



Guelph Police Services Board

PO Box 31038, Willow West Postal Outlet, Guelph, Ontario N1H 8K1
Telephone: (519) 824-1212 #7213 Email: board@guelphpolice.ca

Open Meeting Agenda

Thursday, April 20, 2023; 2:30 p.m.

Location: Electronic Meeting

[Click here to access meeting via YouTube](#)

Closed Session: 1:00 p.m.

Open Session: 2:30 p.m.

- | | | |
|-----|--|-------------|
| 1.0 | Welcome and Introductions | |
| 2.0 | Meeting Called to Order, Territorial Acknowledgment | |
| 3.0 | Declarations of Conflict or Pecuniary Interest under the Municipal Conflict of Interest Act | Information |
| 4.0 | Closed Session Resolutions (if any) | Decision |
| 5.0 | Presentations/Delegations | |
| 5.1 | Assaults Against Police – Phil Perrins, President, Guelph Police Association | |
| 5.2 | KPMG Review – Bruce Peever, Partner, Public Sector Advisor, KPMG, Tim Swanson, Senior Manager, KPMG, Det. S/Sgt. Ben Bair, John Robinson, Research Analyst, Legal Services, Sarah Purton, Financial Services | |
| 6.0 | Approval of Minutes of the Open Meeting, March 16, 2023 | Decision |
| 7.0 | Approval of Agenda | Decision |
| | <u>PART 1 - CONSENT</u> | |
| | Items on the Consent Agenda can be approved in one motion. Prior to the motion being voted on, a member of the Board may request that an item be moved to the Discussion Agenda. | Decision |
| 7.1 | KPMG Staffing Service Delivery Review | Decision |
| 7.2 | Professional Standards Q1 Report | Information |
| 7.3 | Human Resources Report – Member Appointments | Decision |

- | | | |
|-----|---|-------------|
| 7.4 | December 2022 Financial Variance Report | Decision |
| 7.5 | Board Correspondence Report | Information |

PART 2 – DISCUSSION

- | | | |
|-----|--|-------------|
| 7.6 | Human Resources Strategies Annual Report | Information |
| 7.7 | Supplemental Staffing to Support our Downtown Community | Decision |
| 7.8 | Chief's Monthly Report | Information |
| 7.9 | New Business | |
| 8.0 | Information Items | |
| | <ul style="list-style-type: none">• Next Open Meeting: May 18, 2023, 2:30 p.m., via Teams meeting, Livestreamed on YouTube | |
| 9.0 | Adjournment | Decision |



PRIDE SERVICE TRUST

Guelph Police Services Board

PO Box 31038, Willow West Postal Outlet, Guelph, Ontario N1H 8K1

Telephone: (519) 824-1212 #7213 Email: board@guelphpolice.ca

Open Meeting

Minutes – March 16, 2023

An Open meeting of the Guelph Police Services Board was held by teleconference call on March 16, 2023, pursuant to sections 11.4 and 20.7 of Guelph Police Services Board By-Law 136 (2009), commencing at 2:30 p.m.

| | | |
|----------|---------------------------------|--------------------------------------|
| Present: | P. McSherry, Chair | G. Cobey, Chief of Police |
| | J. Armstrong, Vice-Chair | D. Goetz, Deputy Chief of Police |
| | C. Guthrie, Member | J. Sidlofsky Stoffman, Legal Counsel |
| | P. Allt, Member | J. Allsop, Executive Assistant |
| | L. LaCelle, Executive Assistant | |

1.0 Welcome and Introductions

2.0 Meeting Called to Order and Territorial Acknowledgment

Chair McSherry called the meeting to order at 2:39 p.m. by teleconference call between the attendees and gave Territorial Acknowledgement.

3.0 Declaration of Conflict or Pecuniary Interest – None

4.0 Closed Session Resolutions

Moved by J. Armstrong

Seconded by C. Guthrie

THAT the Guelph Police Services Board support the KICKZ Soccer Program in the amount of \$1,600.00 with funds to be paid from the Community Account.

- CARRIED -

Moved by J. Armstrong

Seconded by C. Guthrie

THAT the Guelph Police Services Board support the Guelph Neighbourhood Support Coalition in the amount of \$3,500.00 with funds to be paid from the Community Account.

- CARRIED -

5.0 Presentations/Delegations – None

6.0 Approval of Minutes of the Open Meeting, February 16, 2023

Moved by P. Allt

Seconded by C. Guthrie

THAT the Guelph Police Services Board approve the Open Meeting minutes of February 16, 2023.

- CARRIED –

7.0 Approval of Agenda

Moved by P. Allt

Seconded by J. Armstrong

THAT the Guelph Police Services Board approve the Open Meeting agenda.

- CARRIED -

Part 1 – Consent Agenda

Moved by P. Allt

Seconded by J. Armstrong

THAT the Consent Agenda items be approved.

- CARRIED –

7.1 Board Correspondence Report

THAT **the report titled "Board Correspondence Report – Open Meeting,"** and dated March 16, 2023, be received for information.

7.2 2022 Access to Information Report

THAT the **report titled "2022 Access to Information Report,"** and dated March 7, 2023, be received for information.

7.3 2022 Major Case Management Annual Report

THAT the **reported titled "ViCLAS/Major Case Management – 2022 Annual Reporting," and dated** March 7, 2023, be received for information.

7.4 2022 Missing Persons Annual Report

THAT **the report titled "Missing Persons Act, 2018 – Annual Report (2022)," and dated** March 7, 2023, be received for information.

7.5 Open Disclosure List (Sunshine List) 2022 Report

THAT **the report titled "Public Sector Salary Disclosure for 2022,"** and dated March 16, 2023, be received for information.

7.6 Member Appointments

THAT Bradley Daw be appointed as a part-time member of this Service, effective February 21, 2023.

Part 2 – Discussion Agenda

7.7 **Chief's Monthly Report**

- Chief Cobey mentioned that this week marked 10 years since Cst. Jennifer Kovach made the ultimate sacrifice for her community. **Everyone's thoughts and prayers are with her family, friends, and all who knew her.** It is important to remember and honour her service and her sacrifice, she will always be a hero in life.
- Recent months have served to highlight the important and difficult work that all police officers do. Tragically, we are learning today of two members of the Edmonton Police Service who have been killed in the line of duty. The Guelph Police Services offers its deepest condolences to all those impacted by this tragedy.
- On behalf of the Senior Leadership Team, and echoed by all police leaders, the Chief thanked and recognized Guelph Police Service members and all police officers for the work they do to support our citizens. Everyday, members of the Service, and police officers throughout Canada, come to work to serve and protect their communities. They do this despite the challenges, tragedies, and resource constraints they face. It is important to always be mindful of their service and the sacrifices that they and their families make to support their communities.
- It is important not to lose sight of the contributions police officers make to their communities in the face of the many challenges presented.

Chair McSherry asked everyone to observe a moment of silence in recognition of Cst. Travis Jordan and Cst. Brett Ryan of the Edmonton Police Service who lost their lives in the line of duty earlier today.

7.8 Meeting Format Moving Forward

The Board discussed the possibility of returning to in person meetings in the future. Due to supply chain issues, hybrid technology has not been completed as of yet for the Emergency Operations Training Centre where the meetings will be held. Staff do expect the equipment to arrive and be installed in the coming months.

The City of Guelph has been contacted regarding availability of meeting rooms at City Hall. A response has not yet been received.

Chair McSherry mentioned that there is another aspect pertaining to the meetings particularly that historically, Committee meetings have been done without public participation. As there is an interest in providing greater transparency, it is important to look at this carefully as there are statutory obligations for many things to be kept confidential. Chair McSherry asked J. Sidlofsky-Stoffman, Legal Counsel, to provide advice pertaining to what matters can be conducted in public and what matters could not. J. Sidlofsky-Stoffman will report back to the Board at a later meeting.

7.9 Bail Reform

Moved by J. Armstrong
Seconded by C. Guthrie

Whereas the recent tragic police fatalities in Ontario, including that of OPP Constable Grzegorz Pierzchala, have once again underscored the **need for meaningful legislative reform to Canada's bail system.**

Whereas the Canadian Charter of Rights and Freedoms provides for the right to reasonable bail and the fundamental importance of reasonable bail to the presumption of innocence.

Whereas the right for the public and sworn officers to be protected from the criminal behaviours of violent and repeat offenders, particularly those charged with firearm-related crimes, should be given greater weight when bail and sentencing matters are considered.

Whereas persons with firearms convictions who are charged with further firearms offences, should not be granted pre-trial release.

Whereas persons charged with crimes of violence, including firearms offences, should not be considered for house arrest and/or GPS monitoring.

Whereas persons who at trial or through a guilty plea are found guilty of a violent offence that will result in a custodial sentence should not be released on house arrest and/or GPS monitoring while awaiting sentencing.

Whereas persons who have consistently demonstrated their inability, or their lack of intent, to comply with Court orders should not continue to be released on additional Court orders.

Whereas reverse onus places the onus on a chronic violent offender who is facing a bail refusal application to show cause why they should be given judicial interim release.

Whereas a reverse onus **bail provision preserves an accused's right to** reasonable bail in appropriate circumstances and recognizes the importance of the necessity of detention where there are concerns for public safety.

Whereas the Federal Government is primarily responsible for legislation governing the criminal justice system and the Provincial Government is primarily responsible for policies, directives, and guidelines for the prosecution of criminal offences.

Whereas we recognize that bail reform does not replace the critical need for crime prevention and addressing the root causes of crime.

Therefore, be it resolved, that the Guelph Police Services Board calls on the Provincial and Federal governments to collaborate to enact sector **wide reform to Canada's bail system, including broadening the** application of the reverse onus protocol and ensuring that provincial bail policies and directives integrate these new proposed legislative changes.
- CARRIED UNANIMOUSLY -

7.10 Establishment of a Board Nominating Committee

Moved by P. Allt

Seconded by J. Armstrong

THAT an ad hoc Nominating Committee be established, consisting of the Chair, C. Guthrie, and P. Allt

- CARRIED -

7.11 New Business – None

8.0 Information Items

- Next Open Meeting: Thursday, April 20, 2023, 2:30 p.m., via Teams meeting, livestreamed on YouTube.

9.0 Adjournment

Moved by J. Armstrong

Seconded by P. Allt

THAT the Open meeting of the Guelph Police Services Board rise and recess at
2:54 p.m.

- CARRIED -

P. McSherry, Vice-Chair

L. LaCelle, Executive Assistant



GUELPH POLICE SERVICES BOARD
Pride • Service • Trust •

OFFICE OF THE CHIEF OF POLICE

TO: Chair Peter McSherry and Members of the Guelph Police Services Board
DATE: Thursday, April 20, 2023
SUBJECT: KPMG Staffing and Service Delivery Study

PREPARED BY: Staff Sergeant Ben Bair, Investigative Services
John Robinson, Legal Services
Sarah Purton, Financial Services

APPROVED BY: Chief Gord Cobey

RECOMMENDATION:

1. That the Guelph Police Services Board receive the report titled KPMG Staffing and Service Delivery Study for information.

SUMMARY:

In mid-2022, the Guelph Police Service retained KPMG to perform a review of the **Service's staffing** levels and service delivery. The purpose of the review was to provide recommendations to improve the overall effectiveness of policing in Guelph to position the GPS as a modern police service that would meet the needs of the community both today and over the next five to ten years. In formulating the recommendations, data from multiple sources including interviews of both internal and external stakeholders, **data related to the Service's operations**, and metrics and performance measures of three comparable police services was utilized.

REPORT:

Attached as Appendix 1 to this report is the complete Staffing and Service Delivery study completed by KPMG of which the primary objectives of the study were 1) to determine efficient uniform and civilian staffing levels for the Service to promote alignment of current and future resource needs and 2) to examine, assess, critique, and make specific recommendations on strengths and opportunities for current and future service delivery requirements.

Key observations from this review are as follows:

- There has been significant growth in the population of Guelph over recent years. From 2016 to 2021 the population of the City of Guelph increased by 9,000 people to approximately 145,000. **The City's population is expected to reach 208,000 by 2051 as per the City of Guelph's Growth Management Strategy (January 2022).**
- The Service has been effective at reducing crime when it was able to increase its officer complement.
- Staffing levels remain lower proportionately than those of its comparators, and the Service is challenged to maintain expected service levels, including **addressing the community's** need for more proactive policing. The challenge to meet service expectations will be exacerbated by anticipated growth in the **population served as mandated by Ontario's Places to Grow Act, 2005.**
- **Presumptive legislation, Supporting Ontario's First Responders Act Bill 163, has had a significant impact on the Service's ability to operate at its** authorized complement of officers. Further to this observation, attached as Appendix 2 to this report is the **Ontario Chief Coroner's Expert Panel's** report on Police Officer Deaths by Suicide. This report was published in September 2019 and provides a fulsome discussion on mental health and wellbeing challenges in policing including discussion related to presumptive **leaves (page 8 of the Coroner's report) and courses** of action or pathways to better outcomes (page 11 of the report) with resourcing, accommodation and burnout addressed specifically in #4 on page 14.
- The complexity of crime, including cybercrime and human trafficking, has created a need for investments in new capabilities, including the creation of specialized data analytics capability.

As a result of the above observations, the report provides several recommendations including:

1. Increase senior leadership to increase capacity for strategy, staff development and performance management (*Complete - implemented as part of 2023 budget*).
2. Realign Investigative units to promote greater collaboration and more specialized supervision.
3. Develop data and analytics capabilities to more effectively prevent and respond to crime.
4. Increase staff complement with a focus on patrol and investigations and employ an active staffing model to help mitigate the impacts of presumptive legislation.

5. Increase the effectiveness and capacity of front-line uniformed officers.
6. Adjust patrol shift schedules to have overlapping schedules during peak hours.

Staff will continue to provide updates to these recommendations over the next several months and through the 2024 budget process.

STRATEGIC PLAN 2019 - 2023:

Priority 1: Community Policing with the need for higher visibility in the community.

Priority 2: Organizational Health and Service Effectiveness, with need to review police resources and how they are deployed to better meet the needs of the community and members.

Priority 3: Community Wellness with a continued focus on how the Service manages mental health-related calls for service.

Priority 4: Road Safety with proactive traffic enforcement.

Priority 5: Drugs and Property Crime with increased efforts to offset the increase in these types of crimes.

Priority 6: Downtown with increased police visibility to address safety concerns.

FINANCIAL IMPLICATIONS:

The KPMG Staffing and Service Delivery Study was funded through the 2022 Board approved operating and capital budgets.

The cost and timeline for the implementation of recommendations 2-6 of the study will be reflected in the 2024-2027 multi-year operating and capital budgets to be presented to the Board in Q2 & Q3 of 2023.

ATTACHMENTS:

Appendix 1: KPMG Staffing & Service Delivery Study

Appendix 2: Report of the Expert Panel on Police Officer Deaths by Suicides



Staffing and Service Delivery Study

Guelph Police Service

Final Report

February 16, 2023

Guelph Police Service | Staffing and Service Delivery Study

Disclaimer

This report has been prepared by KPMG LLP (“KPMG”) for Guelph Police Service (the “Service”, or “Client”) pursuant to the terms of our engagement agreement with Client dated August 5, 2022 (the “Engagement Agreement”). KPMG neither warrants nor represents that the information contained in this report is accurate, complete, sufficient or appropriate for use by any person or entity other than Client or for any purpose other than set out in the Engagement Agreement. This report may not be relied upon by any person or entity other than Client or for any purpose other than set out in the Engagement Agreement. This report may not be relied upon by any person or entity other than Client, and KPMG hereby expressly disclaims any and all responsibility or liability to any person or entity other than Client in connection with their use of this report.

The information provided to us by Client was determined to be sound to support the analysis. Notwithstanding that determination, it is possible that the findings contained could change based on new or more complete information. KPMG reserves the right (but will be under no obligation) to review all calculations or analysis included or referred to and, if we consider necessary, to review our conclusions in light of any information existing at the document date which becomes known to us after that date. Analysis contained in this document includes financial projections. The projections are based on assumptions and data provided by Client. Significant assumptions are included in the document and must be read to interpret the information presented. As with any future-oriented financial information, projections will differ from actual results and such differences may be material. KPMG accepts no responsibility for loss or damages to any party as a result of decisions based on the information presented. Parties using this information assume all responsibility for any decisions made based on the information.

No reliance should be placed by Client on additional oral remarks provided during the presentation, unless these are confirmed in writing by KPMG.

KPMG have indicated within this report the sources of the information provided. We have not sought to independently verify those sources unless otherwise noted within the report.

KPMG is under no obligation in any circumstance to update this report, in either oral or written form, for events occurring after the report has been issued in final form.

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01

Executive Summary

Guelph Police Service | Staffing and Service Delivery Study

Executive Summary

The Guelph Police Service (the “Service” or “GPS”) engaged KPMG to complete a review of the Service’s staffing levels and service delivery. The Review was completed between September 2022 and January 2023.

The Review engaged internal and community stakeholders, reviewed data from the Service related to its operations (e.g., occurrences, cases, service time, staffing and shift complements, expenditures), and researched the metrics and practices of three comparable municipal police services in Ontario. From this input, the Review identified opportunities for improvement and refined them with the GPS project team.

The Review provided recommendations intended to improve the overall effectiveness of policing in Guelph. Collectively, the recommendations should position the Service to be a modern police service that supports the needs of the citizens of Guelph today and over the next five to ten years.

The Review observed that:

- There has been significant growth in the population of Guelph over recent years
- The Service has been effective at reducing crime when it was able to increase its officer complement
- Staffing levels remain lower proportionately than those of its comparators, and the Service is challenged to maintain expected service levels, including addressing the community’s need for more proactive policing. The challenge to meet service expectations will be exacerbated by anticipated growth in the population served as mandated by Ontario’s Places to Grow Act, 2005.
- Presumptive legislation, Supporting Ontario’s First Responders Act Bill 163, has had a significant impact on the Service’s ability to operate at its authorized complement of officers
- The complexity of crime, including cyber crime and human trafficking, has created a need for investments in new capabilities, including the creation of a specialized data analytics capability

Executive Summary

In consideration of these findings, the Review makes six recommendations for consideration by the Service:

1. Increase senior leadership to increase capacity for strategy, staff development and performance management.
2. Realign Investigative units to promote greater collaboration and more specialized supervision.
3. Develop data and analytics capabilities to more effectively prevent and respond to crime.
4. Increase staff complement with a focus on patrol and investigations, and employ an active staffing model to help mitigate the impacts of presumptive legislation.
5. Increase the effectiveness and capacity of front-line uniformed officers.
6. Adjust patrol shift schedules to have overlapping schedules during peak hours.

02

Project Overview

Guelph Police Service | Staffing and Service Delivery Study

Project Overview



Project Objectives

The Guelph Police Service (the “Service” or “GPS”) engaged KPMG to complete a staffing and service delivery study.

The Service’s project objectives are:

1. To determine an efficient uniform and civilian staffing levels for the service in order to promote alignment of current and future resource needs.
2. To conduct a staffing and service delivery study to examine, assess, critique, and make specific recommendations on strengths and opportunities to meet current and future service delivery requirements.



Project Drivers

The population of Guelph grew by approximately 9,000 people since 2016 to approximately 145,000 in 2021. During this time period, the number of Guelph police officers increased by 21¹. The population is expected to reach 208,000 by 2051². The City has witnessed increases in crime volume, and crime cases have become more complex to investigate. This anticipated growth and socio-economic changes will continue to drive demand for policing resources.

Guelph Police Service already faces challenges shared by many police services, including challenges with staffing and workloads, increasing complexity in calls for service, and ongoing resource constraints.

In addressing these challenges, Guelph Police Service sees an opportunity to employ modern practices to build a policing service that is both sustainable and effective at meeting the needs of its community.

Sources:

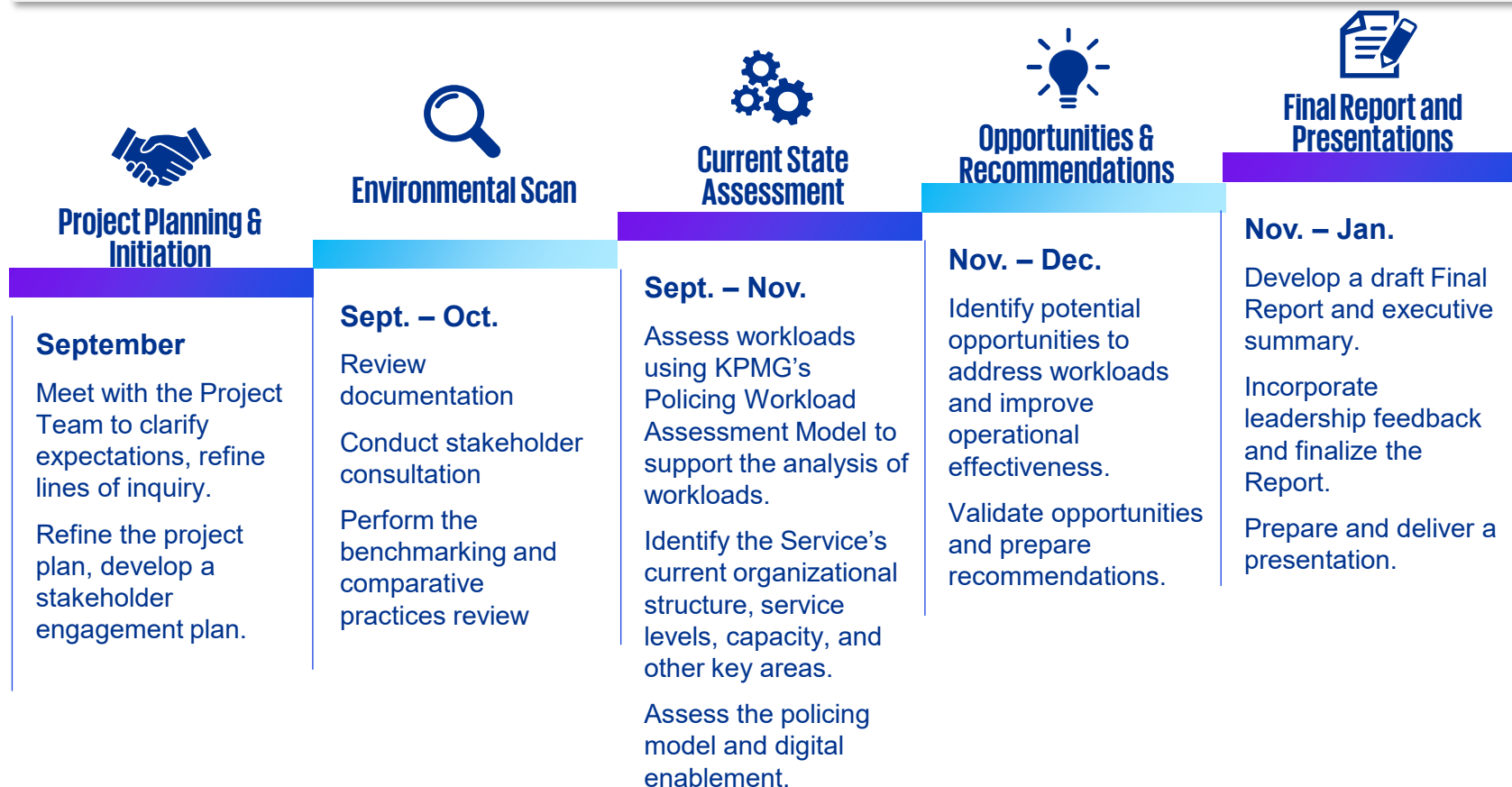
1. Statistics Canada. Table 35-10-0077-01 Police personnel and selected crime statistics, municipal police services. (<https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=3510007701&pickMembers%5B0%5D=1.326&cubeTimeFrame.startYear=2016&cubeTimeFrame.endYear=2021&referencePeriods=20160101%2C20210101>, accessed September 2022). Crime is measured by the Crime Severity Index.
2. City of Guelph. Long-term Population and housing Growth, Shaping Guelph: Growth Management Strategy, January 2022.

Project Overview



Project Work Plan

The project commenced on September, 2022 and was completed in early January 2023.



Project Overview

Stakeholders Engaged

Service leadership, members of the Board, front-line officers, and community partners were engaged to obtain an understanding of the current operating model as well as perspectives on opportunities to improve the current staffing model. Below is a summary of the stakeholder engagement performed.

01

GPS Leadership Interviews

1. Chief
2. Deputy Chief
3. Inspector, Investigative Services
4. Inspector, Executive Services
5. Inspector, Neighbourhood Services
6. Inspector, Neighbourhood Services Field Support
7. Inspector, Administrative Services
8. Counsel, Legal Services
9. Manager, Human Resources
10. Manager, Financial Services
11. Manager, Data Services
12. Manager, Information System Services
13. President, Guelph Police Association
14. President, Senior Police Association
15. Police Services Board Representatives

02

GPS Non-Management Staff

1. Civilian Members
2. Uniform Division (Neighbourhood Services)
3. Detectives (Investigative Services)
4. Mid-Level Managers, Sworn Officers

Staff Survey

KPMG also issued an online survey open to all GPS staff.

03

Community Partners

1. Mayor, City of Guelph
2. CEO, CMHA
3. Executive Director, Immigrant Services
4. Director, University of Guelph Police
5. Executive Director, Victim Services

03

Summary of Findings

GPS is Affordable relative to Similar-Sized Services

To assess the affordability of the police service, KPMG utilized the cost per \$100,000 current value assessment (CVA) found in the BMA Municipal studies over the cost per capita. In this affordability analysis, KPMG included Guelph and 11 other comparators. The additional comparators are included to provide insights on different sized communities.

The graph on the right suggests that larger centres with higher assessed property values are more capable of affording policing services than smaller communities with lower assessed property values. This graph indicates that the impact on cost per citizen in Toronto is different than the cost per citizen in Windsor thereby making the larger police budget in Toronto more affordable for citizen's than Windsor's police budget.

