsible for the priority, and the progress to date.
  - d. Implement a cascading regime of performance agreements from the Police Committee to the CPS Chief, from the Chief to the Deputy Chief and to the Inspector, and from these positions to all employees in supervisory roles in a direct reporting relationship. On no more than one page, each performance agreement should identify responsibilities and accountabilities for results, expectations for performance with respect to the CPS policing priority(s), and other supervisory responsibilities such as investigative file quality, communications, and development of employees. The agreements should also include targets by which performance will be measured and should specify the resources available to make progress toward the target.
  - e. In conjunction with the above, develop and apply performance standards for any interaction with the public, including telephone calls, visits to the police station, response to calls for service, file quality, etc.
  - f. Develop a simple quality control and quality assurance process to assess areas of greatest risk.
  - g. Use the community consultative group recommended in #4 above to validate the strategic plan and the performance table. Have the Police Committee approve each priority and use the performance table and the performance agreement with the Chief as the primary means of delegating responsibility and ensuring accountability.
  - h. Have the Police Committee annually review the past performance of the CPS and approve the CPS Strategic Plan. Have the Police Committee meet monthly or at regular intervals with the CPS Chief to review, monitor, and support performance with respect to the established policing priorities.
  - i. Ensure that communications between the Police Committee and the CPS occur only via the CPS Chief. Any request for information, support, or to visit the CPS must first be routed through the CPS Chief.

## Implementation

Implementation of some or all of the recommendations needs to be done carefully. Indeed, every element of the process cannot be implemented at once. We recognize that a considerable transition is associated with some of the recommended changes. It will be important to minimize the performance loss that is often associated with this transition, and for this reason we propose a variety of phased-in implementation options.

The options are developed with some established understandings about the year ahead. The winter is traditionally a relatively quiet period. Beginning in May, the CPS enters its busiest time as tourists start to appear on the island. The Canada Day celebrations mark at least one peak in the summer tourist season. Other festivals and events will occur throughout the summer and will require police presence. Furthermore, the 2009 Canadian Chiefs of Police Conference is scheduled for August in Charlottetown.

The point here is that there is a four-month window between February and April where recommendations can be implemented that will have an impact on the delivery of policing services. The next window opens in the last half of the fall. In addition, there are some recommendations that can go on throughout the year but require reduced effort during the peak season.

- Option A: Short-term (February 2009 to April 2009)
- Option B: Medium-term (October 2009 to January 2010)
- Option C: Ongoing Recommendations

With this in mind, the attached implementation table is proposed with the notional activities shown. The bulleted list refers back to the appropriate section in the recommendations. A finalized version of this would require extensive consultation with the CPS executive and management teams.

In the table, the following abbreviations are used:

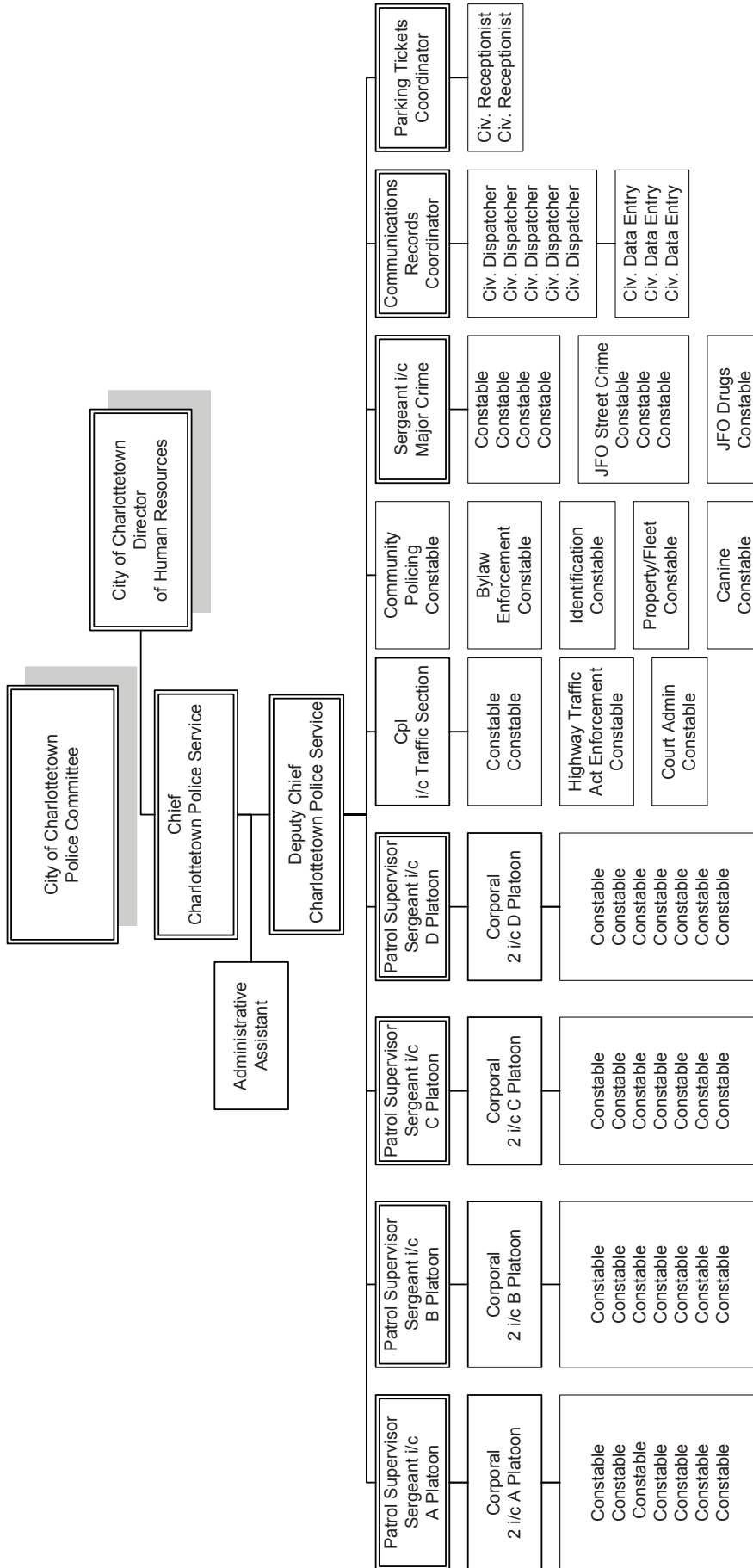
- PC: Police Committee
- CCG: Community Consultative Group
- PA: Performance Agreement
- Policing Priorities: The four to six policing priorities identified by the CCG, reviewed/revised by the CPS in light of intelligence and policing roles, and authorized by the Police Committee. Examples: Reduce the incidence of family violence, reduce commercial break and enters, and disrupt and dismantle the sale and distribution of drugs.
- Performance Targets: the specific quantitative or qualitative accomplishments established by the CPS in relation to the policing priority and approved by the Police Committee. Each target should satisfy the related priority in whole or in part. Examples: for commercial break and enters, the dollar value of property recovered and the number of successful prosecutions for commercial break and enters should be reported. For drugs, the number of drug searches authorized, the number of drug trafficking charges, and the successful drug prosecutions should be reported.