Source: BMA Municipal Study 2016 to 2021

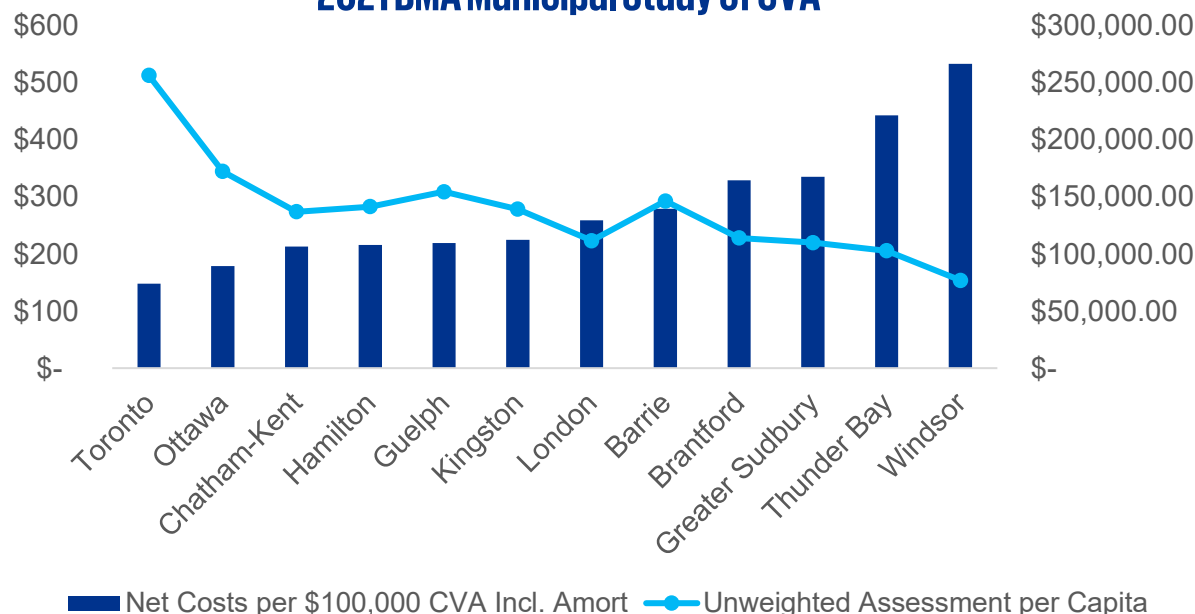
\$200

Guelph's average net costs per \$100,000 CVA excl. amortization from 2016 to 2021.

\$64

the difference (lower) between Guelph's 2021 net costs per \$100,000 CVA excl. amortization and the group average.

2021 BMA Municipal Study of CVA



Guelph Police Service | Staffing and Service Delivery Study

Population Pressures Service Capacity

The City of Guelph experienced the highest growth in population (8,937 residents) between 2016 and 2021 compared to the comparator services.

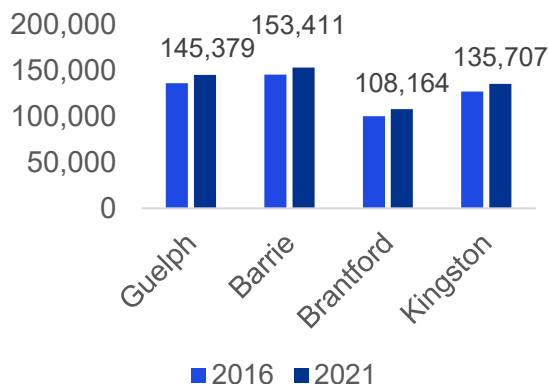
The Service has 14.7 active officers per 10,000 residents, the lowest amongst comparators, and 339 calls per officer, approximately 32 more calls per officer than the closest comparator.

Currently, the GPS is spending approximately \$370 per citizen. This is compared to \$480 by Barrie, \$370 by Brantford, and \$357 by Kingston. The graph on the previous page indicates that Guelph's residents have the same level of affordability to Barrie's population, but graph representing police budgets shows that Barrie is currently spending \$110 more per capita.

Source:

1. Statistics Canada
2. Municipal FIR

Population¹



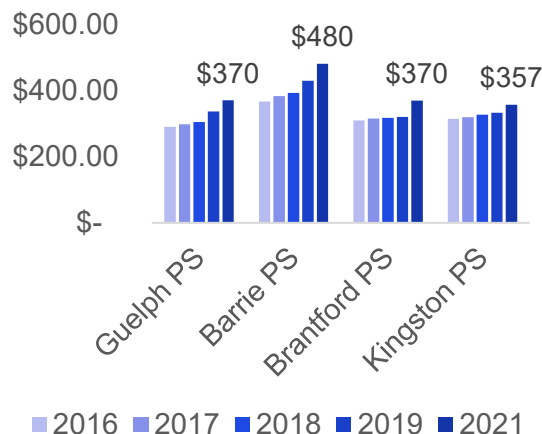
6.6%

City of Guelph's population growth, from 2016 to 2021, is the highest amongst the selected comparators.

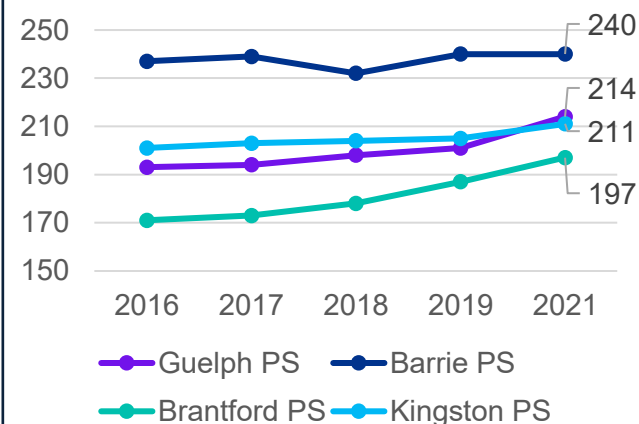
14.7

GPS active officers per 10,000 residents, the lowest amongst comparators.

Police Budgets per Capita¹



Number of Active Officers¹



Investment in Police Services Impacts Crime Rate

Guelph has seen a 17% reduction in its Crime Severity Index (CSI) since 2018, including an 8% reduction in CSI in 2021. The CSI reduction correlates with an increase in the number of authorized officers between 2019 – 2021.

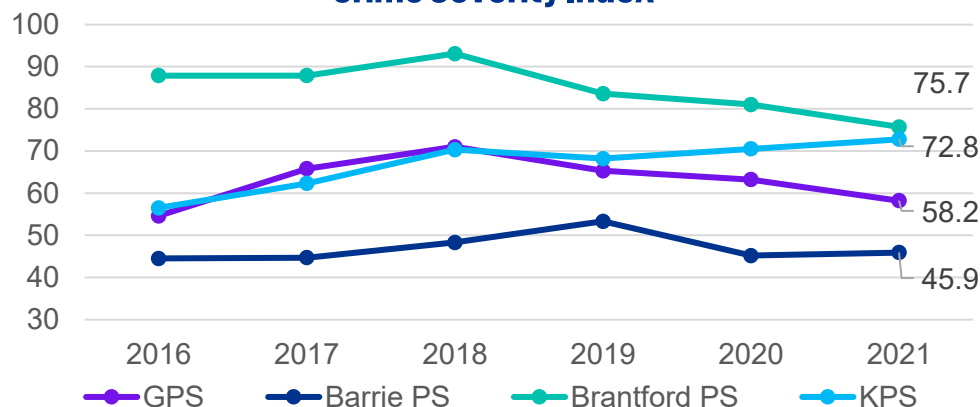
GPS has the second lowest CSI and the second lowest Weighted Clearance Rate compared to Barrie, Brantford and Kingston.

Improvement occurred across all CSI areas, including Overall CSI, Violent CSI and Non-Violent CSI, which resulted in an improvement in its rankings among the 35 Census Metropolitan Areas (from 19th to 12th lowest CSI).

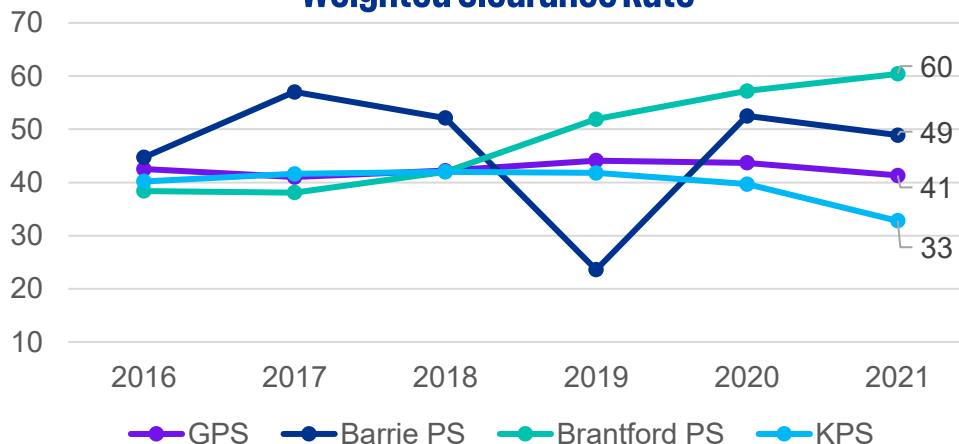
Source:

1. Statistics Canada
2. Municipal FIR
3. Police Service Annual Reports

Crime Severity Index¹



Weighted Clearance Rate



Officer Complement Remains Low Comparatively

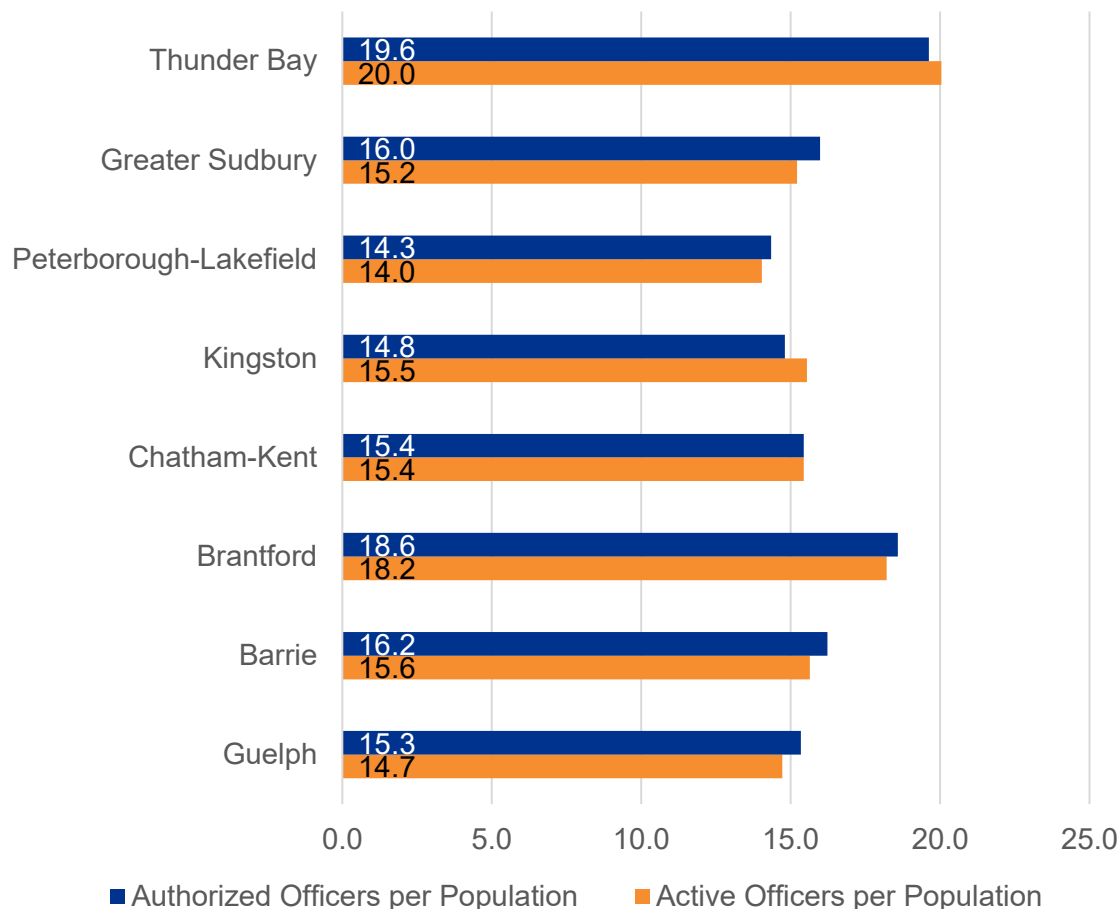
Notwithstanding improvements in its CSI, in terms of officers per population, the Service has a lower staffing level than other similarly-sized services in Ontario.

Each police service is authorized by its board to hire a specific number of officers to service its local population. The actual number of officers available on duty varies from the authorized complement due to turnover, vacation, and work-related leaves under Bill 163 presumptions.

The graph on the right displays the 2021 active versus authorized officers per 10,000 population of 8 mid-size single tier cities within Ontario. The average authorized complement of the group is 16.4 officers per 10,000 population and the active complement is 16.3 officers. GPS is below both averages.

Factoring in Guelph's average population growth (1.2% 3-Year CAGR, 2.4% 2023 forecast), the Service would need an additional 19 officers above the authorized complement of 223 to maintain the average officers per population for the comparator Services.

Active vs. Authorized Officers per 10,000 Population



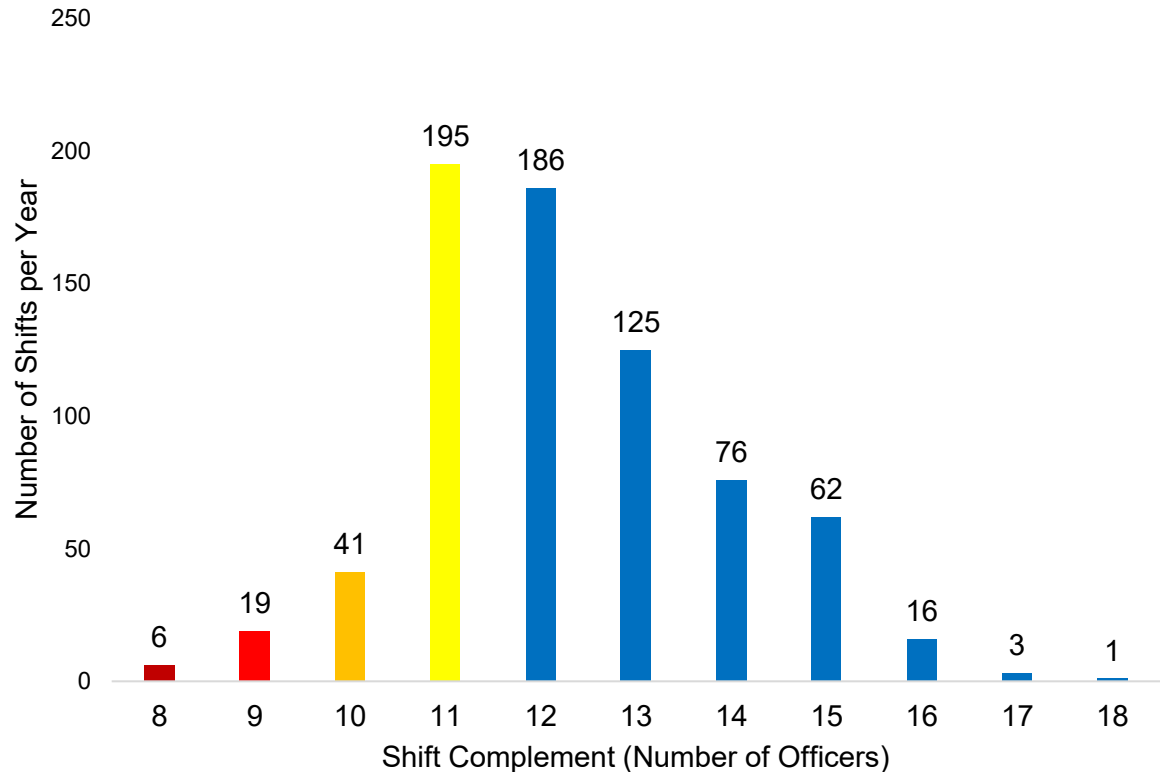
Source: KPMG analysis using Statistics Canada data

Leave affects Capacity and Ability to be Proactive

In 2021, the Service was challenged to meet shift minimums agreed upon with the Police Association via an MOU without the use of overtime. Currently, the Service has 20 – 22 officers authorized per shift, but due to a variety of officer absences (e.g., leaves, vacations, training, presumptive legislation, etc.) 12% of shifts would have been below the minimum shift complement of 11 officers if overtime had not been used. An additional 27% of shifts would have been just meeting the minimum complement.

Analysis of patrol time in 2021 suggests that the Service requires an average of 12 officers present per shift to maintain current service levels. An estimated 13 to 15 officers available and on patrol per shift could result in 10% to 20% of patrol time dedicated to proactive policing.

Number of Shifts and Staffing Levels (2021, before Overtime)



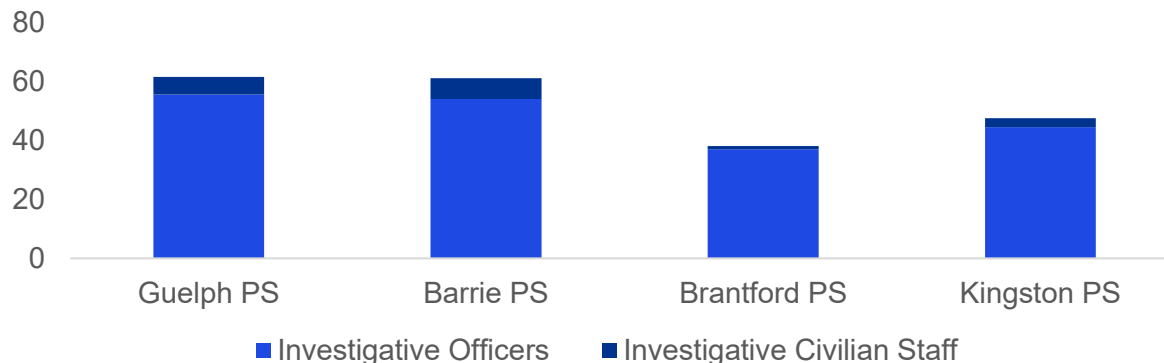
Source: KPMG analysis using 2021 data provided by GPS

Administrative and Investigative Resources

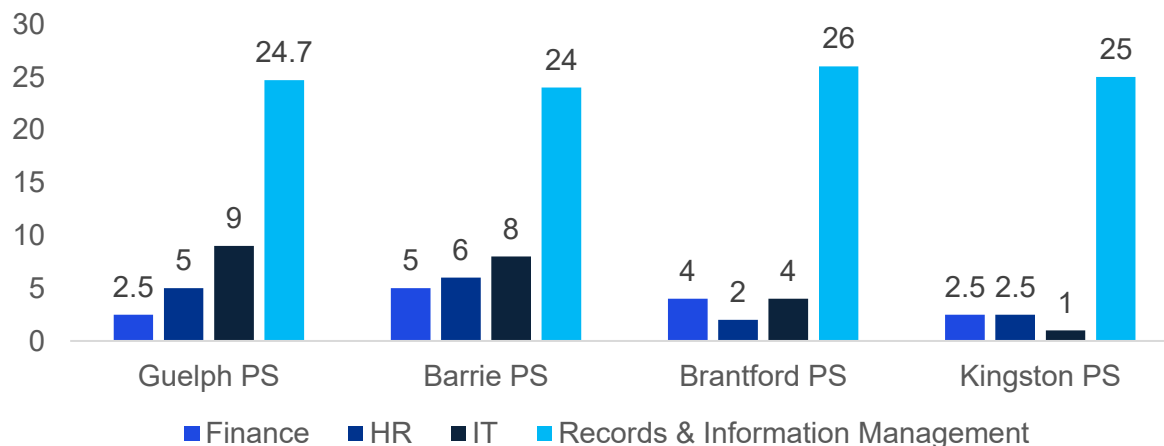
GPS and Barrie have similar investigative resources. Whereas the Kingston PS and Brantford PS have lower levels of investigative resources.

Similarly, due to GPS's participation in PRIDE, where it provides a significant portion of the operational systems support, the Service retains additional administrative resources compared to the comparator jurisdictions. Stakeholders report that workloads are high, particularly in human resources. However, they also note that the function is undergoing a transformation of its systems, which should yield efficiencies.

Comparator Investigative Services Total FTEs



Comparator Administrative Total FTEs



Guelph Police Service | Staffing and Service Delivery Study

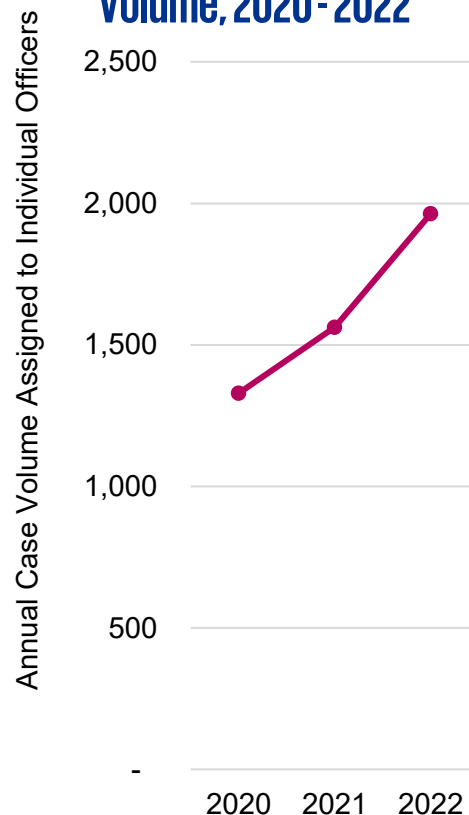
Investigative Case Load Increasing

Guelph has seen demand for its investigative services increase significantly over the past three years without a corresponding increase in resources.

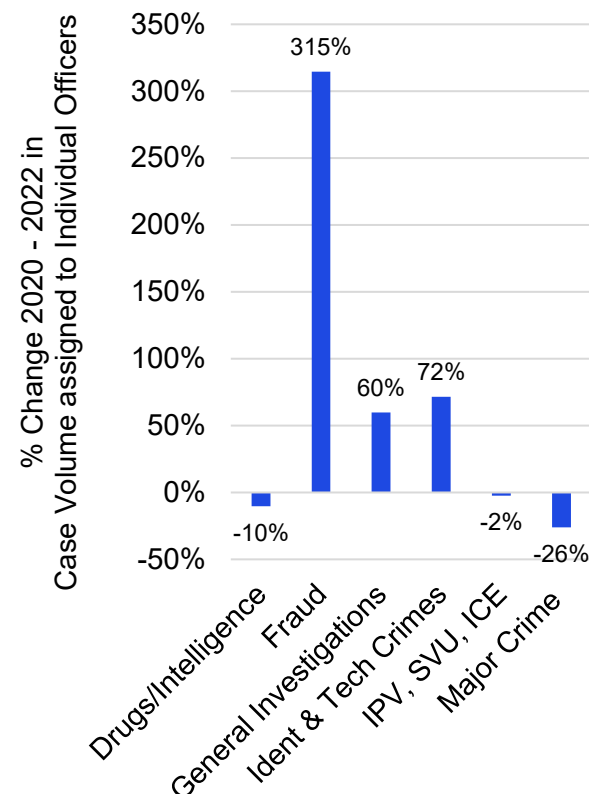
Investigative Services' case volumes assigned to individual officers increased 48% overall between 2020 and 2022. The highest growth areas are in Fraud (315%), Identification and Technology Crime (72%), and General Investigations and Special Projects (60%). The current case load for Fraud includes cyber crime cases. While total IPV, SVU and ICE cases decreased slightly, IPV cases grew significantly.

We note that the Community Response and B.E.A.T. unit was new in 2022, and stakeholders report that it is currently at capacity. Identification recently increased staffing levels to handle increased case loads.

Overall Annual Case Volume, 2020 - 2022



Change in Case Volume by Unit, 2020 - 2022



Source: KPMG analysis using data provided by Guelph Police Service

04

Recommendations

Guelph Police Service | Staffing and Service Delivery Study

Summary of Recommendations

Based on the analysis performed, KPMG identified recommendations to help the Service address how to rebalance officer workloads and increase operational efficiency. The recommendations are summarized below. KPMG also assessed each recommendation based on the potential impact as well as the implementation complexity for the Service to consider in its prioritization of the recommendations.

GPs will need to carefully assess each recommendation and its implementation impacts, and make a decision about whether the recommendations can and should be implemented by the Service as proposed, and for when.

Top Recommendations

1. Increase senior leadership to increase capacity for strategy, staff development and performance management.
2. Realign Investigative units to promote greater collaboration and more specialized supervision.
3. Develop data and analytics capabilities to more effectively prevent and respond to crime.
4. Increase staff complement with a focus on patrol and investigations, and employ an active staffing model to help mitigate the impacts of presumptive legislation.
5. Increase the effectiveness and capacity of front-line uniformed officers by:
 - a. Triaging and diverting more calls away from front-line officers
 - b. Using Special Constables for activities such as securing crime scenes, and managing traffic
 - c. Promoting the use of pre-charge diversion programs
6. Adjust patrol shift schedules to have overlapping schedules during peak hours.

Recommendations



Recommendation #1

Increase senior leadership to increase capacity for strategy, staff development and performance management.

Observation(s)

- The Deputy Chief currently has seven direct reports spanning different operational and administrative functions. This is a relatively high span of control for supervision of highly-diverse functional areas.
- Some stakeholders indicated that there was not sufficient leadership capacity to provide adequate focus on strategy, and overall organizational performance.
- Some stakeholders suggested that a second Deputy Chief might be beneficial to split administrative and operational responsibilities.

Recommendation Detail

The Service should consider implementing a second Deputy Chief / CAO position to rebalance the organization's management reporting structure and provide greater leadership attention and strategic guidance. This new position would enable the Service to split the administrative and operational responsibilities between the current Deputy Chief and a second Deputy Chief or Chief Administrative Officer. An additional Administrative Support position is needed to support the new Deputy Chief / CAO position and the overall executive and administrative services.