## CPS IMPLEMENTATION TABLE

Recommendation Theme	Option A: Feb 09 to April 09	Option B: Oct 09 to Jan 10	Option C: Ongoing
<b>1. Refresh Leadership</b>	<ul style="list-style-type: none"> <li>Change leadership focus.</li> </ul>	<ul style="list-style-type: none"> <li>Change leadership focus.</li> </ul>	<ul style="list-style-type: none"> <li>Change leadership focus.</li> </ul>
<b>2. Strengthen the Management Team</b>	<ul style="list-style-type: none"> <li>Appoint inspector, reassign duties, and announce change.</li> </ul>	<ul style="list-style-type: none"> <li>Co-locate CPS executive and announce executive and management teams.</li> </ul>	<ul style="list-style-type: none"> <li>Convert all executive positions to contracts.</li> </ul>
<b>3. Simplify the Organization</b>	<ul style="list-style-type: none"> <li>Restructure the CPS into two divisions.</li> </ul>	<ul style="list-style-type: none"> <li>Establish intelligence function.</li> <li>Equip Telecom with CAD &amp; GPS.</li> <li>Convert to zone policing.</li> </ul>	<ul style="list-style-type: none"> <li>Ensure effective coordination between divisions in support of priorities and targets.</li> </ul>
<b>4. Connect to the Community</b>	<ul style="list-style-type: none"> <li>Identify stakeholders to form the CCG.</li> <li>Open seasonal downtown storefront for tourist season.</li> </ul>	<ul style="list-style-type: none"> <li>Establish the CCG. Identify six policing priorities and targets.</li> <li>Revise strategic plan to include priorities and targets.</li> <li>PC approves priorities, targets, and the strategic plan.</li> </ul>	<ul style="list-style-type: none"> <li>Integrate the CCG with CPS business and operational planning.</li> <li>Deploy resources to zones consistent with policing priorities.</li> <li>Maintain regular CCG engagement with PC oversight.</li> </ul>
<b>5. Focus on Performance &amp; Results</b>	<ul style="list-style-type: none"> <li>Establish a PA between the PC &amp; the CPS Chief.</li> <li>Establish PAs among the Chief, the Deputy Chief, and the Inspector.</li> </ul>	<ul style="list-style-type: none"> <li>Establish PAs between the Deputy Chief and Inspector and direct reports.</li> <li>Incorporate performance priorities and targets in all PAs.</li> </ul>	<ul style="list-style-type: none"> <li>The PC monitors performance and ensures accountability for results relative to performance targets and policing priorities.</li> <li>The PC and Chief hold the CPS accountable for performance.</li> </ul>

# Appendix 1: CPS Current Organization Chart

CPS Organization Chart  
as of September 2008



# Appendix 2: CPS Proposed Organization Chart

## Proposed CPS Organization Chart