An illustrative organizational structure reflecting this change is provided on the next page.

| Complexity | Impact | Implementation Timeline |
|------------|--------|--|
| Low | High | <div>Less than 6 Months</div> <div>6 - 18 Months</div> <div>+18 Months</div> |

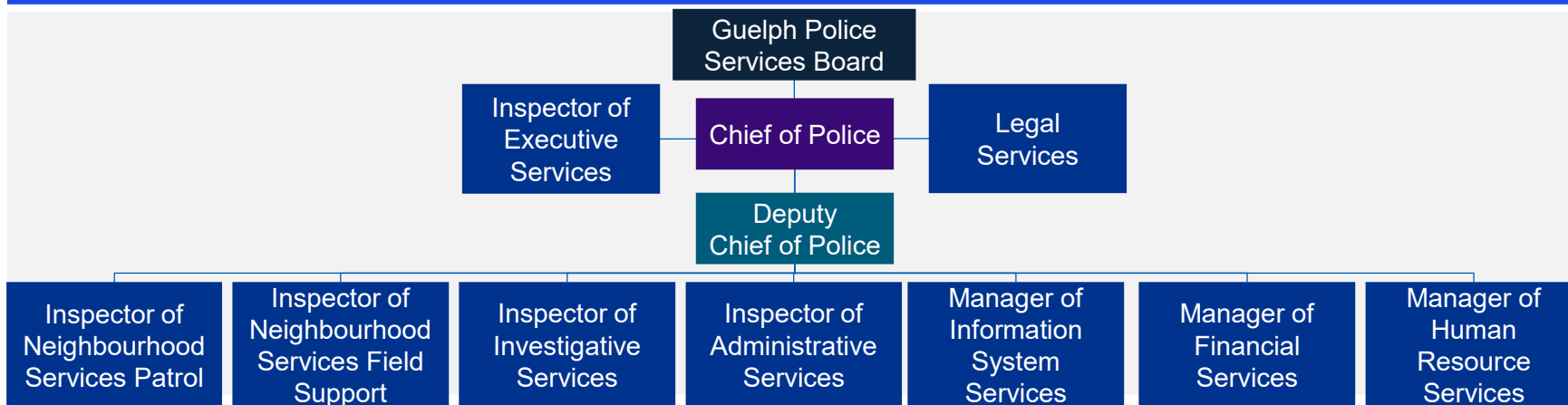
Recommendations



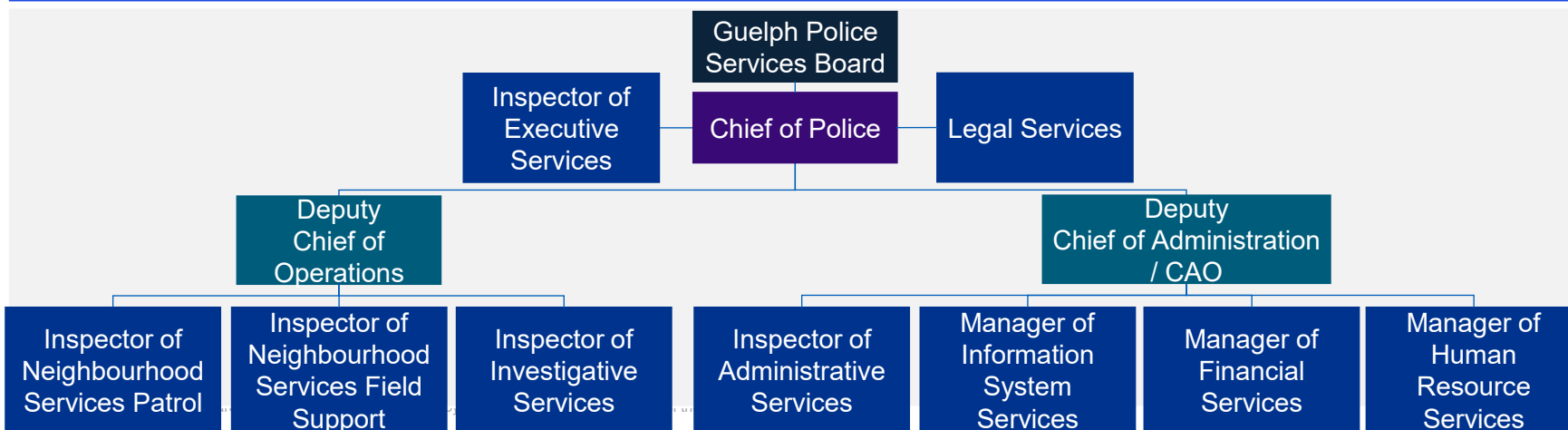
Recommendation #1

Increase senior leadership to increase capacity for strategy, staff development and performance management.

Executive Structure – Current State



Executive Structure – Recommended Future State



Recommendations



Recommendation #2

Realign Investigative units to promote greater collaboration and more specialized supervision.

Observation(s)

- Stakeholders identified that some high-risk Investigative Units, specifically the Drugs and Intelligence units, could benefit from increased direct supervision. The Drugs and Intelligence units report to a part-time Staff Sergeant.
- The Service is experiencing increased demand in the areas of cyber crime and human trafficking for which it does not have dedicated teams.
- The current structure does not promote sharing of resources, information and practices among all units that address crimes against persons.
- The Service currently second a resource to Waterloo Regional Police Service to support a shared human trafficking unit. However, Stakeholders indicated that Guelph cases are not always prioritized.
- Stakeholders shared that there is some loss of knowledge and efficiency when constables rotate through Investigative Services Units. This is a common practice to develop officers and promote cross-organizational understanding.

Recommendation Detail

The Service should consider realigning the organizations structure of the Investigative units around crimes against persons, crimes against property, proactive investigation (intelligence and drugs). Within the group focused on crimes against property, the Service should consider adding a cyber crimes team to address increasing cyber crime rates, and assume some of the associated workload currently performed by the Fraud team.

The Service should consider anchoring talent within the units to retain expert knowledge. This would entail designating one or two permanent positions in each unit that would become subject matter experts in those units. The remainder of the positions would be staffed with constables on a rotation.

Recommendations



Recommendation #2

Realign Investigative units to promote greater collaboration and more specialized supervision.

Recommendation Detail

In addition, the Service could consider establishing its own, dedicated human trafficking unit. This could be comprised of the existing member seconded that is Waterloo Regional Police Service as part of a regional initiative (potentially relocated to Guelph to increase priority on Guelph's cases), and an additional constable. The establishment of a Human Trafficking unit would likely exceed the current SVU Sergeant's capacity to provide effective supervision to the units they oversee, and may require the addition of a second Sergeant. Two Sergeants could share responsibility for the SVU, IPV, ICE and Human Trafficking units as it is expected that there may be cross-over and fluctuations in the resources allocated within these units.

| Complexity | Impact | Implementation Timeline |
|------------|--------|--|
| Low | Medium | <div>Less than 6 Months</div> <div>6 - 18 Months</div> <div>+18 Months</div> |

An illustrative organization chart for Investigative Services is provided on the next page. Staffing numbers or positions in red represent possible additions and are discussed in Recommendation 4. Positions highlighted in turquoise are shown for additional consideration should the Service wish to establish its own human trafficking team. The estimated timeline shown considers only the change in organization structure. Staffing level changes would require additional time, which is considered in Recommendation 4.

Guelph Police Service | Staffing and Service Delivery Study

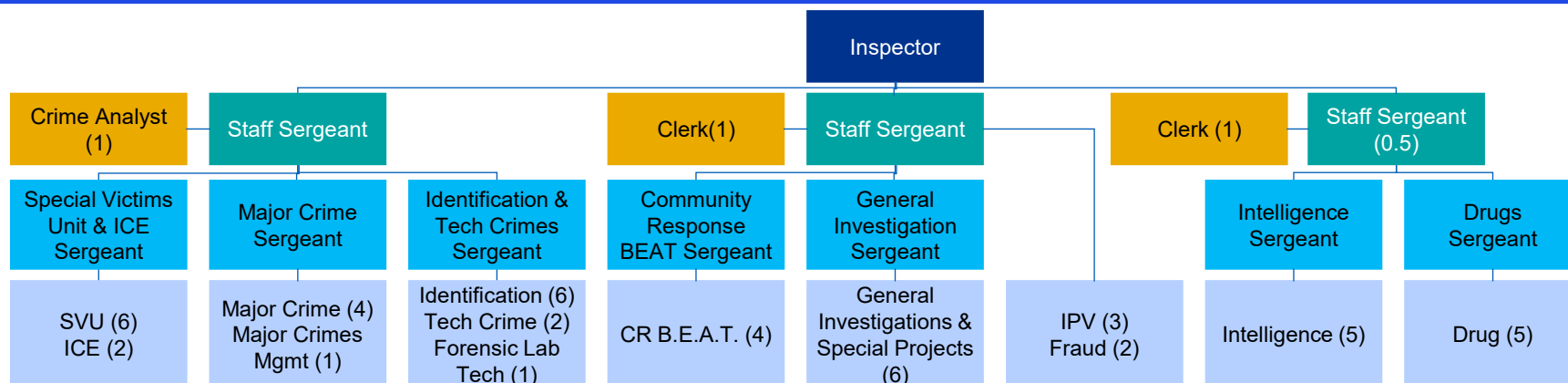
Recommendations



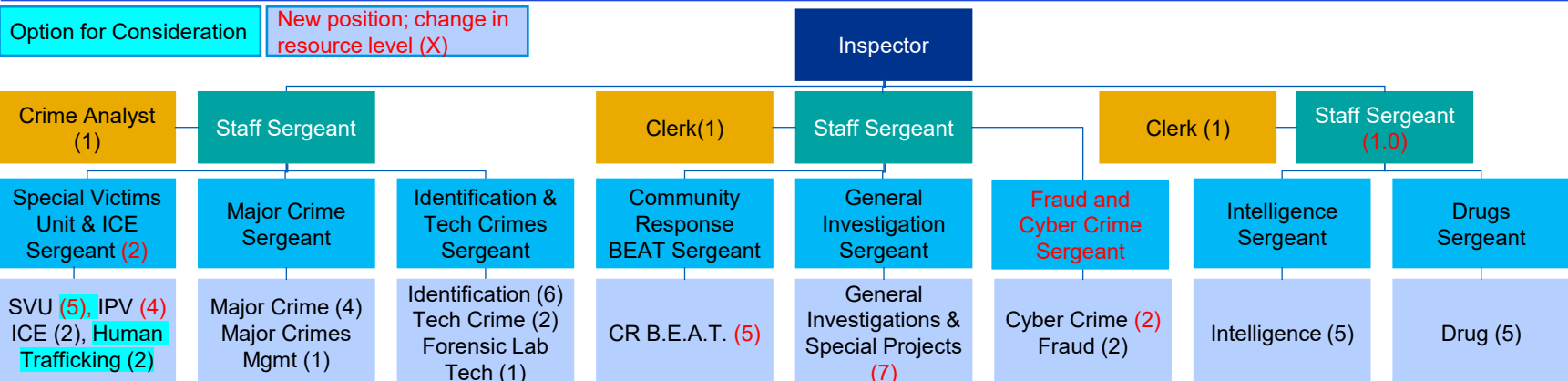
Recommendation #2

Realign Investigative units to promote greater collaboration and more specialized supervision.

Investigative Services – Current State



Investigative Services – Recommended Future State



Recommendations



Recommendation #3

Develop data and analytics capabilities to more effectively prevent and respond to crime.

Observation(s)

- Intelligence-led policing is a leading practice among policing organizations across North America. It requires a sophisticated data and analytics capability to analyze and predict crime, optimize resource allocation in response to service demand, and drive performance management.
- Stakeholders noted that the Service does not have strong analytics capabilities.
- Stakeholders also noted the Service needs to develop performance metrics that can measure the efficiency of resources, and performance of police units and personnel.
- Barrie Police Service hired a PhD student who maps crimes and to assist in determining the optimal deployment of resources. That Service also had success partnering with Durham College students for data analytics.

Recommendation Detail

The Service should consider establishing a data and analytics function that would focus on crime analysis, resource allocation and performance measurement. The Service should consider hiring three data analysts (one senior analyst, and one or two junior analysts, potentially including a student intern) to provide a critical mass of capability.

In its nascency, the unit could report to the Manager of Information Services while it builds capabilities (e.g., establishes access to and collection of data, acquires analytical software, and develops core tools (e.g., predictive models, heat maps, performance dashboards). As it develops, it will be important that the unit be part of core policing operations (e.g., part of Neighbourhood Field Support) to promote effective information sharing between officers and the analytics team, and to support the credibility of the team.

The team will need to use statistical, geospatial and analytical software and dashboards to analyze and disseminate data.

Recommendations



Recommendation #3

Develop data and analytics capabilities to more effectively prevent and respond to crime.

Recommendation Detail

To support a data and analytics function, the Service will need to improve its data management practices to enhance data quality and availability. This will require the Service to:

- Communicate the importance of accurate data collection to front-line officers.
- Encourage more accurate and consistent tracking of policing activities. For example, generating calls internally related to proactive activities, implementing timesheets to allow investigators to track hours spent on each case, encouraging front-line officers to accurately reflect arrival time, time spent, and the time they left crime scenes, etc.
- Measure and evaluate officer and overall front-line data quality regularly.

| Complexity | Impact | Implementation Timeline | | |
|------------|--------|-------------------------|---------------|------------|
| High | High | Less than 6 Months | 6 - 18 Months | +18 Months |

Recommendations



Recommendation #4

Increase staff complement with a focus on patrol and investigations, and employ an active staffing model to help mitigate the impacts of presumptive legislation.

Observation(s)

- The Service is operating below its authorized complement. Stakeholders and data suggest that on average, approximately 10% of the workforce is on presumptive leave. In addition, at any point, approximately 25% of the workforce is on training and or away on regular absences (e.g., parental leaves, vacations, etc.). Operating below complement contributes to increasing officer workload and stress.
- Some stakeholders indicated that the staffing gaps within units is an opportunity to civilianize certain roles and responsibilities (i.e., the use of forensic accountants and cyber crime analysts).
- Guelph has a lower ratio of officers per population served than the average of its comparators and the Service is challenged to meet minimum patrol shift complements. Patrol officers spend limited time on proactive policing.
- Caseloads for investigative services have increased over the past four years without a corresponding increase in capacity. In addition, Guelph has a relatively low clearance rate.

Recommendation Detail

The Service should consider increasing its authorized sworn officer complement by approximately 18.5 to 28.5 officers in order to:

- Increase capacity in Investigative Services by an estimated **6.5 to 8.5 FTEs** to address case load increases. These additions would include:
 - 1 constable for Intimate Partner Violence
 - 1 Sergeant to supervise Fraud and Cyber Crime
 - 2 constables for Cyber Crime (could include one civilian)
 - 1 constable for General Investigation
 - 1 constable for B.E.A.T.
 - Additional 0.5 FTE at the Staff Sergeant level to oversee Drug and Intelligence (the current Staff Sergeant is 0.5 FTE)

Recommendations



Recommendation #4

Increase staff complement with a focus on patrol and investigations, and employ an active staffing model to help mitigate the impacts of presumptive legislation.

Recommendation Detail

- Should the Service elect to establish its own in-house human trafficking team, it could consider recalling its seconded resource (currently assigned to the Special Victims Unit) and **adding one additional constable** for a complement of 2. To maintain effective supervision, the addition of this team would most likely require the addition of a sergeant who would oversee the human trafficking and ICE teams.
- Increase front-line patrol actual attendance to a target of 15 FTEs per shift in order to dedicate approximately 20% of patrol time to proactive policing. Due to the current leave rate of patrol officers, each shift will require additional authorized officers. Currently, each shift contains 20 – 22 sworn officers and the average number of officers on patrol in 2021 was 12.4. To meet the target of 15 officers per shift, the Service would require approximately 25 authorized officers per shift. The Service should consider **increasing the front-line patrol by 12 to 20 authorized officers**.

The total increase in officer complement would align the Service with the average officer to population ratio of its comparators, projected for 2023 and add some capacity for growth.

On an on-going basis, the Service should continue to maintain staffing levels that are reflective of workload and population growth. This will require more data collection and monitoring of officer capacity and workloads, particularly in front-line policing and investigations.

In addition, the Service should consider implementing an **Active Staffing model** to replace capacity loss associated with officers on presumptive leave. GPS-reported officers on medical or Workplace Safety and Insurance Board leave grew from eight in 2016 to 27 in 2021. Stakeholders identified this as a trend that is expected to continue moving forward. The service could aim to hire a number of officers in excess of its authorized complement to account for the sustained loss of officers on presumptive leave. This is the approach that some fire services employ to maintain acceptable levels of resourcing.

| Complexity | Impact | Implementation Timeline | | |
|------------|--------|-------------------------|---------------|------------|
| High | High | Less than 6 Months | 6 - 18 Months | +18 Months |

Recommendations



Recommendation 5a

Increase the capacity and effectiveness of front-line uniformed officers by triaging and diverting more calls away from front-line officers.

Observation(s)

- Some stakeholders perceive that the Communications Centre is not triaging as many calls as it could and that the road Sergeants are doing further triaging.
- Stakeholders expressed interest in the Service exploring different privatization opportunities as well as the expanded use of auxiliary units.

Recommendation Detail

The Service should consider updating its call management strategy where the Communications Centre operates as a “Control Centre.”

- Implementing policies and procedures – Implement detail protocols and SOPs for when to close non-police calls or when to divert calls; alternative response options should focus on demand management.
 - Provide additional education and job aids (e.g., scripts) to Communications Centre staff regarding non-police calls, calls they can redirect to online reporting, calls that do not require a police presence that they can direct to the front desk, etc.
 - Develop criteria for referral to increase the consistency of triaging calls and support the Communications Centre’s onboarding process (e.g., Suspect Gone, No Evidence to be collected, No continuing danger to the public, etc.).
 - Implement an appointment-based or call-back response for non-emergency calls to reduce the number of calls on screen.
 - Assign accommodated officers unable to perform patrol duties to perform follow-up on calls, such as Neighbour Disputes, Build a Broadcast, Advice on Landlord Tenant Complaints. This work requires an officer, but is not dependent on an officer’s on-scene presence.
- Empowering decision-making authority – Empower the Communications Centre staff to make decisions on closing or diverting calls.
 - Implement a performance management framework of intake throughput and demand management outcomes.

Complexity

Low

Impact

Medium

Implementation Timeline

Less than 6 Months

6 - 18 Months

+18 Months

Recommendations



Recommendation #5b

Increase the capacity and effectiveness of front-line uniformed officers by using Special Constables for activities such as securing crime scenes, and managing traffic.

Observation(s)

- Stakeholders expressed interest in the Service exploring an expanded use of Special Constables.
- Leading practice among policing organizations is to employ peace officers or special constables to perform activities that are lower risk but still require an on-scene presence.
- Brantford Police Services successfully petitioned the government for increased Special Constable authorities. The granted request gives the Service's Special Constables all the powers outlined in Appendix A.
- As a result of Covid, bails are mostly processed from the Service's station cell area remotely, and this has become standard practice. However, Special Constables are still required to be present on site at the courthouse. Currently, Special Constables during day shifts process prisoner intakes, run bails, and perform cell checks on prisoners.

Recommendation Detail

To divert the calls from front-line officers, the Service should consider increasing the duties of Special Constables to include taking reports on low-priority calls, securing crime scenes and managing traffic. Based on any additional duties identified, the Service should review the potential workload impacts on Special Constables and front-line officers and consider apportioning some of the recommended increase in sworn officers to be lower-cost Special Constables. Special Constables require less training and equipment cost.

The increase use of Special Constables and the associated budget would be requested after 2024, and would potentially offset future Constable hiring needs.

| Complexity | Impact | Implementation Timeline | | |
|------------|--------|-------------------------|---------------|------------|
| Medium | Low | Less than 6 Months | 6 - 18 Months | +18 Months |

Recommendations



Recommendation #5c

Increase the capacity and effectiveness of front-line uniformed officers by promoting the use of pre-charge diversion programs.

Observation(s)

- Stakeholders indicated that a large majority of crime is committed by a small minority of the populace. The reasoning for this is the courts refusal to hold individuals for pending trial.
- Stakeholders identified that the Service does not have a formalized diversion program in place.

Recommendation Detail

The Service has a relationship with a John Howard Society. However, lack of officer awareness has hindered the ability to effectively implement diversion programs. The goals of these programs are to increase the use of non-judicial interventions to avoid the harmful effects of jail and criminal records, which reduces the workload of officers and the courts.¹ Ottawa Police Service and Barrie Police Service have implemented diversion programs, such as Adult Pre-Charge Diversion, Shop-Theft Protocol and John School Seminars. The Province provides social services-type funding to John Howard Society and similar organizations to deliver these diversion programs.

- An **Adult Pre-Charge Diversion** program is used when arresting individuals for minor offences, such as mischief, theft or fraud. In this program, the individuals found committing these offences are not given a sentence. Instead, they perform tasks that force them to confront the behaviour that led to their arrest.
- A **Shop-Theft Protocol (STP)** is used for individuals arrested for shoplifting by store security personnel. This protocol enables the arrested individual to avoid jail and a criminal record. Instead, the individual is referred to a STP diversion office where they are assigned tasks that address the underlying behaviours associated with shoplifting. The STP implemented by the Ottawa Police Service is based on an arrangement between the Service, retail store outlets and the pre-charge office. Special Constables and members of the Transit Authority also refer a number of individuals to this program.

Source: (1) Toronto Police Service

Recommendations



Recommendation #5c

Increase the capacity and effectiveness of front-line uniformed officers by promoting the use of pre-charge diversion programs.

Recommendation Detail

- Some Services utilize the **John School Seminars** to provide an informative view into individuals engaged with sex-workers. These Seminars introduce various speakers who present on the risks of sex work and its impact on the community.
- Similar diversion models can be applied to the Drug Court and Wellness Court. These diversion programs can also be part of the Service's call management strategy.

By diverting minor offences, the programs enable offenders to come to terms with their behaviours, and correct them. The public and Service in turn benefit from the decrease of such behaviour and caseload. The offender benefits by avoiding the stigma of a criminal record.

| Complexity | Impact | Implementation Timeline | | |
|------------|--------|-------------------------|---------------|------------|
| Low | Medium | Less than 6 Months | 6 - 18 Months | +18 Months |

Source: (1) Toronto Police Service

Recommendations



Recommendation #6

Adjust patrol shift schedules to have overlapping schedules during peak hours.

Observation(s)

- The Service has a high call volume during daytime hours and a low call volume in the early morning hours. Target patrol shift complements do not reflect this variation in time-of-day call volumes.
- Stakeholders expressed interest in additional coverage during peak demand hours.

Recommendation Detail

To increase the capacity of front-line patrol officers on duty, the Service should consider adjusting patrol shift schedules to have overlapping schedules during busy times. As shown in the following diagram, the GPS receives the majority of calls for service on weekdays between the hours of 8AM to 9PM, with peak volumes occurring from 9AM to 6PM. A readjustment of the patrol shift schedules to overlap shifts during peak hours could help redistribute workload across a larger resource pool and better balance officer caseloads.

Staggering shifts would result in a partial shift complement in the early morning hours, which would be below current minimums. While this may be appropriate given low call volumes, the Service would need to work with the Police Association to confirm that this would be acceptable and officer safety would not be compromised. Sergeant on-duty schedules will need to be adjusted according to the new shift schedules to provide supervision.

An alternative model would be to establish a day shift. However, increasing the average complement of existing shifts should be a priority for the allocation of any additional resources. It is likely that any remaining resources would be minimal and too small to staff an effective and consistent day shift.

The Service will need to adjust the number of patrol vehicles and associated equipment levels to support any increase in patrol officers.

The Communication Centre's working schedules will need to be adjusted to mirror the revised patrol shift schedules and officer staffing levels.

| Complexity | Impact | Implementation Timeline |
|------------|--------|---|
| Medium | Medium | <div> <div>Less than 6 Months</div> <div>6 - 18 Months</div> <div>+18 Months</div> </div> |

Recommendations



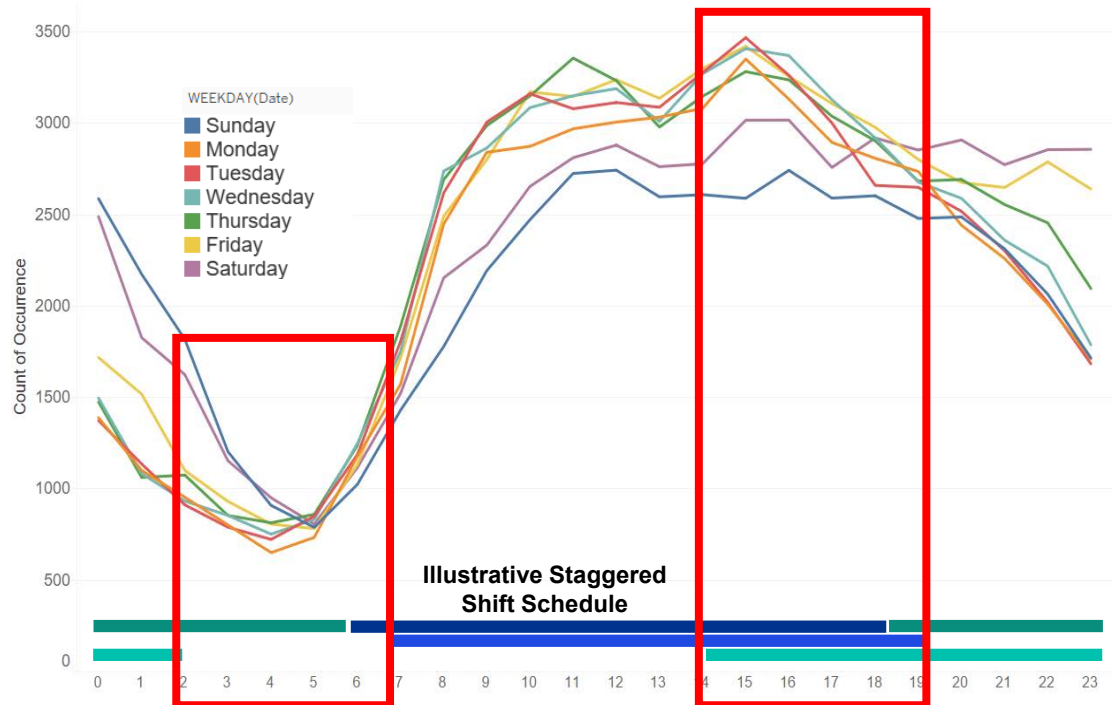
Recommendation #6

Adjust patrol shift schedules to have overlapping schedules during peak hours.

This diagram to the right displays total by day of the week and time of day.

- The majority of occurrences take place Monday-Friday between the hours of 8AM-9PM, with peak volumes occurring 9AM-6PM.
- Friday and Saturday evenings show high levels of occurrences, driven largely by Priority 1 and 2 calls.
- An illustrative staggered shift schedule is provided for consideration:
 - 6AM – 6PM Day Shift
 - 7AM – 7PM Day Shift
 - 2PM – 2AM Afternoon/Night Shift
 - 6PM – 6AM Night Shift
- GPS could consider starting the afternoon shift later (e.g., 4PM – 4AM) on Friday and Saturday evenings to support higher priority call volumes in the early morning hours.
- Resourcing the afternoon/night shifts could be weighted towards the night shift to provide a higher staffing level when only one shift is on duty.

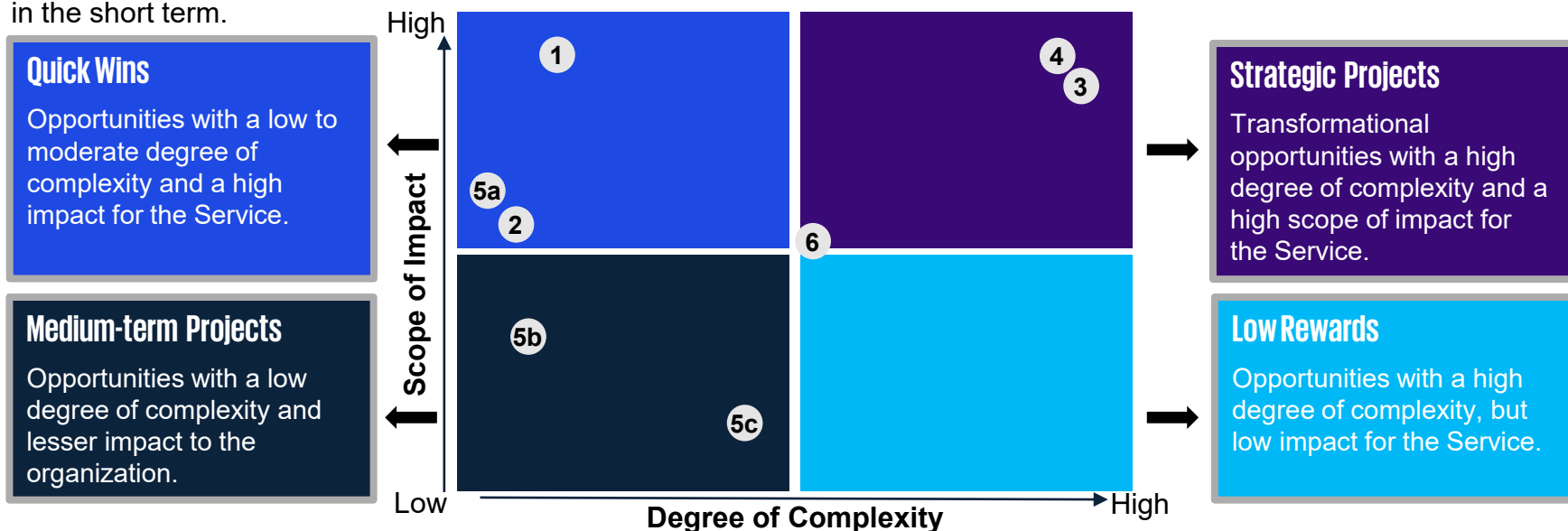
Occurrence Distribution by Day and Time



Source: 2019 – 2021 Occurrence data provided by GPS

Prioritization of Recommendations

The recommendations are mapped for *complexity* vs. *scope of impact* to help prioritize activities. The prioritization categories and criteria are outlined below. Three recommendations would require minimal resources and could be initiated in the short term.



| Scope of Impact | |
|-----------------|---|
| Rating | Description |
| Low | Minor operational impact. |
| Medium | Impact that provides significant benefit to one area or aspect of the organization. |
| High | Impact that creates strategic change across the organization. |

| Degree of Complexity | |
|----------------------|---|
| Rating | Description |
| Low | Could be implemented within 6 months and without dedicated resources or significant budget. |
| Medium | Could be implemented in 6 – 18 months, and would require a dedicated resource and significant budget. |
| High | Could require more than 18 months to implement and would represent a major project within the organization. |

Estimated Resource Impacts of Recommendations

The estimated resourcing impacts of the recommendations are summarized in the table below. The recommended staffing increases shown are in addition to resources required to meet authorized complement levels.

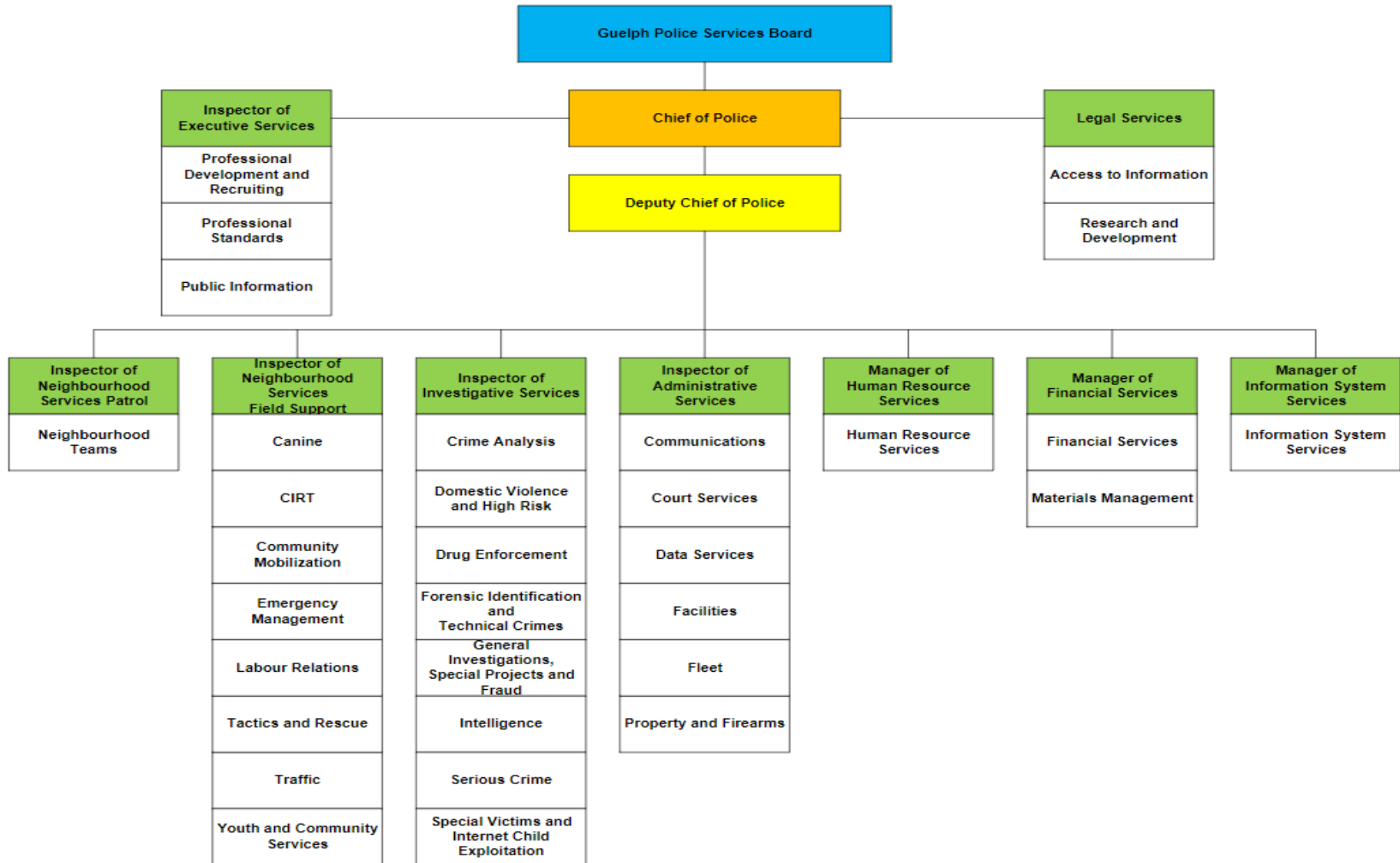
| Recommendation Reference | Type of Hire | Additional Resources Estimated (FTEs) | Assumptions |
|--------------------------|---|---------------------------------------|--|
| Uniform | | | |
| 1 | Deputy Chief / CAO | 1.0 | A second Deputy Chief / CAO position to provide more strategic focus on the Service's administrative and allow the current Deputy Chief to place more focus on their operational responsibilities. |
| 4 | Neighbourhood Patrol Constables / Sergeants | 12 – 20 | Front-line patrol constables and sergeants to address current workload requirements. |
| 4 | Investigative Services | 6.5 – 8.5 | Additional resources to address current workload requirements. Additional 0.5 FTE Staff Sergeant for Drugs and Intelligence, 1 Constable for Intimate Partner Violence, 1 Sergeant to supervise Fraud and Cyber Crime, 2 Constables for Cyber Crime (could include one civilian), 1 Constable for General Investigation, 1 Constable for Community Response and B.E.A.T. Possible resource additions related to establishing a Human Trafficking team, including 1 Sergeant and 1 Constable. |
| | Total Uniform | 19.5 – 29.5 | |
| Civilian | | | |
| 1 | Administrative Support | 1.0 | Support position to support executive and administrative services. |
| 3 | Data Analysts | 3.0 | Senior analyst and two junior analysts |
| 4 | Cyber Crime Analyst | 1.0 | |
| | Total Civilian | 5.0 | |
| | Total | 24.5 – 34.5 FTEs | |

05

Appendices

Appendix A: Organizational Chart

Guelph Police Service – Organizational Chart



Guelph Police Service | Staffing and Service Delivery Study

Guelph Police Service – Staffing Complement

| Position / Rank | Executive Services | Admin. Services | Patrol | Field Support | Investigative | Legal | IT | Finance | HR | Total 2022 Authorized |
|------------------------------|--------------------|-----------------|--------------|---------------|---------------|------------|----------|------------|----------|-----------------------|
| Chief | 1 | | | | | | | | | 1 |
| Deputy Chief | 1 | | | | | | | | | 1 |
| Inspectors | 1 | 1 | 1 | 1 | 1 | | | | | 5 |
| Staff Sergeants | 1 | 2 | 4 | 1 | 2.5 | | | | | 10.5 |
| Sergeants | 2 | | 12 | 4 | 7 | | | | | 25 |
| Constables | 3 + 1* | 2 + 2* | 95 | 34 | 44 | | | | | 180 |
| Total Sworn | 10 | 7 | 112 | 40 | 54.5 | | | | | 222.5 |
| Manager / Comms. Supervisor | | 6 | | | | 1 | 1 | 1 | 1 | 10 |
| Special Constables | | 15.7 | 4 | | | | | | | 19.7 |
| Facility & Fleet Maintenance | | 8 | | | | | | | | 8 |
| Communicator / Dispatcher | | 27 | | | | | | | | 27 |
| Administration | 3 | 22.7 | 0.5 | | 5 | 3.5 | 8 | 3.5 | 4 | 50.2 |
| Total Civilian | 3 | 79.4 | 4.5 | 0 | 5 | 4.5 | 9 | 4.5 | 5 | 114.9 |
| Total GPS | 13 | 86.4 | 116.5 | 40 | 59.5 | 4.5 | 9 | 4.5 | 5 | 337.4 |
| Actual | | | | | | | | | | 327 |
| Staffing Gap | | | | | | | | | | 10.4 |

* Indicates an officer on modified work assignment.

Source: 2022 data provided by Guelph Police Service

Appendix B: Brantford Police Service Special Constable Powers

Brantford Police Service – Special Constable Powers

The table below outlines the specific powers that the Brantford Police Service's Special Constables possess.

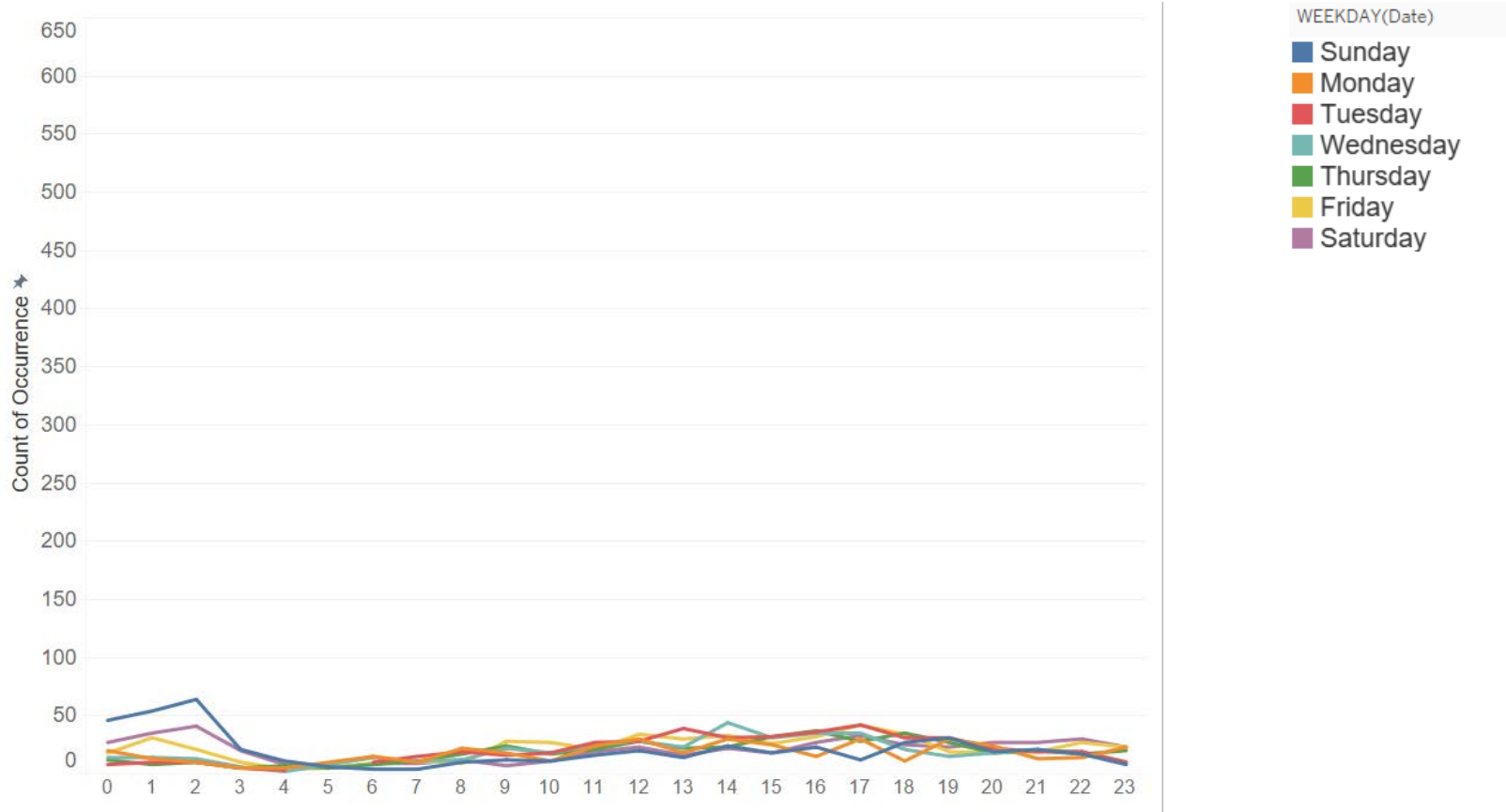
| Act | Sections |
|--------------------------------|--|
| Highway Traffic Act | • 134(1)(2), 134.1(1). |
| Liquor License and Control Act | • 31(1)(2), 42(2), 43(2), 48(1), 61(1a)(1bi)(1bii)(1c)(2), 62. |
| Youth Criminal Justice Act | • 6(1), 7, 11, 12. |
| Mental Health Act | • 17, 28(1)(2), 33. |
| Trespass to Property Act | • 9(1)(2)(3), 10. |
| Others | • 12(3), 14, 16(1)(2), 17(1)(2), 19. |

Appendix C: Occurrence Distribution by Day and Time

Occurrence Distribution by Date and Time – Priority 1

The graphic below outlines the occurrence distribution by date and time for priority 1 calls for service.

Occurrence Distribution by Day and Time

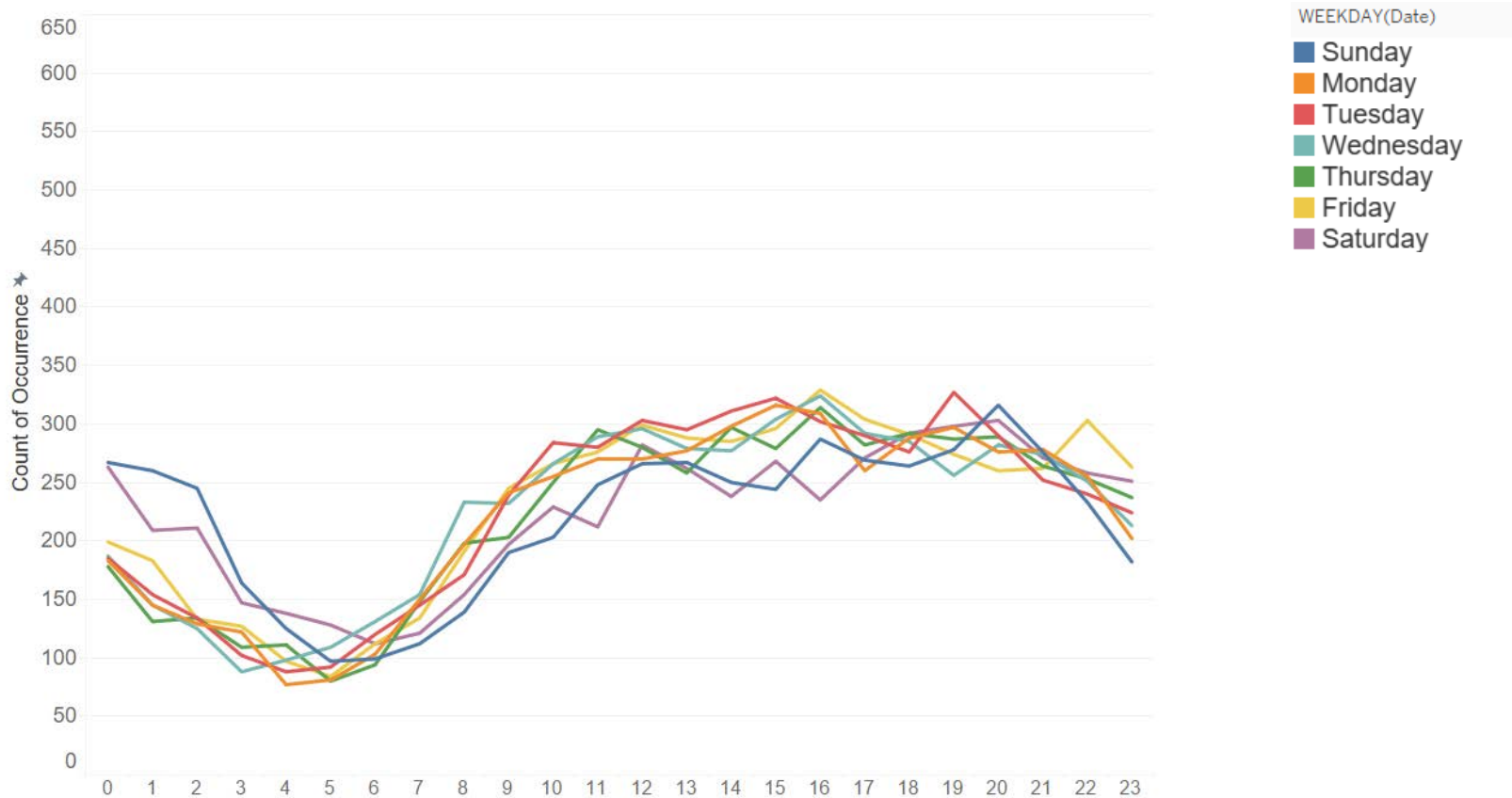


Source: KPMG analysis based on data provided by GPS.

Occurrence Distribution by Date and Time – Priority 2

The graphic below outlines the occurrence distribution by date and time for priority 2 calls for service.

Occurrence Distribution by Day and Time

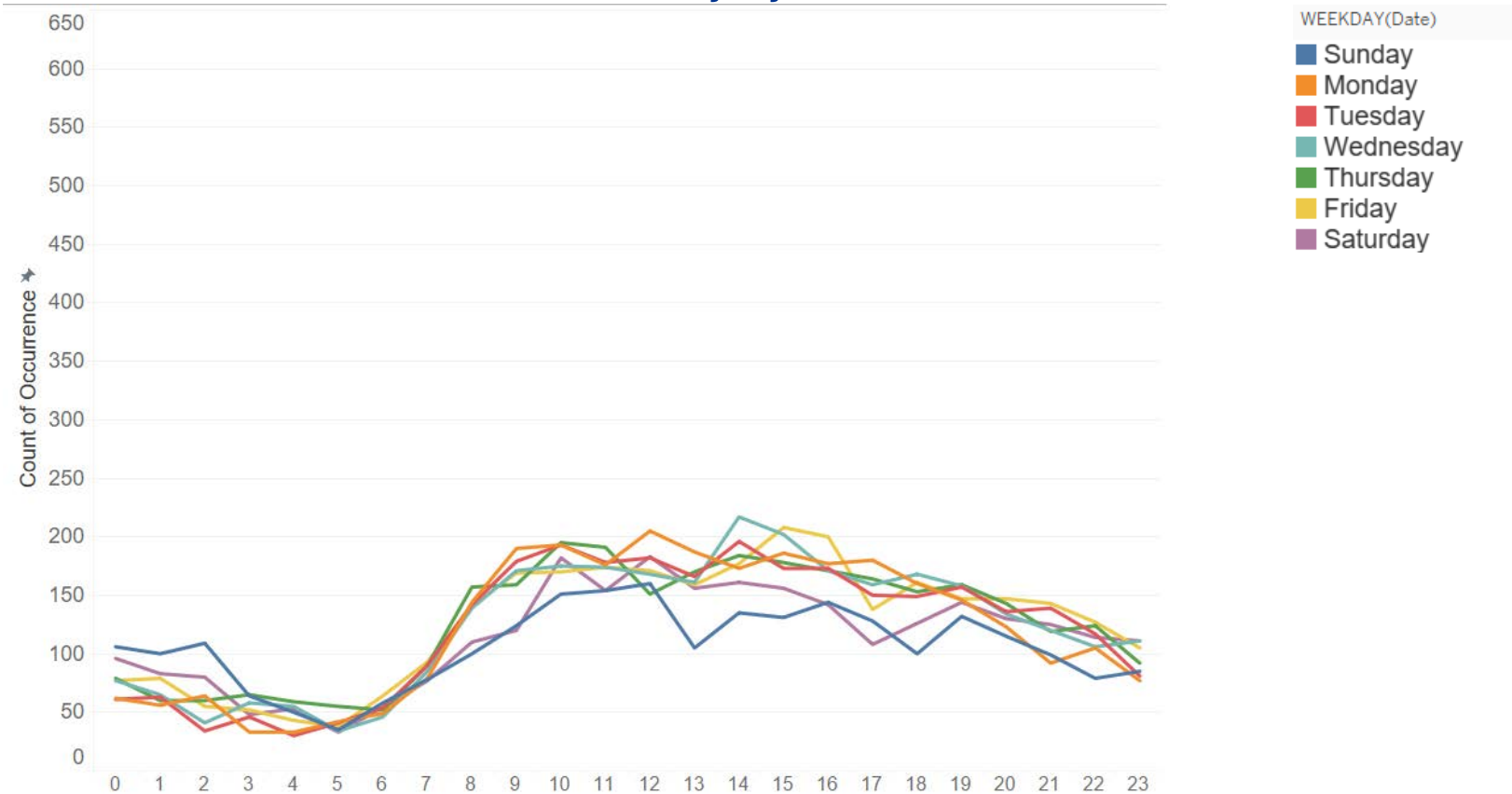


Source: KPMG analysis based on data provided by GPS.

Occurrence Distribution by Date and Time – Priority 3

The graphic below outlines the occurrence distribution by date and time for priority 3 calls for service.

Occurrence Distribution by Day and Time

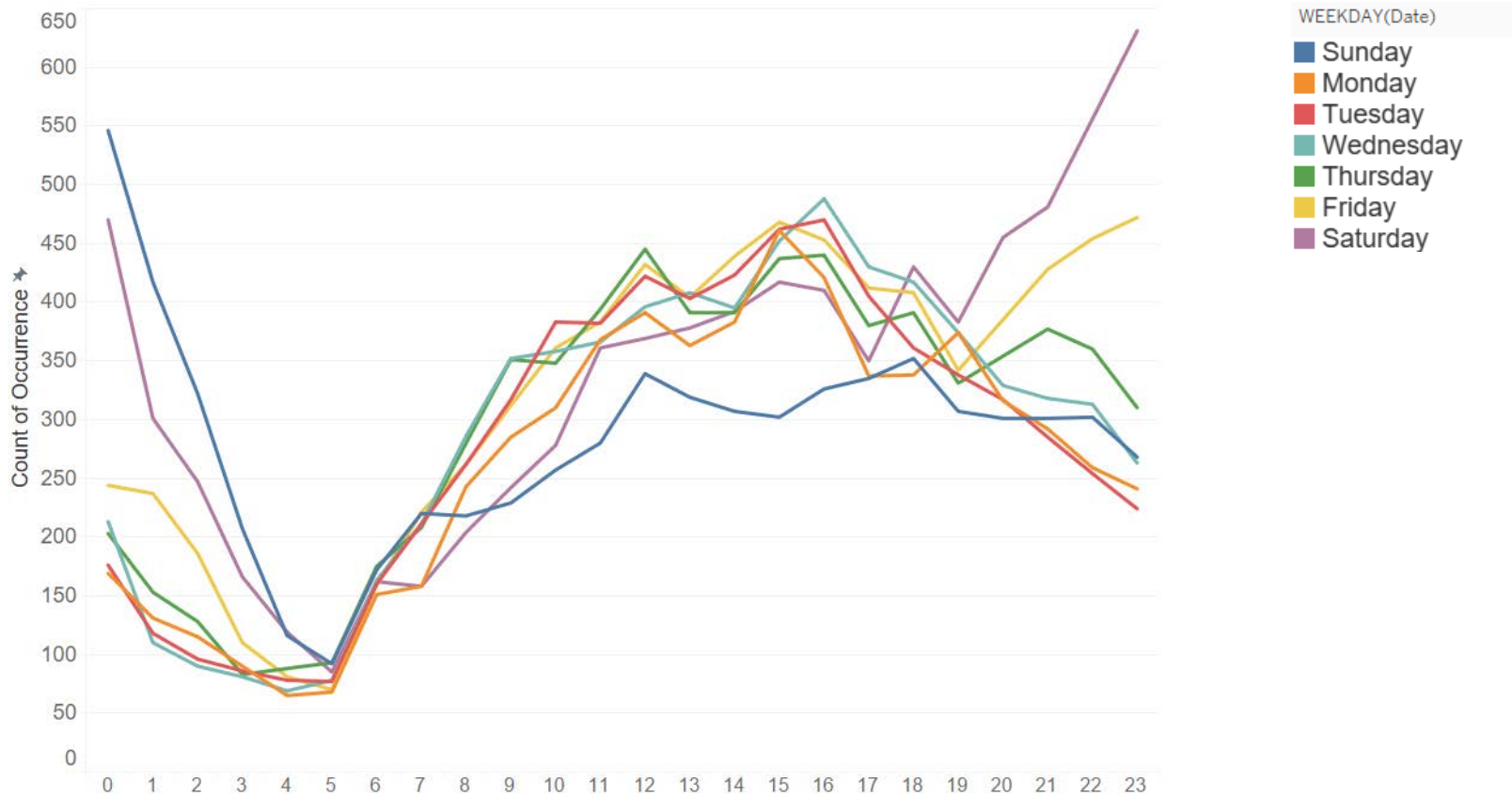


Source: KPMG analysis based on data provided by GPS.

Occurrence Distribution by Date and Time – Priority 4

The graphic below outlines the occurrence distribution by date and time for priority 4 calls for service.

Occurrence Distribution by Day and Time

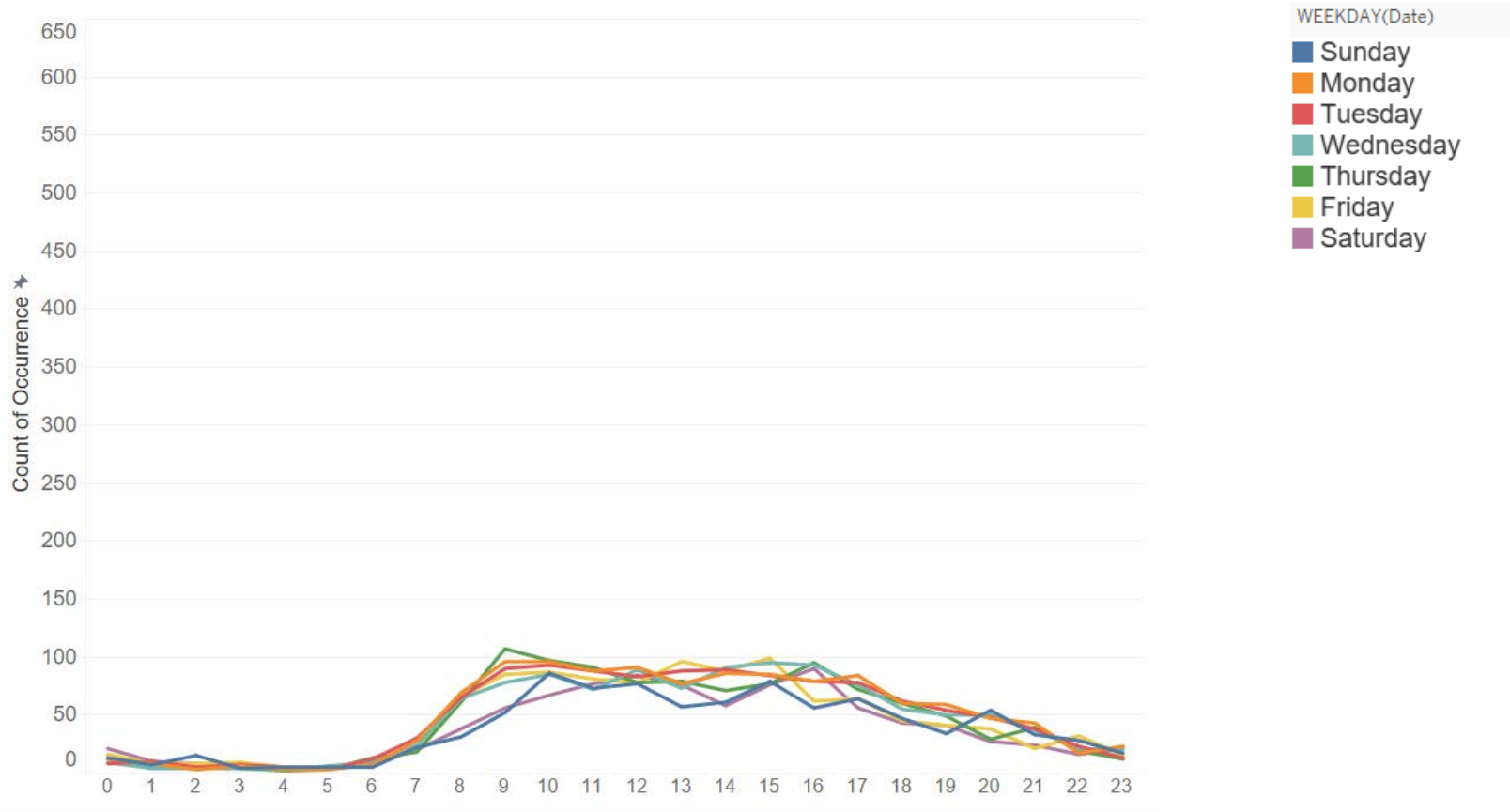


Source: KPMG analysis based on data provided by GPS.

Occurrence Distribution by Date and Time – Priority 5

The graphic below outlines the occurrence distribution by date and time for priority 5 calls for service.

Occurrence Distribution by Day and Time

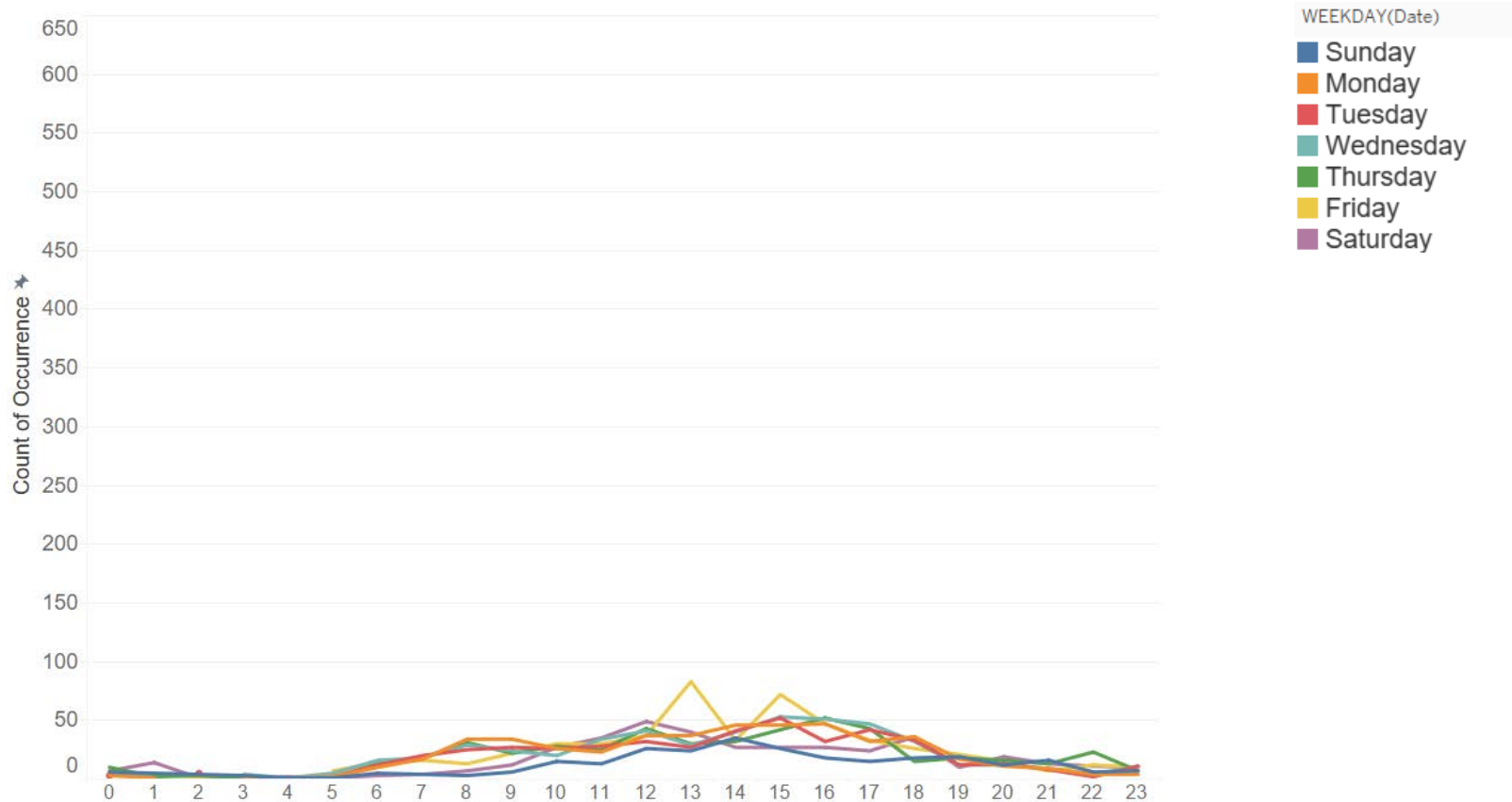


Source: KPMG analysis based on data provided by GPS.

Occurrence Distribution by Date and Time – Priority 6

The graphic below outlines the occurrence distribution by date and time for priority calls for service.

Occurrence Distribution by Day and Time

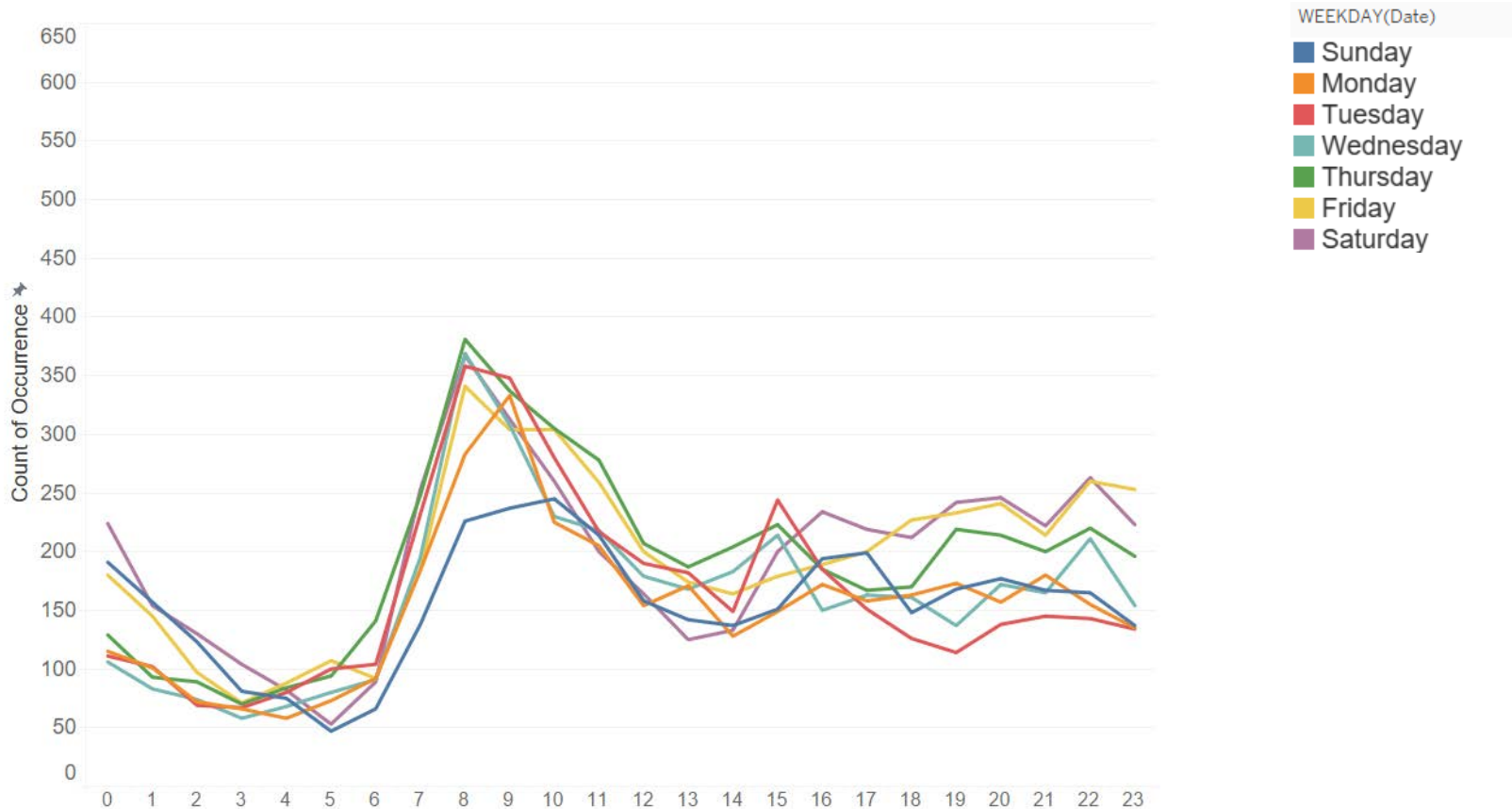


Source: KPMG analysis based on data provided by GPS.

Occurrence Distribution by Date and Time – Priority 7

The graphic below outlines the occurrence distribution by date and time for priority 7 calls for service.

Occurrence Distribution by Day and Time

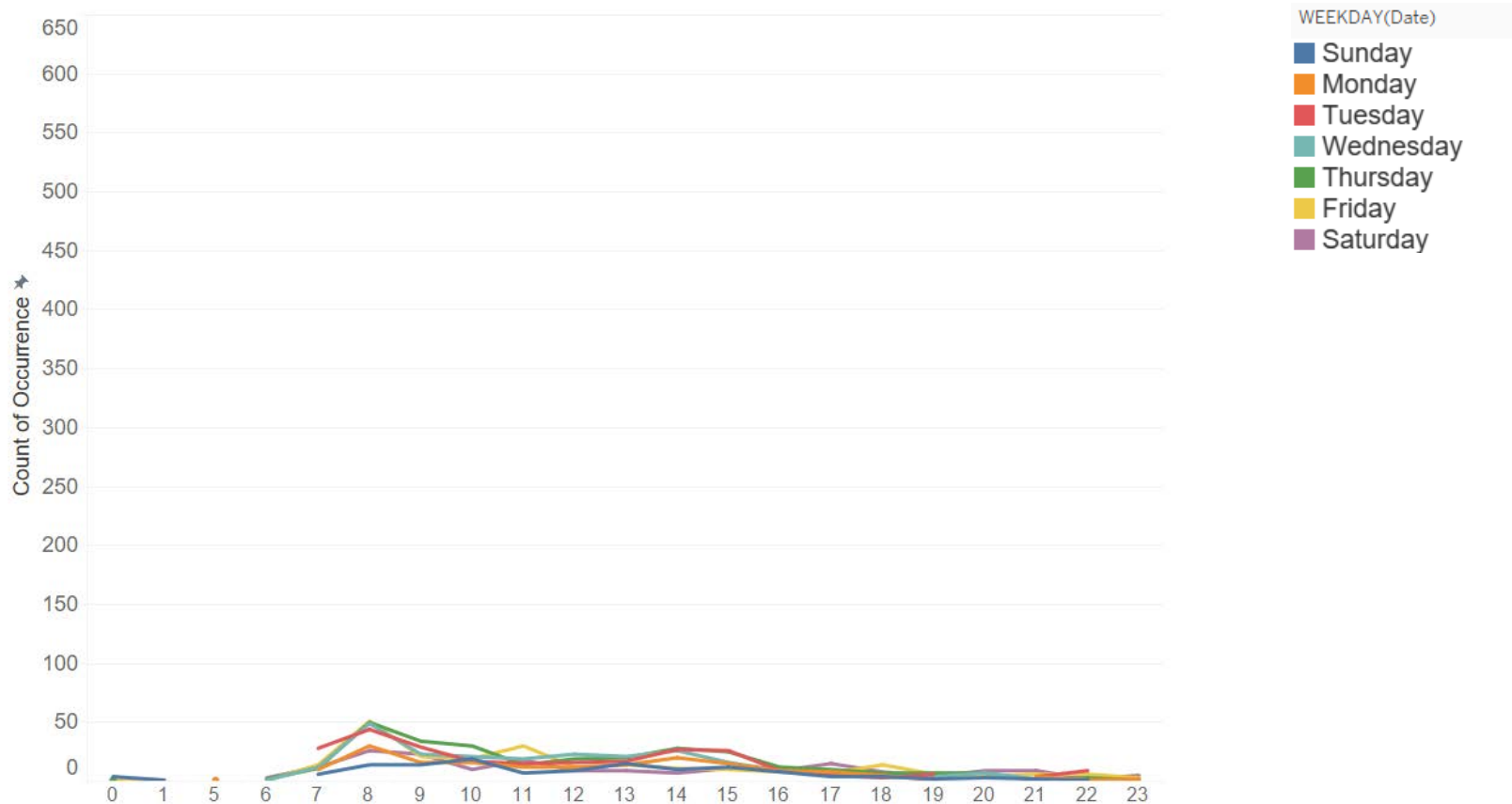


Source: KPMG analysis based on data provided by GPS.

Occurrence Distribution by Date and Time – Priority 8

The graphic below outlines the occurrence distribution by date and time for priority 8 calls for service.

Occurrence Distribution by Day and Time

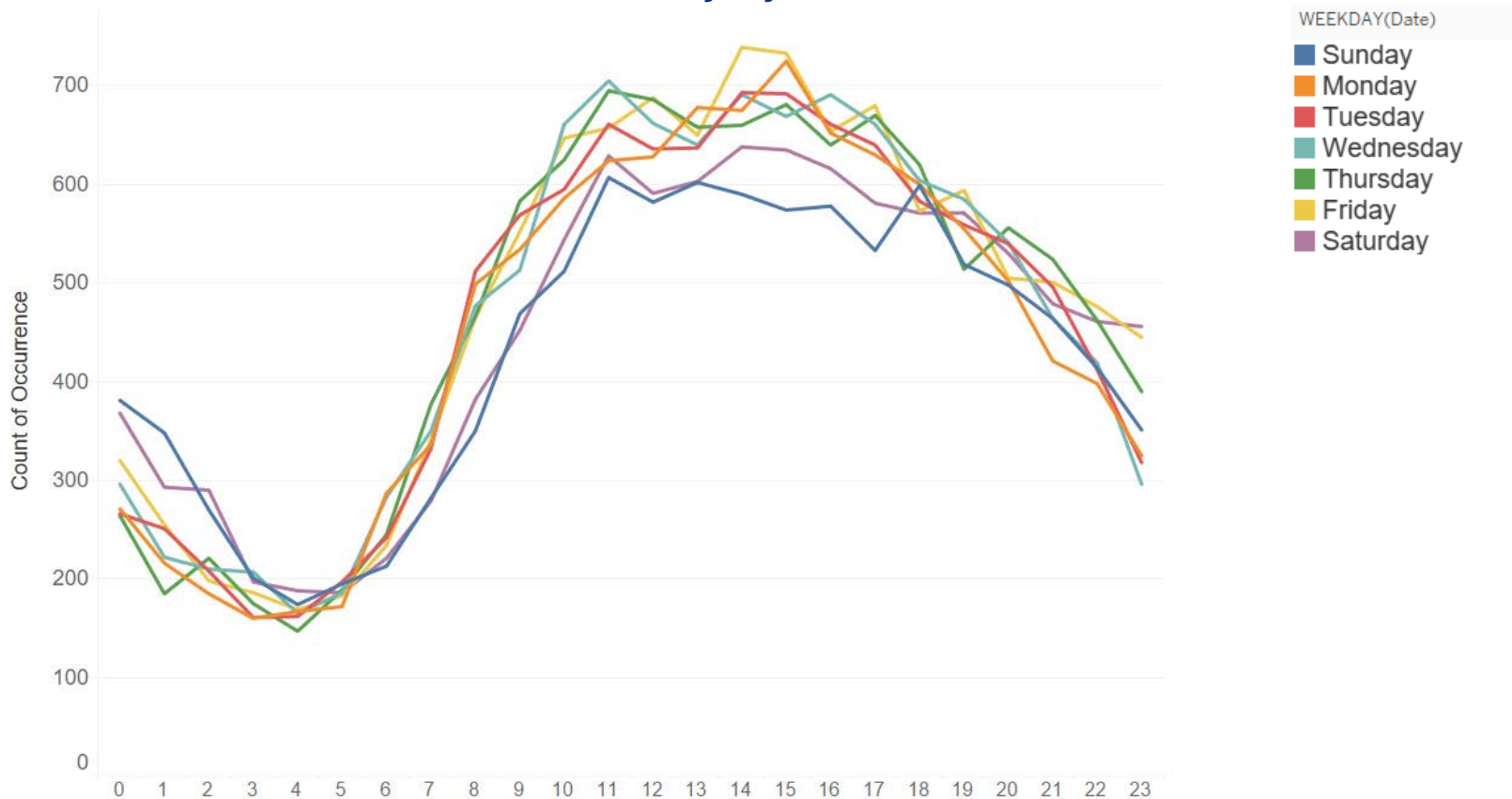


Source: KPMG analysis based on data provided by GPS.

Occurrence Distribution by Date and Time – Priority 9

The graphic below outlines the occurrence distribution by date and time for priority 9 calls for service.

Occurrence Distribution by Day and Time



Source: KPMG analysis based on data provided by GPS.



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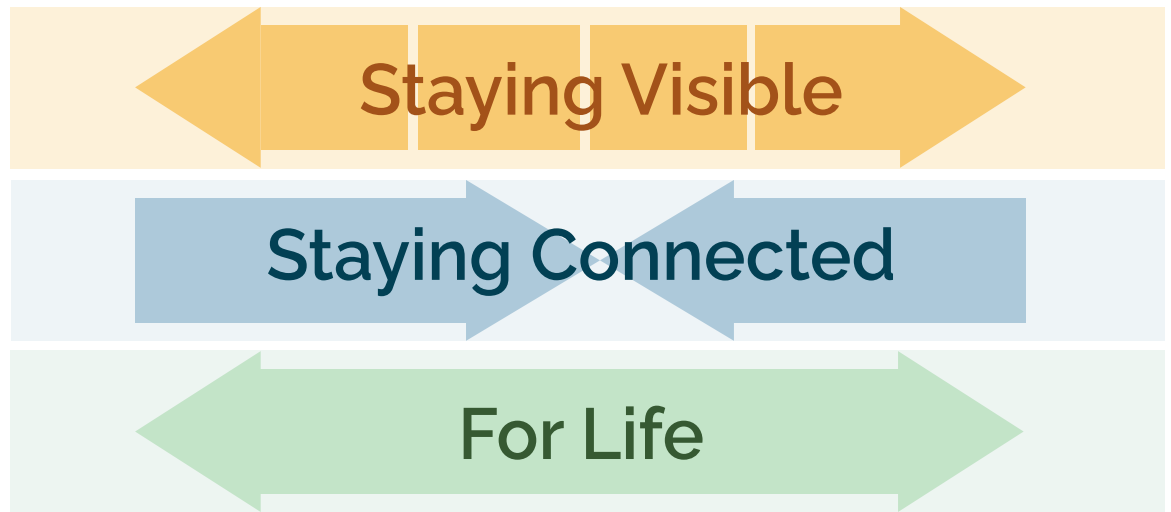
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KPMG have indicated within this report the sources of the information provided. We have not sought to independently verify those sources unless otherwise noted within the report.

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Report of the Expert Panel on Police Officer Deaths by Suicide

September 2019

Foreword: Respecting Our Nine Lost Officers and Their Survivors

We begin by extending our respect and our appreciation to the families, friends and colleagues of the nine police members whose untimely deaths by suicide during one single year became the catalyst for our Review Panel. We know it cannot have been easy for these survivors to share their grief alongside their generous and thoughtful observations on a system that was at times supportive, and too often flawed and frustrating.

We want these survivors to know that we recognize their loved ones for the fullness of their lives. Each of these nine individuals served the public. Each of them committed themselves to high standards of professionalism. Each of them chose and trained for a career filled with danger, stress, trauma and fatigue in order to keep our communities safer for all. And, each of them also lived, laughed and enjoyed the loving company of their families, friends, neighbours and colleagues.

We decided early as a panel that we would not identify the nine by name, nor would we showcase any details of their life and passing. Policing is much too small a community to do so without violating privacy. But moreover, we chose to direct this report toward the future. We chose to honour the nine by learning all that we can from their experience, and our results are presented as collective findings gathered from the individual as well as shared journeys of these fallen officers. And, we hope that by joining with them in this manner, we might help to craft a legacy of better outcomes for all their brothers and sisters, present and future, who work within the policing system in Ontario, and beyond.

The charge given to us by the Chief Coroner was clear in this regard: *“Nine officers died by suicide. What would they and their survivors say should have been done differently?”*

Throughout our deliberations and through this report, we offer our best attempts to answer that question on their behalf.

Respectfully,

*The Members of the Ontario Chief Coroner’s Expert Panel on Police Officer Deaths by Suicide
September 2019*

Executive Summary

During 2018, nine deaths by suicide occurred among serving and retired police officers in the province of Ontario. This number was thought to be unprecedented*. Soon after the year ended, the Office of the Chief Coroner initiated an expert panel review process. The eight-member panel began its work in June 2019. The experts on the panel understood that world research on suicide prevention has demonstrated that any specific death by suicide is difficult to predict or prevent, given that the known risk indicators for suicide also exist in large numbers of people who never attempt or die by suicide. Despite this, however, there are a number of evidence-based risk indicators for suicide, which when taken together, provide a list of factors known to be present in the majority of cases of completed suicide. Therefore, these points of risk can be used as potential targets for intervention when dealing with a vulnerable individual, and for the panel's purpose, these points of risk could serve as a method for organizing and understanding the information obtained on the nine deceased police officers. These risk indicators and potential targets for intervention to prevent suicide are described in Part One of our report.

These risk patterns were clearly evident in all nine of our subject officers' lives. In Part Two, we identify several characteristics unique to policing that may place all police members at greater risk, including the presence of mental health challenges, whether mild, moderate or severe. Given the presence of a diagnosable mental disorder (often Depression) in over 90% of those who die by suicide, the panel interpreted its mandate to extend beyond preventing deaths by suicide, to include a focus on improving mental health outcomes for all police members.

In Part Three of our report, we introduce and discuss seven pathways to better outcomes. The first of these, and perhaps the most vital, is the normalization of mental health issues. We call for deliberate steps to introduce a more open culture that will support earlier and continuing visibility of mental health conditions, better and sustained access to care, treatment and recovery, and an end to the isolating social disconnections that can often carry these conditions to their extremes. In a cross cutting manner, the six remaining themes build upon other aspects of this culture to strengthen organizational and clinical supports, to protect the strong sense of identity that police members value deeply, to more actively inform and engage police members' families and outside supports, and to better unify and align the tremendous efforts at improvement that are already underway across the policing and mental health systems. Alongside this discussion, we also feature in a running sidebar a number of specific observations on the strengths and weaknesses in the current police and mental health ecosystem. In Part Four, these themes are consolidated into a broader legacy.

* A Note About the Number

There is currently no requirement in Ontario for Coroners or others to record or track deaths by suicide among first responders, including police. Therefore, it is not known if this number of suicides in a single year was higher than the number in previous years.

Statistically, it is much higher than reported rates in the general public. Anecdotally, it may reflect increases in mental health issues across the policing sector.

For the panel, for police services and police association officials, for health professionals, and most notably for the surviving families, it is an alarming and unacceptable number.

Assembled under 14 main recommendations in Part Five of this report, our panel outlines a total of 36 actions and specifications, most of which include proposed roles and responsibilities, and all of which reflect a continuing theme of collaboration. First among these is a call for the formation of an Ontario Police Members Mental Health Collaborative (OPMMHC) to serve as a standing body that will initiate, guide, monitor and report on an urgent and comprehensive plan of action in Ontario.

The panel members are named in the Appendix, and we are all grateful to Dr. Dirk Huyer for his leadership in assembling this expert panel and for inviting us to serve in this important work. We also extend our thanks to the staff in the Office of the Chief Coroner for their valued guidance throughout our process.

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Part One: Understanding the Common Tragedy in Any Death by Suicide

Our panel consisted of eight members selected by the Chief Coroner of Ontario for the expertise and perspective that each member could bring to the review. Several members are mental health professionals with expertise in suicide and suicide prevention, with experience working with police and other first responders. Others are current or past members of police organizations representing executive ranks, civilian specialties, and front line police officers with lived experience. One member is a mental health professional with extensive experience working with a police service outside of Canada, which has a reputation for excellence in promoting member mental health and well-being. One member is an educator and researcher with a special interest in policing culture. An early priority for the panel was to share their expertise and find a common frame of reference for understanding suicide. Following a discussion of the literature and the task at hand, two well-researched models for understanding suicide appeared to best fit the requirements for the review, the Canadian Forces Modified Mann Model for Suicide Prevention, and the Policing and Mental Health Ecosystem, and both are discussed further below. The panel also received input from outside delegations. We accessed a wide range of literature on the subject, digested other models from medical and sociological research, and we consulted the notes and themes culled from often painful interviews with survivors.

We learned that there is no prototype. Each and every suicide, whether attempted or completed, is in many ways as unique as the person involved. Although there is no single pattern that all suicides follow, the panel reviewed commonly studied and accepted factors associated with death by suicide. These include the presence of a **mental health problem**, often **depression**, combined with: a **stressful life event** or **significant loss**, which may be personal (loss of an important relationship through separation or divorce); experiencing **stressful or overwhelming events related to work**, such as violence or loss of status; or **stress due to other factors** (especially those causing embarrassment or shame). These conditions and events may then lead vulnerable persons to start thinking of suicide as a “way out”, or a way to solve their problems. There are then a number of factors, which have been shown to increase a person’s chances of acting on these thoughts and dying by suicide. These factors include: **impulsivity**, where either the person acts quickly and without much consideration, when a method of suicide is close at hand; or, the person uses drugs or alcohol which can decrease impulse control and lead to impulsive action; **hopelessness or pessimism**, where the person no longer believes there can be positive solutions or outcomes for them; **emotional dysregulation**, where the person is having difficulty controlling or moderating their feelings and behavior, and may be angry, aggressive, or prone to risk-taking; **access to lethal means**, where the person has a lethal method of death close at hand, which gives them no chance to deliberate on their actions, and kills quickly; and, **contagion or imitation**, where a vulnerable person learns of the death by suicide of someone whom they admire, or with whom they identify, and suicide begins to look like a “reasonable alternative” to the stresses and problems the vulnerable person is facing (the phenomenon of “copycat suicides” when the suicide of a public figure or celebrity is widely publicized is an example of this).

While hope and opportunities for intervention will always remain, once a clear intention to end one's life has been formed, options narrow considerably for preventing that death. There are many more opportunities before that point to prevent that decision from being made.

We recognized a distinctive pattern that would prove vital to our deliberations, a pattern that was also clearly evident in our nine subject deaths. We observed that by the time each of our subjects formed that determined intention to end his or her life, each had traveled a series of pathways, and each pathway had reached its end. The intersection of three specific pathways stood out for us. One is the path of acute mental health issues, often with associated substance use disorders. Another is the path of lost or diminished access to timely and quality care, effective treatment services and a range of essential supports. And the final one is the path of actual or perceived emotional disconnection from family, friends, and organization, often pushed to its endpoint by one or more precipitating events, sometimes at work, and more often in personal and family life.

We recognize that this observation may not break new ground in medical science, but our own discussions of this evident pattern proved instrumental in shaping the direction of our review. We recognized that we would be greatly limited if we were to direct our efforts solely to 'preventing suicides', per se. On the other hand, the imagery offered by these three critical pathways and their ultimate tragic convergence opens a much wider field of opportunity for changing the conditions. We know that if these conditions are unchanged, they will continue to lead some to that ultimate point of despair, and they will most certainly lead too many others to experience deterioration in the quality of their life and career. It is on these upstream aims and opportunities for improvement that we have chosen to focus this report.

We reviewed available literature and best practices in suicide prevention with a view to anchoring our own work in credible models. We noted that the US Air Force implemented a comprehensive suicide prevention program to reduce the risk of suicide, implementing 11 initiatives aimed at strengthening social support, promoting development of social skills, and changing culture to encourage effective help-seeking¹. We also found utility in the Mann Model for Suicide Prevention in the Community². Moreover, we found a closer fit with the adaptations to that model made by the Canadian Forces (CF).

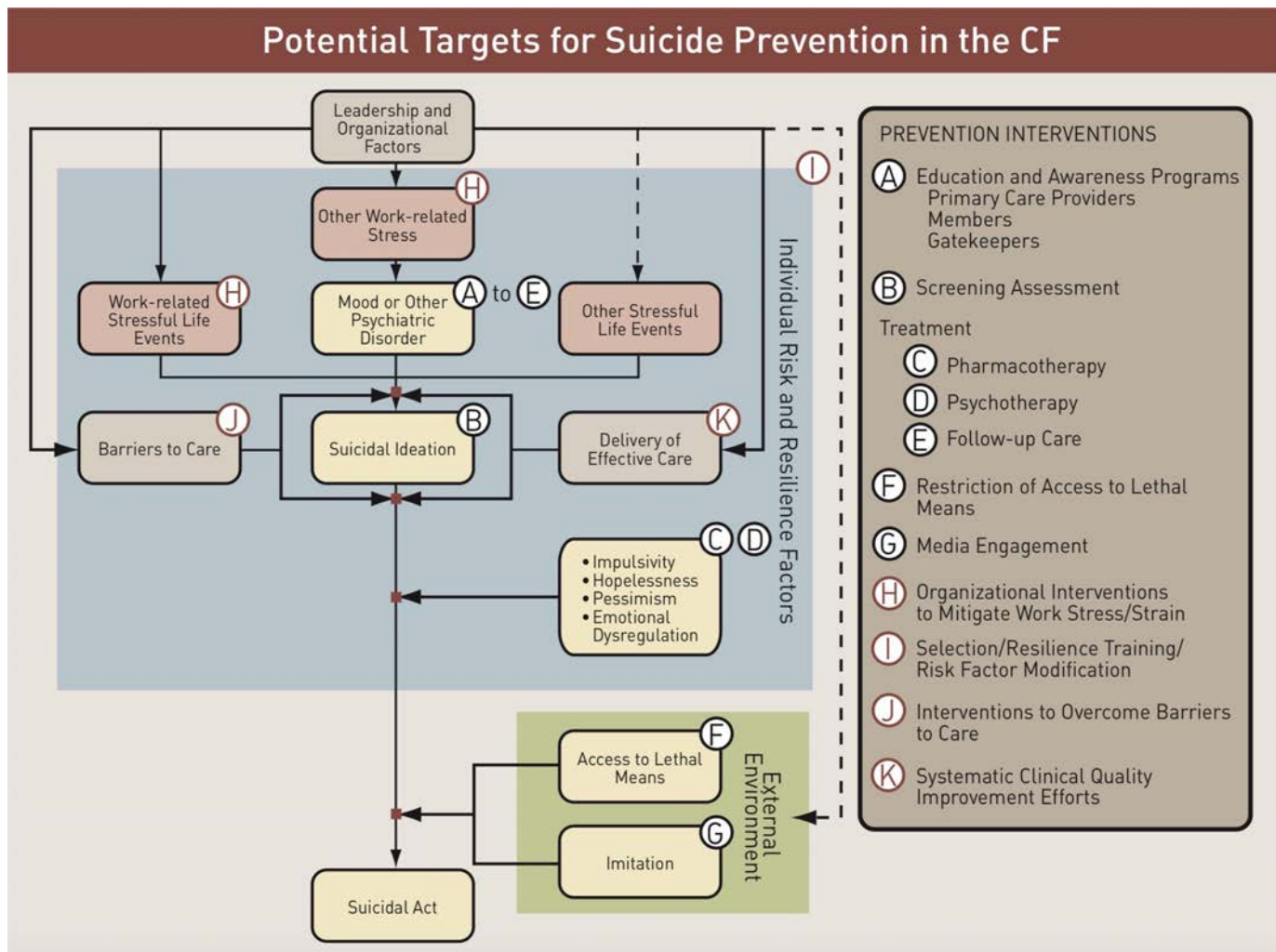
In many ways, the CF-modified Mann model³ (Figure 1) reflects a wider range of opportunities for intervention that are consistent with our pathways observations, and which also closely align with the paramilitary nature of policing and its organizational culture.

¹ USAF (2001). [The Air Force Suicide Prevention Program: A description of program initiatives and outcomes \(AFPAM 44-160\)](#). Suicide Prevention Resource Center.

² Mann JJ, Apter A, Bertolote J, Beautrais A, Currier D, Haas A et al. Suicide prevention strategies: a systematic review. JAMA 2005 October 26;294(16):2064-74.

³ [Report of the Canadian Forces Expert Panel on Suicide Prevention \(PDF\)](#).

Figure 1: Canadian Forces Modified Mann Model for Suicide Prevention



We include in our recommendations (see Part Five below) a call for further research and development that might lead to a police-specific version of the CF-modified Mann model for broad application across the sector, incorporating any additional factors and interconnections addressed within this report.

Part Two: Learning from Deaths by Suicide and Mental Health Issues in the Context of Policing

Our mandate was to examine deaths by suicide specifically among police officers. No doubt, much of the general knowledge and social science about suicide applies as much to this sub-set as it does to the general population. Police members are people first, and like everyone else, their lives are subject to the same successes, challenges and complexities as their non-policing peers. But, even the expression of our mandate implies that there might be something different from the norm in the pathways traveled by our nine, and by other police officers and civilian members that have arrived at the same tragic point outside the scope of our study. Our panel shared that same suspicion from the outset, and we set out to dive deeply into the question.

First, we noted that there is important work being done across Canada to better understand, through research, the mental health and well-being challenges faced by those in the policing profession, as well as in the broader community of first responders. Specific priority has been placed by the federal government on understanding and serving the mental health needs of public safety personnel in Canada through a number of efforts, including the passing of the Federal Framework on PTSD Act in 2018. The Canadian Forces has invested considerable research and development to better serve the mental health needs of active service members and veterans. Our panel recognizes the work of the Canadian Institute for Public Safety Research and Treatment (CIPSRT), the Canadian Institute for Military and Veteran Health Research (CIMVHR), their funding partners, and countless others working in this field for the commitment they have shown to improving outcomes for first responders, including police. The deliberations, conclusions and recommendations of our own panel are timely and relevant in the overall pattern of efforts in Canada in this regard.

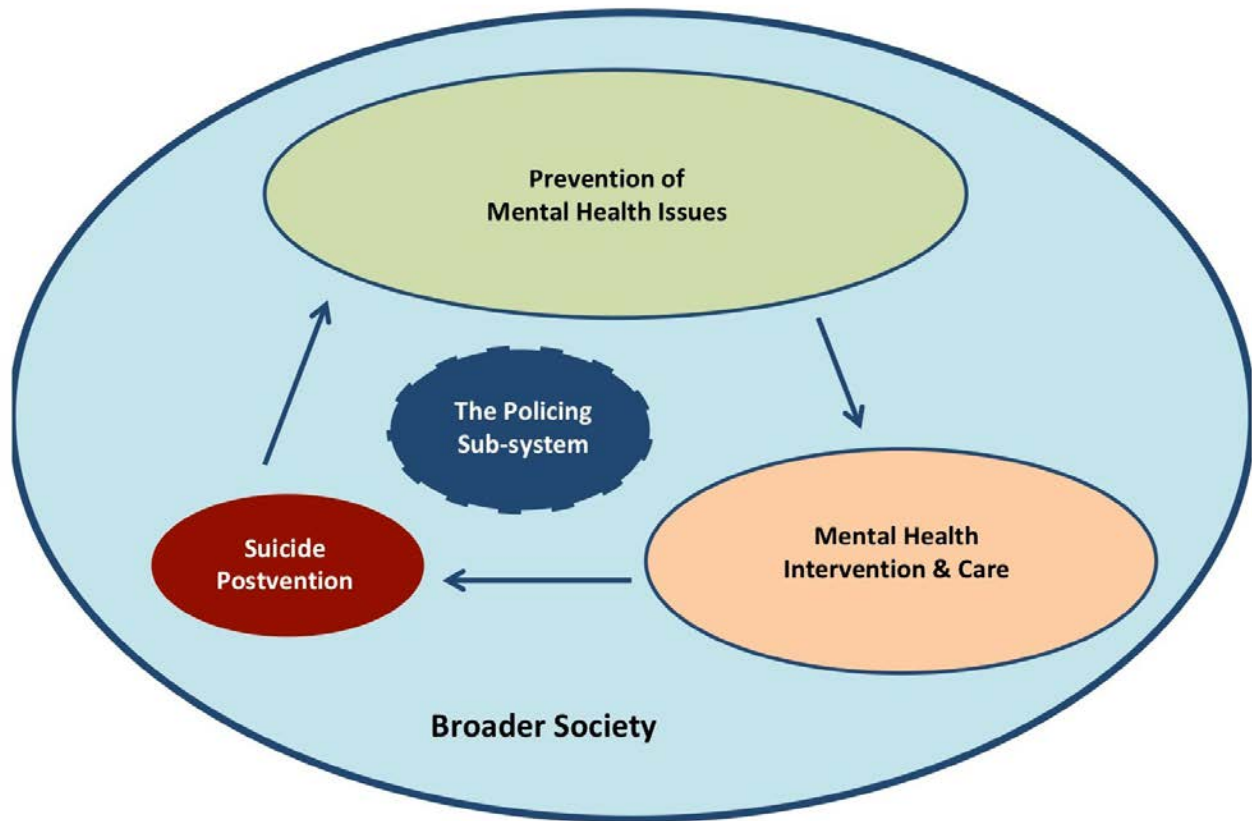
We also note that there have been significant advances in mental health awareness and resilience training across Ontario police services in recent years, along with a growing number of staff and consulting psychologists embedded within the ranks to increase access to professional support and organizational guidance. In 2017, the Canadian Association of Chiefs of Police (CACP) established a Psychologist Sub-Committee under its Human Resources and Learning standing committee in an effort to achieve greater alignment and to create a network of best practices, among other aims.

The Ontario Provincial Police (OPP) has been engaged in a multi-pronged examination of mental health and suicides among its members, and the efficacy of current mental health supports available through its partnerships with its principal collective bargaining units, the Ontario Provincial Police Association (OPPA) and the OPP Commissioned Officers Association (COA). They have also engaged within these studies the active support of charitable and not-for-profit agencies that provide peer support, early intervention, and health care referrals, most of them working on a volunteer basis. The OPP reviews are broader in scope than our review, spanning a longer time frame of lived experience and including extensive consultations with active and retired members. We were fortunate to have the opportunity to interact with their study team members, their executives, and the OPPA during our own deliberations, and to review some of their findings and several proposed and promising solutions that are well underway.

We also received delegations from the Toronto Police Association (TPA), the Police Association of Ontario (PAO), and the Ontario Association of Chiefs of Police (OACP), each of whom showcased progressive and encouraging steps being taken along with expanded services in place or under development. We gained an international perspective on emerging practices related to police well-being from a recent global scan executed and summarized for us by a team from Deloitte.

All of these discussions yielded a progressively clearer picture of a policing and mental health ecosystem (see Figure 2), as others have noted in their own research. In our view, mental health and wellness issues in general, responses to moderate to acute illness, and deaths by suicide must be situated and understood in this context if we are to change the conditions and reduce risk for all police officers and civilian staff.

Figure 2: A Policing and Mental Health Ecosystem



We note there is an extensive health and social infrastructure intended to serve the broader public across Ontario in every phase of prevention, as illustrated in Figure 2. And, we also learned of ongoing initiatives to strengthen those supports, reduce suicide risk, and improve mental health outcomes for everyone, including police members. We encourage interested readers to consider all of these ongoing efforts to improve outcomes. Within the scope of our own report, suffice to say that the evident levels of commitment to these issues within policing give strong evidence that there are indeed apparent and urgent differences from broader society in the pathways experienced by police officers and their civilian colleagues in the policing sector.

Through our own analysis and discussions, we developed several observations on factors that are either unique, or at least uniquely acute within policing culture. We outline below those we found most salient to our study, and we highlight them for their real and potential impacts upon the mental wellness of police service members in Ontario.

Stigma and Self-stigma for Mental Health Issues

We often hear of stigma as a major factor in how society responds to persons experiencing mental health issues, and we salute efforts such as the Bell Let's Talk initiative, anti-stigma outreach programs from the Canadian Mental Health Association (CMHA), the Centre for Addiction and Mental Health (CAMH), and a host of community based organizations and public and private sector agencies. No one is served well by a social prejudice that differentiates mental suffering from physical, and we believe outcomes would be considerably better for everyone if this false separation could be eliminated.

And so, the starting point for the average police member may be no different than for others. At least, that is, until they enter the academy, hit the streets, or begin to work at the communications centre. In most police jurisdictions across Ontario, estimates run as high as 40% of police calls for service being tied to incidents involving persons with mental health issues. Whether or not the police are the appropriate response in many of these cases is a topic of considerable debate and outside the scope of our study. But, the fact remains that within the first few years of service, a police officer, communicator, or other specialist will have come to recognize those with mental health issues among the highest frequency of calls, and often for patrol officers they may even rank among their primary encounters with the public. Sadly, if the police are being called, they may also be encountering such individuals at the very worst times and often under the most critical stages of their condition. And in extreme cases, these encounters may involve violence and a direct threat to the safety of the public and that of the responding officers. It is also worth noting that it is police officers that must respond to almost every suicide that occurs in the general public.

Police members have reported to us directly and in other studies we consulted that notwithstanding their high degrees of compassion, training and their on-scene professionalism that is the norm in these thousands of calls for service, most police members will soon come to regard any person with mental health issues as someone they would never want to be. They also told us that they often become disillusioned about the effectiveness of mental health care when they bring acutely mentally unwell people to hospital only to see them leave shortly afterwards with little to no change in their condition or circumstances.

The Lifeline of Police Identity

Sworn police officers in Ontario and across Canada are invested with extraordinary responsibilities. They have the power under due circumstances to deny a person's freedom through arrest and detention, to enter private homes and communication devices with judicial authorization, to investigate and interrogate, to confiscate vehicles and other property, and when required, to apply escalating levels of force up to and including ending someone's life. They carry a range of use-of-force options on their duty belt and in their patrol car, and while they have an unenviable obligation to use them when warranted, they also carry the most exacting levels of accountability to formal authorities, to public oversight bodies, and to the informal world of mainstream and social media. When crisis or violence erupts, members of the public tend to move away from it, while police officers are duty-bound to move toward it. They must face it head on, often with great risk to themselves and their on-scene colleagues on whom they often must rely so that they remain safe and, so that no one else is injured.

Police officers represent 0.18% of the Canadian public (a number that is similar in Ontario). Put another way, 99.82% of Canadians do not carry these same authorities and responsibilities. Most police members will tell you that their career is not a job but a calling, and this distinction from almost all other Canadians is not lost on them. It is a source of great pride, and it carries its own burdens and every day stressors that most of us cannot imagine.

In any occupation, if a co-worker began to report or display mild symptoms of a mental illness, such as depression, anxiety disorder, or even moderate substance use, his or her colleagues might be alarmed, might recognize and pick up some workload imbalance, and might even be troubled periodically by behaviour they see as odd. It is doubtful that most co-workers would feel threatened by this individual's personal condition except in rare and extreme circumstances.

In policing, if a member reports or displays mild mental health issues, for at least some colleagues and even for the member himself or herself, such 'odd behaviour' can rise to life and death significance. It could be interpreted as, or merely feared to become a direct threat to the member and any colleagues who may be called to rely upon him or her at any time during a shift. While such dire situations may be infrequent in reality, they are by their nature unpredictable, and there is little margin for error when they occur. Apparently, from members' own disclosures, this is not lost on the average police officer, ever.

When combined with the self-stigma described above, this fear of being the one to let down the team may be even greater for the officer with the mental health issue, no matter how mild or moderate, than it is for his or her colleagues. Officers are trained to be team players and in truth, they will typically support one another. But, this may not be what goes through the mind of the afflicted. Instead, due to the early training and conditioning and the ongoing workplace culture of policing, many officers report becoming quite binary in their view of such things: either you are fit for duty, or you are not. As such, any loss or limit on your ability to perform the full scope of your duties can amount, in the mind of the individual, to a loss of your identity as a police officer.

Interestingly, this is not usually the same, or at least is not experienced to the same degree, if the deficiency arises from a physical injury or illness. Injuries are not uncommon in police work or even in off-duty activities. Illnesses can affect everyone in relatively uniform measure. Police can be very supportive, and when illnesses or injuries are severe, they often exhibit outstanding levels of support for their ill or injured colleagues.

But, likely due to the stigma and self-stigma they share, when the deficiency is due to psychological injury or arises from the same forms of mental health issues that affect 20% of all Canadians, the harsh and unfortunate term that is often invoked in policing is "broken toys". In other words, you are no longer fit for duty. And, as we all recall from childhood, once broken, most toys cannot be fixed.

Faced with this harsh and often binary reality, a great number of police members will deny and shield the presence of mental health issues for as long as they can. The literature suggests that they may turn, in greater than average numbers, to alcohol and other substance use, and other often harmful self-medicating activities, in efforts to mitigate symptoms and to contain their underlying issues from exposure and treatment. Despite considerable investments by police services in their human resource departments, employee and family assistance programs (EFAP), and many other supportive options, many will avoid such doorways out of fear of exposure.

Too often, by the time their condition either forces them to seek help of their own accord, or is recognized by others or by consequences that leave them no choice but to seek help, they will have already traveled well down all three of the pathways described above. They may be at a point of greater criticality in their mental health issues. They may have a narrower range of secondary prevention and care options available to them. And, with surprising frequency, they may be experiencing disconnection due to damaged relationships with their employer, their colleagues, their friends, and their family as a result of their unmanaged illness and/or their unhealthy reliance on intoxicants.

The High Costs of Accommodation

In the best cases, members who recognize or are recognized early for mild to moderate mental health conditions will be quickly and effectively connected to the professional services and guidance they require. Enter the high personal costs and heightened risks that stem from accommodation. This is a term, and a status, that can be almost as loaded and stigmatized as mental illness itself in the policing culture.

If you are being accommodated by the organization, there are very differing responses that might apply. If you are still able to come to work and execute tasks that remain central to the mission, you are still serving your calling. Even if there are restrictions placed on your attendance, your deployment or your range of duties, and others know this to be due to a temporary or even permanent physical injury or illness, you may still be regarded as a dedicated and courageous member for continuing to serve when and where you can.

But, something appears to change if the reasons for modified duty or extended absence from work are left open to speculation and rumour, as can often be the case when a member chooses to remain private about mental health issues they are experiencing, or about the nature of their treatment and path to recovery. Stigma and misinformation about mental health care and recovery can lead to harsh and even hostile presumptions among peers, supervisors and managers that a member's behaviour is simply malingering, especially where there have been past performance issues or workplace conflict. This despite evidence that real malingering is actually quite rare. And, to quote one demeaning descriptor used by some, a member has been reduced to "counting paper clips" if a reassignment falls far outside their usual scope of duties, notwithstanding that it is still significant and dignified work.

Again, it is easy to see how quickly and how much further a member being accommodated for mental health reasons under these prevailing conditions might travel down those three pathways. Some may deny their own conditions completely, or deny themselves access to the care and treatments available due to self-stigma and cultural perceptions. Even if receiving care, the motivation will be very strong to suppress symptoms, to exaggerate wellness, and if accommodated or absent, to push hard toward full reinstatement, thus risking an increase in the criticality of the underlying mental health issues. The tendency to eschew available supports and services will be a common tactic to remain unrestricted in one's duties. If performance issues or conflicts with supervisors begin to surface, it may be without the benefit of true explanation. And, these additional stressors and ongoing deceptions at work and at home will often continue to deepen other actual and emotional disconnections from family and friends, especially when substance use also increases as a chosen means of coping.

The Give and Take of Post-Traumatic Stress Disorder (PTSD) Presumptive Policy in Ontario

An operational stress injury (OSI) is a non-medical term that is generally defined as "persistent, psychological difficulties resulting from operational duties". Within a broad category of operational stress injuries related to policing, a number of mental health issues can be described as post-traumatic stress injuries (PTSI), including depression, substance use disorder, and specifically, the clinically diagnosed condition Post-Traumatic Stress Disorder (PTSD). With increasing acceptance and reduced stigma as a result, operational trauma is rapidly becoming the exception that breaks the rule, when compared to police attitudes on mental health in general. This is a positive development in and of itself.

⁴ Public Safety Canada (2019). [Post-traumatic stress injuries and support for public safety officers](#).

The Ontario legislature passed presumptive legislation in 2016, expediting access to Workplace Safety and Insurance Board (WSIB) benefits, and by extension access to care for members who have been diagnosed by a psychiatrist or psychologist. It is no longer necessary to establish a causal link between a specific traumatic event and the condition. There is little doubt that this step has brought many more police officers to the care they require while also reducing the burden and added stressors of justifying their condition on the basis of a single traumatizing experience.

However, the panel observed two difficulties that have arisen, perhaps as unintended consequences from this progressive policy. The first is that WSIB and clinicians are still required to adjudicate the general pattern of trauma in order to exert some measure of control over the uptake of these benefits and services. As such, while a single precipitating event might not be required, some police officers experiencing symptoms of PTSD might still find themselves trying to justify their basis, and if unsuccessful and benefits are denied, to pull away from the care they require due to cost and now worsened self-stigma.

The second concern is that while the presumption opens a path to care for PTSD, it may inadvertently be closing down other paths to care for more generalized mental health conditions, including the broader range of occupational stress injuries. This can lead to misdiagnosis and over-diagnosis of PTSD on the one hand, since that is where the benefits are most accessible, and it can leave those experiencing such conditions as depression, anxiety disorders and substance use disorders without similar access and/or self-justification, on the other.

There is no doubt that trauma is a real and present danger in police work, and recent research is revealing more about and reducing stigma around the genuine nature of OSI's being experienced by military veterans and first responders across the board. However, just as PTSD is gaining legitimacy as one condition, our panel recognized the potential risk of narrowing the lens through which we view the entire spectrum of mental health challenges to which police officers may be prone.

The Confounding Interplay among Workplace Stressors and Life Events for Police

It seems likely that any person who experiences a decline in their mental wellness might struggle to distinguish the roles played by the stresses of everyday living versus those that have come from earning a living. Nonetheless, our panel observes that there is an interplay among these sources that may be even more complex for police than for others. As our nine subjects traveled down those three pathways to their tragic point of convergence, most had become disconnected from their employer and organizational supports, and at the same time, most were also disconnecting from their family, friends and social supports, if not in actual terms, then certainly to significant degrees of emotional detachment. The inherent danger in this observation is that one might be easily inclined to attribute their condition to on-the-job trauma and/or workplace dynamics, and miss the corresponding stressors playing upon them from their interpersonal conflicts, economic challenges, and other stressors of everyday life. Or, since in most of our cases and others we reviewed the most apparent precipitating events actually derived from outside of work, it would be just as easy to ascribe their state of health to everyday life alone, and to discount the roles played by their career-long experiences.

What makes this dilemma important in the context of policing is the interwoven nature of police identity as described above. Many police members have described the difficulties they face in even recognizing the distinction between work life and home life. The difference between on and off duty for a police officer is merely a distinction of pay and equipment because in Ontario, once sworn, a police officer carries his or her authorities and responsibilities 24 hours a day. Since they tend to see themselves serving and defined by a calling, and they

operate tightly within a team culture that is unique in society for its rights and its responsibilities, their identity tends to travel with them. Many have described the way their children, spouses and significant others view them as heroes. As such, disappointing one's colleagues on the job may also be, in their own perception, to disappoint those others outside of work and to fall short of that important identity for everyone.

An Enduring Commitment to Duty Despite the Personal Costs

Our final observation on the peculiarities of the policing context requires a disclaimer: neither a study of police deployment options, nor a full appreciation of the economics of policing fell within our scope. We did recognize that like all public services, police budgets must be managed and sometimes resources must be constrained.

Nonetheless, it appears to us as a panel that police resources in Ontario are strained to a breaking point in many locations around the province. It follows that mental health impact can be expected to continue and perhaps even grow in frequency and intensity if this situation is not somehow addressed.

These resource shortages may be real or perceived. They may be due to an inability or unwillingness to implement new models and re-engineered practices as some might suggest. They may be due to an unwillingness of local, provincial and federal governments to meet the real budget requirements as others would argue. They may be due in part to a vicious circle where each new accommodation of a member with mental health issues further aggravates already diminished staffing levels. But, while decision makers grapple with these arguments, police members are burning out, many are becoming ill, and some are dying.

It is in their nature to keep coming to work. It is in their nature to deploy into harm's way even when understaffed. It is also in their nature to minimize and suppress their own symptoms until they can no longer do so.

Part Three: Seven Pathways to Better Outcomes

Earlier, we identified the three converging pathways that each of our nine subjects traveled to the ultimate point of their tragic deaths by suicide. Throughout our deliberations, we also uncovered seven new pathways that we believe will point the way to better outcomes for all police members in the future.

In Appendix A to this report, we list a number of specific recommendations, and where appropriate, we also identify potential roles associated with each.

In this section of our report, we will first discuss these pathways as they emerged for us as clear themes for action, as areas of opportunity, and as new ways of understanding and approaching the challenges outlined above. These themes are cross cutting in nature, and many of our specific recommendations derived from several of these pathways to change. They are discussed here in no particular order of priority. In the view of the panel members, every one of them will play an important part in any comprehensive plan of action.

1. Normalizing Mental Health Challenges

Removing stigma from mental health in general society is an important goal for everyone. In policing, it is a goal that must be recognized and acted upon as an urgent priority. The goal must be to make mental health as normal a subject as any other form of health, wellness and fitness for duty. To be effective, this normalization must begin prior to recruitment, it must extend through basic training at academies and remain evident in on-the-job orientation training with well-prepared coach officers. It must continue throughout policing careers, and it must extend to include the families and significant others of police service members at every stage.

Family members can play vital roles in the recognition, management and support of mental health issues at every stage of prevention and treatment, but only if they are included in an open conversation from the outset and gain continuing knowledge and awareness of what to look for and how to respond.

Current attitudes about mental health issues among serving police members at all levels represent a clear and present danger. It matters not whether these attitudes have derived from general society, or have been cultivated within police ranks through their prolonged exposure to mental health crises and the suicides of others to which they frequently must respond. Policing as a system must transition to a point that their own mental health risks, mild to moderate mental health issues, and advanced mental health conditions are recognized early and acted upon consistently with the support of accessible care and suitable services. For this to occur, mental health in policing must come out of the shadows.

We believe much can be gained by linking mental wellness

Panel Observations on Current Strengths & Weaknesses in the Police Mental Health Ecosystem

Access to Appropriate Care and Treatment

Privacy and Fear of Career Repercussion
Many care and benefit paths begin with the human resources unit of the member's police service. Many members fear reputational damage from disclosing their mental health issues to fellow employees and members of organizational management.

For the panel, for police services and police association officials, for health professionals, and most notably for the surviving families, it is an alarming and unacceptable number.

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to peak performance, a concept that most police officers recognize and value. This will require taking conversations and training events well beyond 'mental readiness'. Such events must also include a greater awareness and understanding of the secondary and tertiary prevention and care models that are available. They must demonstrate that even broken toys can be repaired, and that the path to recovery will be fully supported without diminished identity and without marginalization from the core mission of policing.

We envision that a broad and multi-faceted campaign will be necessary to bring about this transition. In many ways, it is already underway as reflected in our own review and others occurring in parallel, and in the promising initiatives undertaken by Ontario police services and their varied associations. But in our view, it must be scaled up and amplified. Openness, awareness and supportive behaviours toward fellow members experiencing mental health issues should become essential competencies tied to performance and promotion systems at every level, and other forms of recognition should also be explored.

It has been said that police officers are prepared to die for one another. They must also be prepared to live for one another, and at the same time, to live fully for their families and friends without suffering in silence.

2. Navigating Through Transitions

When it comes to mental health issues in policing, the devil seems to lurk in the transitions. Our studies revealed consistently that some of the greatest risks for interruptions in care, for denial and suppression of symptoms, and for aggravated levels of stress tend to occur most during pivotal transitions in an individual's deployment status in the workplace. Critical transitions may include: periods of repeat short term absence necessitated by mild to moderate symptoms, whether diagnosed or not; initial disclosure and while applying for benefits and psychological services; reassignment to modified roles due to conditions affecting fitness for duty; reassignment back into full service; and, periods of extended leave due to escalated conditions and/or to access more intensive levels of care and treatment.

Of all of these transitions, return to work (RTW) stands out as the point of greatest risk. The complex decision-making processes about returning to modified duties or to full

Access to Walk-in Support

Access to Walk-in Support
Some agencies have introduced independent staff and outside psychologists and some have established out-of-office locations for walk-in support without risking disclosure. Relatively few police services currently offer this option.

Limited Access in Small Urban, Rural and Remote Settings

Smaller police agencies may lack the resources to provide support-with-privacy options for their members. As well, smaller communities may have limited clinical resources, requiring significant travel and potentially more absences from work for those seeking assistance.

Benefit Limits

Some member associations (OPPA and Ottawa Police Association) recently negotiated no-limit arrangements with their benefits providers. In most Ontario police services, there are restrictive limits on the length of care provided under existing benefits and insurance schemes, and co-pay costs vary significantly.

WSIB claims face ongoing pressure to reduce or restrict uptake, duration and cost, and often require extensive efforts by member and families to justify the need for care, treatment and compensation for absence from work. An additional barrier is the requirement to be seen by only WSIB approved treatment providers. The WSIB payment scheme is generally paid at a much lower rate than market.

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reinstatement can generate significant stress for individuals, their families, their co-workers, their care providers, and their benefits administrators including the WSIB. Among our nine subjects, RTW factored heavily and frequently into their worsened health conditions, triggered open conflict with their organization and peers, initiated or aggravated performance and professional standards issues, and often led to financial stress.

Further aggravating these stressors is the current fragmentation that individuals and families must navigate. Certain services and supports may be available from the employer, while others may be provided only through their Police Association. Individuals may be directed to some services by independent peer support workers, by benefits and EFAP providers, and by clinical care providers. Some of these same agencies may provide 'system navigator' supports. But, experience has shown that rarely do such navigation supports cross the full spectrum of clinical guidance, procedural assistance, and educational programs to help the individuals and families affected.

A full scope of navigation supports should be readily available to all members in all police services, built upon consistent best practices, yet remaining flexible to the needs of each individual, family, and police service involved.

3. Continuing Access to Quality Care with Evidence-based Treatment and Solutions

Based on our lived experience sources including the voices of survivors, the confidence level among police members and their families in the current patchwork of care providers is at best moderate to low. We heard of service professionals with little to no familiarity with policing or first responder issues, including the role played by recurrent trauma. We heard of others who initially established a strong connection with their patient, only to later refuse to continue providing care under established benefit fee schedules. And, we heard of well-qualified and policing-knowledgeable professionals who established strong bonds and achieved successful outcomes with their patients.

Given the often fragile state of any police member who is coming to terms with symptoms or with a mental health diagnosis amid the cultural dynamics described earlier in this report, any barrier to access can be a reason for them to revert to suppression, denial and withdrawal from care. For some of our nine subjects, the last years and months of their lives

Availability of Trauma and Police-informed Clinicians

When seeking treatment, members face limited availability of practitioners who are familiar with the unique demands of police work and the role of trauma in mental health issues. No universally reliable reference source currently exists, though some are under development.

Inconsistency in Peer Support Models

Volunteer-driven police and first responder peer support providers have emerged in the past few years, and many are seeing demand grow for their services. Currently, peer support practices and service offerings are viewed to be inconsistent in scope, quality, and integration with other MH services.

Balancing Affordability vs. Quality of Treatment

When faced with benefit limits, or due to fear of disclosure to their employer and colleagues, members and their families often struggle to access and sustain affordable care paths, often forced to choose between high quality care and treatment for a very short duration, or questionable care over a longer period of access. Many simply withdraw from this challenge and elect no continuing care.

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were clearly punctuated with stop-start patterns in their care path. For others we heard from, their descriptions of their own care paths ranged from successful, to frustrating, to futile.

It is imperative in our view that access to quality care become universal among police members in Ontario, and the quality of care options must extend to include policing and trauma informed clinicians and the application of evidence-based treatments and solutions. It is our understanding that some of the volunteer agencies and police associations in Ontario have begun to establish referral lists of suitably qualified professionals and support networks. This work should be accelerated and made widely available as soon as possible.

4. Resourcing, Accommodation and Burnout

For most municipal police services in Ontario, Police Service Boards are responsible to maintain adequate staffing levels to meet demand for service in their jurisdiction. For the OPP and First Nations police services, this responsibility rests with the provincial and federal governments. Most police budget-setting processes establish an 'authorized strength' of members. The authorized strength model is built on the premise that all the police positions are filled and all members are at work. The model does not adequately take into account that staffing vacancies occur when recruitment numbers fall short, and also when members are away from the workplace on medical leave. This gap translates to an additional workload for members who are working. Through intensified workload demands in regular deployment, and often through increased overtime levels, essentially it falls to the members to subsidize the shortfall in the authorized strength.

The repercussions of this model are that those left working are forced to function in an environment where they are short-staffed which may lead many to burnout. Some may also develop a feeling of contempt toward members that are on medical leave. And, all of this leads to further erosion in the identity issues occurring for those absent members.

Under the current model, staffing gaps contribute to an ongoing systemic deterrent to disclosure of mental health issues, create a significant barrier to those who need to access and maintain proper care paths, and uphold a false expectation of fit-for-duty capacity that perpetuates stigma and self-stigma surrounding mental health and occupational

Availability of Supportive Care for Family Members

Currently, family members are very often excluded from the care path of their loved ones dealing with mental health issues. It appears that this is may be due to a lack of information about options available, lack of knowledge about mental health in policing, real or perceived privacy concerns, or it may be a symptom of the member's disconnecting behaviour.

System Navigators & Patient Advocates

When police members find themselves in crisis they are often required to navigate unfamiliar and complex processes which can be a barrier to care, while also having a detrimental effect on the member's well-being, especially for those already reticent to disclose. Some members and families may also incur financial strain by paying for expenses which may be eligible for coverage. A full scope of system navigator supports will span clinical, educational, and financial challenges.

Internal Attitudes, Behaviours, Knowledge and Skills

Unwarranted Perceptions of Malingering

Despite recent investments in mental health awareness and resilience training, suspicions and even outright accusations of malingering remain common in policing culture. Evidence shows that incidents of malingering are rare, and in most cases, the requirement for care and accommodation is very real.

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stress injuries. The reality of staffing gaps must be confronted. Each individual police service will undoubtedly continue to face fiscal pressures, and in the short term at least, most may be unable to resolve their current staffing gaps on their own. Attention should be given to acting collectively to establish a province-wide system for exceeding authorized staffing that will allow for sufficient resourcing to fill vacancies when members are away from the workplace on medical leave.

5. Preserving Identity: The Criticality of Criminal or Police Act Charges and Social Media

The RTW transitions described above represent the most frequent high-risk points for police members with mental health issues, but situations where officers face charges and/or public embarrassment through mainstream or social media could be described as the most acute. In our review of deaths by suicide, if not managed with care these ‘hand-off’ situations can clearly rise to the level of a precipitating event with an impact equivalent to the loss of a primary personal relationship.

Recognizing the significant role that police identity has for members deeply invested in policing culture, police services have a special responsibility to ensure that any sudden and extreme damage to that identity is managed with care and support. We reviewed situations and practices where special hand-off arrangements are in place and applied to ease the negative consequences. Among our nine, we also reviewed some situations that, whether intended or not by the service, were experienced by the subject member as outright abandonment. We reviewed others that fell somewhere in between.

Every police service must take on the responsibility to establish and apply hand-off procedures that will ensure that no matter the severity of a member’s infraction or breach of duty, or whether the scope of any disciplinary action contemplated is seen as a minor set-back or a career-ending criminal charge, supports will be in place to maintain a connection to the member and his or her family, and to ensure a continuity of professional care as may be required.

6. Managing Suicide Events

We cannot manage, improve or learn from things we do not know about. As important steps towards improving outcomes

Limited Knowledge among Supervisors & Managers about Treatment and Recovery

Anecdotally, many police managers, supervisors and peers continue to regard mental health conditions as a permanent disability. Awareness of the true nature and success rates of treatment and recovery would greatly improve return-to-work transitions for members who have experienced a mental health issue, thereby aiding in stigma reduction

Limited Creativity and Sensitivity in Assigning Accommodated Duties

The binary ‘fit for duty, or not’ attitude described elsewhere in this report continues to influence decisions on modified duty. Members report the negative impact on their dignity from reflex assumptions about the limits of their ability to perform and to remain tied to the core mission with which they identify strongly.

Unclear Guidelines on Privacy and Connection During Accommodation

Supervisors, managers and peers report being uncertain of if or how they might maintain a connection to their colleagues who are absent from work due to mental health issues. This is further aggravated if professional standards issues are also involved. Greater clarity, established guidelines around consent, and the development of compassionate, trauma-informed skills would be of significant benefit in this regard.

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for all police members in Ontario, all coroners should be directed to record and report on any death by suicide of a first responder, a database should be established to permit ongoing data capture and analysis, and any death by suicide of a police member should trigger a death review in the Office of the Chief Coroner. In our view the unique nature within, and the place of policing in society, requires that we closely track and learn from every situation that results in a death by suicide, with a view to continuous improvement across the entire police and mental health ecosystem.

Much of the foregoing discussion has centred on opportunities in the prevention and intervention stages of mental health. Postvention is also recognized as a best practice in suicide prevention, and there are two aspects to it that warrant priority attention and action from our review. One of these involves extending caring support to the bereaved, including direct actions to prevent collateral mental health conditions among family members, close friends and associates, and the other addresses the need to minimize the risks of a contagion effect across the policing community.

In the first, we note that among the survivors of our nine, some degree of bereavement support from their loved one's employer, association, and colleagues was evident in most cases, but it can best be described as uneven in its execution, its scope and its duration. When properly planned and constructed, postvention practices are designed to achieve a number of aims in the aftermath of a death by suicide, specifically to:

- prevent suicide among people who are at high risk after exposure to suicide;
- facilitate the healing of individuals from the grief and distress of suicide loss;
- mitigate other negative effects of exposure to suicide; and,
- in a policing context, some means to respectfully memorialize the deceased.

All police services should have a prepared organizational response plan for postvention services designed to assist the bereaved in managing the immediate crisis of a death by suicide and coping with its long-term consequences.

With regard to the broader community, there exists in the literature some evidence of a risk for contagion effects. In other words, particularly among others in the same population group who may already be experiencing mental health challenges, one or more suicides in that same group may have a triggering effect. Clusters of deaths, as seen in our nine cases in a single year, certainly heighten concerns in this regard. It is important to note that the contagion need not necessarily amount to additional suicides for us to be concerned. The potential to exacerbate the mental health issues of any police member or group of members is also worthy of our concern.

Postvention is a critical part of suicide prevention, and can also be part of a comprehensive strategy for mental wellness in general. Ensuring that postvention activities take place after any police member suicide should not be the responsibility of one group, one police service or one individual. This will require a whole-of-community commitment.

Balancing Workload Pressures vs. Compassionate Support

When entire police organizations are under strain due to limited deployable resources, the pressure to return members to full active duty often overrides compassion for the individual, and reduces active support for their continuing accommodation and care.

7. Joint Ownership and Collaborative Action

Our police and mental health ecosystem model shown earlier in Figure 3 illustrates both the scope of resources and capacities that currently exist to lend support to positive outcomes in police member mental health, as well as the complexity and potential for fragmentation that currently exists across this system (see Sidebar above). We also noted earlier the range of promising initiatives and policy considerations that are underway to bring improvement to the level and quality of services at every stage of prevention, intervention and postvention. Our deliberations led us to some concern that if left unchanged, continued fragmentation may undermine much of this promise.

Policing as a system must adopt a no-wrong-door mindset in order to ensure that every member and family affected by mental health issues, at their earliest presentation, faces no barriers in seeking out, accessing, and affording the care and treatment they require. To fully achieve this, policing must act as the unified system that it is in the eyes of its members.

We recognize recent collaborative undertakings among the OPP, its associations and its not-for-profit partners as one promising model, but little will change if that same approach is not replicated across the remaining police services that serve Ontario communities. Similarly, we were encouraged by collaborative discussions described by the OACP and PAO, and by TPA with its employer partner the Toronto Police Service. We also recognize that member mental health has become a priority agenda item for the Ontario Association of Police Service Boards (OAPSB), as it has nationally with the CACP, the Canadian Association for Police Governance (CAPG) and the Canadian Police Association (CPA). But, in our view there is a growing risk of lost effectiveness and efficiency from an emerging patchwork of bilateral and multilateral initiatives taking shape, without the full involvement of all parts of the ecosystem moving in common directions.

In Ontario, we believe the Ministry of the Solicitor General, guided by this report to the Ontario Chief Coroner, is best positioned to provide the essential leadership and mobilization to achieve a whole-of-system approach. We address this opportunity as the first of our recommendations for action in our Appendix A.

Part 4: A Much Broader Legacy

Taken collectively, these seven pathways encompass a range of opportunities for a whole-of-system solution to a very real problem in policing that extends well beyond and well ahead of any specific occurrences of death by suicide.

We hope that police and association executives, boards, and mental health service providers will embrace these opportunities and work together on the specific actions we propose below. We believe a new policing culture can emerge where the full cycle of prevention, recognition, appropriate disclosure, care and treatment, recovery and reintegration can occur with greater openness, greater success, and without repercussion to anyone facing mental health challenges whether due to operational or organizational stressors, or from any other cause inside or outside of work.

And, we hope that every police member, sworn and civilian, will bring the same courage that they bring every day in service of others, to embrace and thrive in this new and more open culture. We hope that current and future members will remain visible so that others can assist them, and will remain fully connected to their families and friends as well as to the calling they have chosen. We know it is a calling they value, for life.

Finally, we hope the foregoing discussion and the 14 specific recommendations that follow below will inspire the comprehensive and collaborative action on police member mental health that is urgently required in Ontario.

Part Five: Our Recommendations for Action

1. The Policing Services Division of the Ministry of the Solicitor General (PSD-MSG) will lead the development of an Ontario Police Members Mental Health Collaborative (OPMMHC) as a standing body accountable to the Deputy Solicitor General, to meet quarterly on a continuing basis and to operate under the following initial terms of reference:
 - a) OPMMHC will be comprised of qualified volunteer representatives from police service boards, police service executive management, police associations, police supervisors (sworn and civilian), police members with lived experience, police family members with lived experience, police psychologists and other mental health providers with expertise in policing, researchers, peer support groups, and insurance and benefits providers;
 - b) OPMMHC will be co-chaired by one representative of police executive management and one police association executive;
 - c) OPMMHC will serve in a steering and coordinating role to identify and act to resolve gaps, overlaps and service deficiencies in order to improve the effectiveness, efficiency and universal accessibility of mental health supports to police service members across the province;
 - d) OPMMHC will establish and disseminate appropriate benchmarking tools and metrics, establish implementation timelines, report semi-annually on progress of recommendations in this report and from other sources, and execute other initiatives as OPMMHC members may determine;
 - e) OPMMHC will develop an agenda of priority research topics for policing in Ontario, including encouraging the development of a police specific interpretation of the CF-modified Mann model for suicide prevention depicted in Figure 1 of this report, incorporating any additional factors and interconnections addressed within this report.
 - f) MSG will provide administrative support and base funding sufficient to sustain the meetings of the OPMMHC;
 - g) OPMMHC projects will be otherwise staffed and resourced through in-kind contributions from the participating members;
 - h) and, other terms of reference as PSD-MSG and the participating OPMMHC stakeholders may determine.
2. The OPMMHC, once established, will lead the development of a Communications Sub-committee (OPMMHC-Comms) dedicated to the design and ongoing execution of a broad campaign aimed at normalizing mental health challenges, reducing stigmatizing behaviours and assumptions, achieving healthier identity and work life balance, and building awareness of supports, treatments and recovery outcomes in all police services, police academies, and police-related program units in Ontario Community Colleges and Universities;
 - a) OPMMHC-Comms will be staffed on an in-kind, part-time basis by Ontario police services, and supported by PSD-MSG with additional funding on a project-by-project basis, as required;

- b) The normalization campaign will be available for province-wide roll out by December 31, 2020.
3. The OPMMHC, once established, will lead the development of a Knowledge Translation Sub-committee (OPMMHC-Education) dedicated to accessing, interpreting, adapting and disseminating best practice education and training resources for mental health and suicide prevention to all identified end-users (including police members, leadership, families, peer supporters, clinicians and the general public) from available sources, including universities, governmental and non-governmental organizations such as the Canadian Institute for Public Safety Research and Treatment, the Canadian Institute for Military and Veteran Health Research, the Public Health Agency of Canada's PTSD Secretariat, Veterans Affairs Canada, the Department of National Defence, and other police professional organizations and stakeholder groups;
- a) The Knowledge Translation Sub-committee will be well developed and materials will be rolling out province-wide by December 31, 2020. There will also be provisions for measuring application and retention of new knowledge by the end-users, continuous improvement, and updating of materials as needed.
4. OPMMHC will work with Ontario police services, peer support agencies, insurers and clinical providers to establish clear guidelines for the qualifications and standards necessary to provide clinical care and peer support services to police members.
5. OPMMHC will produce by January 1, 2021 a single, consolidated and living referral source outlining the availability of suitably qualified care providers and treatment options in all regions of the province.
6. OPMMHC will work with all partners to advance a no-wrong-door policy across the province, with a view to reducing administrative and funding barriers to members in need of immediate access and care.
7. PSD-MSG will direct all police services in Ontario to develop and implement a comprehensive mental health (MH) and wellness strategy by June 30, 2021;
- a) Comprehensive MH strategies will include local normalization initiatives; provisions for ensuring access for their members to suitable evidence based and qualified prevention, self-care, intervention, and postvention supports;
- b) Comprehensive MH strategies will also include training and education initiatives, as informed by OPMMHC-Education, designed to meet the needs of recruits, members, coach officers, supervisors, managers, human resources specialists, peer support providers, mental health professionals, and families;
- c) Comprehensive MH strategy elements may be provided directly by a police service, through partnerships with other police services, and/or in partnership with third party providers, as required;
- d) Comprehensive MH strategies will provide for engagement of family members in learning and discussion sessions and other activities related to police member mental well-being during the recruitment process, at critical transition points (as defined in this report), and periodically throughout policing careers;
- e) Comprehensive MH strategies will include the establishment of specific competencies and performance expectations, related to maintaining and supporting mental wellness and/or responding to mental health issues, for all members in general, and specifically for supervising members, and will be incorporated into promotion, performance management, and recognition systems by December 31, 2021.

8. OPMMHC will assist and guide police services in establishing web-based Members and Families Mental Health Portals, service-specific for larger services and/or general access for all services, to make available information and resources to support open and informed conversations about mental health and well-being. Portals will be established and accessible to all services by June 30, 2021.
9. OPMMHC will guide the development of best practice guidelines for managing all mental health related accommodations and return-to-work (A-RTW) decision processes by December 31, 2021;
 - a) A-RTW processes will include collaboration among management, human resource specialists, members, families, associations, insurers and third party clinical advisors, with clear roles and responsibilities established for each;
 - b) A-RTW processes will include specific guidelines for maintaining supportive connections with accommodated members and those who are absent from work, and with their families when permitted.
10. OPMMHC will guide the development of best practice guidelines for managing all high-risk 'hand-off' support processes by December 31, 2021;
 - a) Hand-off processes will apply to any situation involving or with the potential to involve Police Service Act charges, criminal charges, removal of use-of-force options, or member identification and negative attention from mainstream or social media;
 - b) Hand-off processes will include specific guidelines for maintaining supportive connections with accommodated members who are absent from work, and with their families when permitted.
11. PSD-MSG will encourage more police services in Ontario to hire mental health professionals to the extent affordable on their own, or in partnership with neighbouring police services.
12. The Ontario Association of Chiefs of Police (OACP) will be encouraged by this report to establish a provincial parallel to the CACP's Psychologist Sub-committee to facilitate greater cooperation, capacity, and the development of Ontario-specific best practices.
13. PSD-MSG will encourage more police services in Ontario to adopt, if they have not already, police mental health partnerships along the lines of COAST, PACT and similar models across Canada, and Project ECHO in the USA, in order to improve relationships and interactions between police and persons with mental health issues in the community, and to further normalize member awareness and knowledge about mental health prevention, treatment and recovery.
14. The Office of the Chief Coroner (OCC), in partnership with others as required, will seek to establish policy in Ontario that requires all coroners to report and share information on any death by suicide of a first responder, including police, and to initiate a death review committee in all such cases;
 - a) The OCC will lead the development of a suitable system for capturing data from all such deaths by suicide and resulting death reviews;
 - b) The OCC will lead the design and development of analytic tools, through consultation with OPMMHC and others, to learn from cumulative deaths by suicide with a view to identifying opportunities for continuous improvement in the first responder mental health ecosystem.

Appendix: Members of the Chief Coroner's Expert Panel

Dr. Lori Gray

Dr. Gray is a clinical, forensic, and rehabilitation psychologist whose focus has been best practices and progressive approaches in early intervention and comprehensive care through her work with multiple emergency services and peer support programs. She is currently based out of private practice in Barrie, ON and works with first responders and emergency services across Ontario. Her background includes diverse experience as the psychologist for one of the largest paramedic services in Canada, Centre for Addiction and Mental Health, Detroit Receiving Hospital, Ministry of the Attorney General, Correctional Service of Canada, and postsecondary teaching.

Dr. Gray has received the Future Pioneers of Psychology Award from the American Psychological Association, Early Career Achievement Award from the Canadian Psychological Association Traumatic Stress Section, Odyssey Early Career Achievement Award and GLAD Award for Teaching and Mentorship from the University of Windsor, among other awards from agencies including the International Society for Traumatic Stress Studies, Canadian Psychological Association, and Social Sciences and Humanities Research Council of Canada.

Dr. Simon Hatcher

Dr. Hatcher is a psychiatrist and researcher at The Ottawa Hospital Research Institute. He trained in psychiatry in the UK before working in New Zealand for twenty years and moved to Canada in 2012. He has been the principal investigator on several large randomized controlled trials of treatments for suicidal people. Clinically, he runs a First Responder Clinic at The Ottawa Hospital and has received research funding to investigate the preferences of First Responders for mental health care and to test different ways of screening for mental disorders in first responders.

Dr. Hatcher is a member of the Canadian Institute for Public Safety Research and Treatment (CIPSRT).

Lieutenant Colonel (Ret) Alexandra Heber

Dr. Heber is the first Chief Psychiatrist of Veterans Affairs Canada (VAC), and an Assistant Professor of Psychiatry at the University of Ottawa. She was the VAC lead author on the CAF- VAC Joint Suicide Prevention Strategy. She has over 30 years' experience working in Mental Health. Dr. Heber served in the Canadian Armed Forces (CAF) and was deployed to Afghanistan as Psychiatrist in Charge of the CAF Mental Health Services for Task Force Afghanistan. Her military experience included a decade as Clinical Leader of Military Mental Health in Ottawa, then the establishment of the Section of Clinical Programs for CAF Headquarters, where she oversaw 30 CAF mental health clinics across Canada.

She has presented and published nationally and internationally on Post Traumatic Stress Disorder and suicide prevention in military, veteran, and first-responder populations. Her research interests include: suicide prevention, the military-civilian transition experience, and the role of peer support in military and paramilitary

organizations. She has authored 2 online courses on PTSD and trauma-informed care, one for Canadian physicians and one for the Newfoundland and Labrador Health Authorities, and she has authored a number of reports for the Justice Department, Government of Canada, on cases involving torture and PTSD.

Dr. Heber works on developing strong collaborative relationships among government, academics, research institutes, clinicians, military and public safety organizations, families and those with lived experience. She has received the Veterans Affairs Canada Leadership Award, the Canadian Armed Forces Chief of Defence Staff Commendation, the Queen Elizabeth II Diamond Jubilee Medal and the General Service Medal, South-West Asia.

Dr. Stephanie Barone McKenny

Dr. McKenny is a police psychologist with the Los Angeles Police Department (LAPD) and provides consultation to several elite units including SWAT, Air Support Division, Criminal Gang Homicide Division, and undercover agents. She has worked with law enforcement personnel at the international, national, state, county, local, and university levels. Dr. McKenny is also a nationally certified sports psychologist and clinical trauma professional who applies peak performance skills in designing and implementing officer wellness programs, including the Mother of All Suicide Prevention Campaigns (which led to 25 months of 0 suicides at LAPD), the Resilience Task Force, the Substance Abuse Task Force, the Smart Detective, the annual Heart of LAPD Walk, and the pending Tactical Relief Checks.

As the spouse of a Navy Captain and the sister of a Lt. Colonel, Dr. McKenny understands at a very personal level the demands and sacrifices that police members make every day, and also the demands and daily sacrifice of their spouses, children, and extended family.

Serving Police Member

This panel member is a currently active police sergeant who has served as a police officer in Ontario for over 30 years. His career includes over 25 years of front-line uniform policing assignments as well as six years of administrative and corporate experience.

While often described by others as a “high performer” and “go-to guy”, this member also describes himself as “someone who has suffered in silence for over 15 years while enduring the profession’s unrelenting exposure to critical incidents and traumas”. He is committed to leveraging his lived experience to create a legacy of preventing police suicides by improving police culture, eliminating stigma, and promoting mental wellness and resilience.

His fellow panel members are thankful for the courage and insight this member brought to our deliberations. His name is withheld here solely out of respect for his and his family’s privacy.

Angela Slobodian

Ms. Slobodian is the Acting Director of Wellness at the Ottawa Police Service (OPS). As a registered nurse she has worked in hospitals and in public health. In 1994 she moved from her native Nova Scotia to Belleville, Ontario to begin work as an Occupational Health Nurse at a global telecommunications company, and this began her interest and passion in occupational health. She completed her diploma in Occupational Health Nursing and received her certification in 2002. She left the private sector company in 2009 as Director of North American Health Operations, moving to the Ottawa Police Service as Manager of Health, Safety and Lifestyles. As a nurse she has always had a commitment to health promotion and illness prevention.

The opportunity came to lead the development of a Wellness program at Ottawa Police, and Ms. Slobodian was pleased to take the lead. She currently has responsibility for the Health and Safety team and for the Peer Support and Resiliency program and OPS.

Clive Weighill, C.O.M.

Chief Weighill (retired) is a veteran of policing in Saskatchewan. He served as the Chief of Police for the Saskatoon Police Service from 2006 to 2017 following his 31 years of service with the Regina Police Service, leaving that service at the rank of Deputy Chief. In September 2018, Mr. Weighill became the Chief Coroner for the Saskatchewan Coroners Service.

During his policing career Mr. Weighill worked in Patrol, Communications, Crime Prevention, Commercial Crime, Property Crime, Drugs, Vice, Planning and Research and Senior Administration. He also served as the President of the Canadian Association of Chiefs of Police (CACP) from 2014 to 2016. He is the recipient of the Police Exemplary Service Medal and Bar, the Saskatchewan Protective Services Medal, the Saskatchewan Centennial Medal, the Queen's Diamond Jubilee Medal, the Lieutenant Governor's Gold Medal for Excellence in Public Administration in Saskatchewan, and he is a Commander of the Order of Merit of the Police Forces.

Norman E. Taylor - Panel Moderator and Lead Writer

Mr. Taylor has served Canada's policing community for over 25 years in his combined roles as an independent policy advisor, educator, researcher and author. Since 2014, he has organized and executed three national conferences on policing and mental health issues in partnership with the Canadian Association of Chiefs of Police (CACP) and the Mental Health Commission of Canada. In his capacity as co-founder and Program Director of the CACP Executive Global Studies Program, he has led global research studies on policing interfaces with the mental health system, and on some of the unique patterns and behaviours that shape the internal culture of policing. Mr. Taylor also provides strategic advisory and educational services to many police services, communities, and at all government levels across Canada and in the USA.

Mr. Taylor is a recipient of the Queen Elizabeth Diamond Jubilee Medal on nomination by the CACP, the Premier of Saskatchewan's Award for Excellence in Public Service: Innovation, and in 2018 he was proud to be named an Honourary Commissioned Officer in the Ontario Provincial Police.



GUELPH POLICE SERVICES BOARD

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OFFICE OF THE CHIEF OF POLICE

TO: Chair Peter McSherry and Members of the Guelph Police Services Board

DATE: April 20, 2023

SUBJECT: PROFESSIONAL STANDARDS FIRST QUARTER REPORT 2023

PREPARED BY: Lester Tang, Sergeant, Professional Standards

APPROVED BY: Andrea Ninacs, Inspector, Executive Services
Daryl Goetz, Deputy Chief

RECOMMENDATION:

Information only.

SUMMARY:

The following statistics encompass complaints and investigations that have been undertaken during the period from January 1st to March 31st, 2023.

REPORT - FIRST QUARTER:

PUBLIC COMPLAINTS - O.I.P.R.D. UPDATE:

In the first quarter of 2023, the Guelph Police Service received 20 new public complaints through the Office of the Independent Police Review Director (O.I.P.R.D.). 8 complaints were screened-out and 12 were referred to Professional Standards for investigation. 8 of these matters remain ongoing investigations and 4 matters were concluded this quarter. 1 public complaint was carried into this quarter from 2022 and remains ongoing.

S.I.U. UPDATE:

There has been 1 new Special Investigations Unit (S.I.U.) investigation initiated in the first quarter of 2023. 1 investigation remains ongoing. There were no S.I.U. investigations carried into this quarter.

INTERNAL UPDATE:

There have been no internal investigation(s) initiated in the first quarter of 2023. 1 Chief's Complaint that had been commenced in the first quarter of 2018 will appear before the Ontario Civilian Police Commission during the second quarter of 2023 for an appeal hearing. 2 investigations carried in from previous quarters remain ongoing.

LOCAL INQUIRIES:

In the first quarter of 2023, the Guelph Police Service Professional Standards Branch received 5 Local Inquiries. These Local Inquiries are in addition to the public complaints received through the O.I.P.R.D. and may be resolved at an early juncture without the matter becoming a formal public complaint filed with the O.I.P.R.D.

REQUEST FOR REVIEW:

There were 0 requests to review incidents investigated by Professional Standards received in this quarter.

FINANCIAL IMPLICATIONS:

At the present time, the costs are contained within the 2023 Guelph Police operating budget.



GUELPH POLICE SERVICES BOARD
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OFFICE OF THE CHIEF OF POLICE

TO: Chair Peter McSherry and Members of the Guelph Police Services Board

DATE: Thursday, March 16, 2023

SUBJECT: Member Appointments

PREPARED BY: Jaclyn Millson, Human Resources Advisor
Kelley McKeown, HR and Occupational Health, Safety & Wellness Manager

APPROVED BY: Daryl Goetz, Deputy Chief

RECOMMENDATION:

THAT the Guelph Police Services Board review and approve member appointments as reported.

SUMMARY:

A proposal for staff appointments is presented to the Guelph Police Services Board for review and approval.

REPORT:

A board motion is required to appoint University of Guelph student Lauren Dafoe as a temporary civilian member of this Service.

Lauren was the successful candidate for a paid co-op placement in the Executive Services – Public Information Office and will commence this four-month placement on April 24th, 2023.

MOVED THAT:

- Lauren Dafoe be appointed as a temporary civilian member of this Service effective April 24, 2023.

CORPORATE BUSINESS PLAN:

Guelph Police Service is committed to attracting, recruiting, developing and retaining members in a manner that will support a workplace that is reflective of our community. By doing so, the Service will achieve excellence in our service delivery and provide quality and innovative services that are valued by our stakeholders.

FINANCIAL IMPLICATIONS:

The compensation and benefit costs for this position will be contained within the overall budget.

ATTACHMENTS:

Nil



GUELPH POLICE SERVICES BOARD

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FINANCIAL SERVICES DIVISION

TO: Chair Peter McSherry and Members of the Guelph Police Services Board

DATE: Thursday, April 20, 2023

SUBJECT: December 2022 Financial Variance Report

PREPARED BY: Sarah Purton, Manager (Temp) & Lisa Rintoul, Analyst, Financial Services

APPROVED BY: Daryl Goetz, Deputy Chief of Police

RECOMMENDATION:

THAT the Guelph Police Services Board request that the 2022 year-end surplus in the amount of \$2,170,000 be allocated as follows:

- \$540,000 be allocated to the Workplace Safety and Insurance (WSIB) Board Reserve Fund
- \$790,000 be allocated to the Police Operating Contingency Reserve
- \$840,000 be allocated to the Police Capital Reserve Fund;

AND THAT this information be forwarded to the City of Guelph's Chief Financial Officer in accordance with the City of Guelph's Year End Surplus Allocation Policy.

SUMMARY:

The purpose of this report is to share with the Guelph Police Services (GPS) Board the preliminary 2022 year-end operating and capital results. The final 2022 results will be presented at the Board meeting in July.

In addition, the City of Guelph monitors the quarterly operating and capital variance information and periodically requires variance explanations and year-end projections from the Guelph Police Service. This information has been shared with the City of Guelph's finance department.

As noted later in the report, the City of Guelph has a year-end surplus allocation policy (Appendix B), which requires the GPS Board to submit a request in writing to **the City's Chief Financial Officer (CFO) to have the surplus allocated to support police operations**. In consultation with City Finance staff, GPS staff are recommending that the 2022 year-end operating surplus be allocated as follows:

- \$540K to the WSIB reserve fund to help address the shortfall in the reserve to fund the WSIB liability. Per the **City's reserve and reserve fund policy**, the WSIB reserve fund balance should be at minimum 25% of the liability. At the last valuation done fall of 2022, the balance in the reserve was 15% of the liability.
- \$790K to the Police Operating contingency reserve to offset budget deficits arising from unforeseen events or extraordinary expenses and fund one-time operating impacts that would otherwise cause a tax rate fluctuation. Of this amount, up to \$260K will be requested to fund a community initiative to provide supplemental staffing in the downtown core. Details of the initiative and a request to access the reserve funding is included in a separate report.
- \$840K to the Police Capital reserve fund to address inflationary pressures and fund future asset management needs.

OPERATING VARIANCE REPORT:

The preliminary 2022 operating surplus for the Guelph Police Service is \$2,171K and represents a positive 4.0% variance to the full year operating budget. The Senior Leadership Team receives a high-level dashboard that focuses on measures that can have a significant impact on the **Service's financial position**. These **measures and the Service's year-end position** are discussed throughout the report. A detailed variance report is included as Appendix A.

As of December 31, 2022, most measures closed the year with a green status and signifies that the measure is within budget, or a surplus has been realized. Paid overtime closed the year with a red status and signifies that the measure is over budget.


Measure 1: Position Vacancy Target & FTE:

| Measurement | | Status |
|------------------|--------|---|
| Position Vacancy | Target |  |
| FTE | |  |

A position vacancy and rate contingency estimate of \$2,565K was included in the 2022 budget. The surplus from permanent position vacancies including benefits was \$2,864K. The savings were realized because full time equivalents (FTE) were below the authorized strength throughout the year. While the service exceeded the


position vacancy estimate included in the budget, deficits were experienced in overtime and temporary staffing costs resulting from these vacancies. As of December 2022, FTEs were below budget by 7.20 FTEs of which all vacancies were civilian positions. The authorized strength for police is 222.50 and 114.90 for civilian.

Measure 2: Overtime

| Measurement | Status |
|-------------|---|
| Overtime |  |


Paid overtime ended the year \$90K over budget. As of December 31, 2022, banked and paid hours are up year over year by 6,120 straight time hours. All areas recorded an increase in overtime hours from 2021 levels except for administration and call out – operations. A detailed overtime summary is presented later in this report.

Measure 3: Travel & Training

| Measurement | Status |
|-------------------|---|
| Travel & Training |  |

Travel and training had an overall surplus of \$9K in 2022. The surplus was mainly a result of travel related expenses (fares, meals, accommodations, and mileage) \$81K favourable compared to budget.

Measure 4: Operating Variance

| Measurement | Status |
|--------------------|---|
| Operating Variance |  |

Revenues were favourable overall by \$965K in 2022. Grant Revenues were higher than budget by \$798K mainly due to the Victim Support (VS) Grant that was not budgeted (\$130K) and the Court Security Prisoner Transport (CSPT) Grant exceeding budget by \$164K. The VS Grant revenues are offset by unbudgeted expenses and the CSPT Grant final contract was received after the budget was approved. There was also a change in accounting whereby several revenue accruals for grants were completed in 2022 that were not done in 2021. Product sales include capital sales of \$97K, which are offset by the internal charges line as a transfer to the capital reserve. External recoveries include unbudgeted revenues for special projects. User Fees and Service Charges were \$81K unfavourable mainly due to clearance checks being under budget.

Compensation was \$2,214K favourable compared to budget. Total salaries and wages were \$1,832K favorable, employee benefits \$129K favourable, and sick leave payouts \$252K favourable. Sick leave payments are fully funded from the Police Sick Leave reserve and recorded in internal recoveries.

Direct Operating Expenses were \$426K unfavourable compared to budget.

Total purchased goods were \$66K unfavourable at the end of the year, mainly due to:

- Fleet fuel costs and utilities exceeding budget.
- Additional purchases of office supplies and equipment as a result of the HQ renovation.

Total purchased services ended the year with a deficit of \$348K, mainly due to:

- Communications deficit \$77K as a result of one time charges for data ports and wiring at HQ.
- Professional services deficit \$328K, due to legal fees exceeding budget (\$138K), VS Grant expenses not budgeted (\$95K), and actual PRIDE expense over budget (\$54K).

Financial expenses were \$11K unfavourable compared to budget. The deficit includes amounts for HST on GPS parking (\$10K).

Internal charges/recoveries net to a \$582K deficit. Main factors for the unfavourable variance are:

- Internal charges include transfers to capital relating to product and vehicle sales (\$97K) and transfer to fund the sick bank (\$386K).
- Internal recoveries include transfers from sick leave reserve which were \$252K under budget. Budget was \$400K and actual sick leave payouts amounted to \$148K.
- Savings were recognized in vehicle gasoline (\$59K) and fees recovered from the City relating to volunteer clearance checks (\$120K).

Overall results include costs incurred for COVID-19 in the amount of \$591K, of which \$31K were unbudgeted costs for supplies, equipment and overtime.

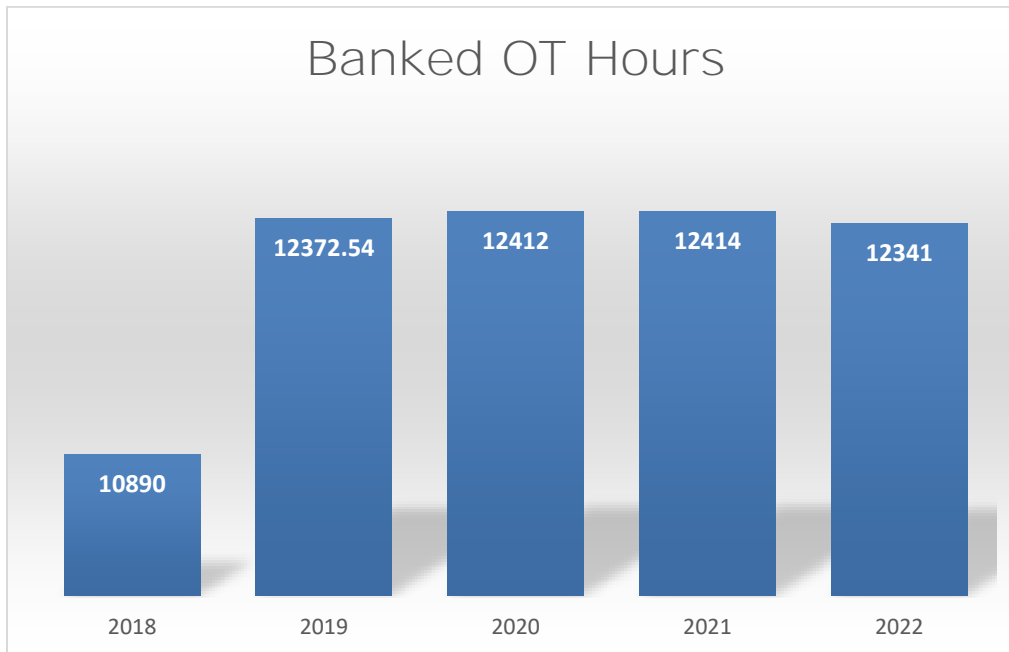
OVERTIME REPORT:

The preliminary 2022 operating results include \$1,710K of overtime costs incurred compared to a budget of \$1,006K, which resulted in a deficit of \$704K. Of the total actual overtime costs recorded, \$1,096K relates to paid overtime and \$614K relates to banked overtime.

Overtime costs include both overtime hours paid to members as well as any banked hours earned during the year. As per the collective agreement, members (with the exception of Police Inspectors) can bank up to 70 hours (GPA) and 80 hours (SOA Civilians) of overtime. The GPA now has the option of having their banked overtime paid out twice per year.

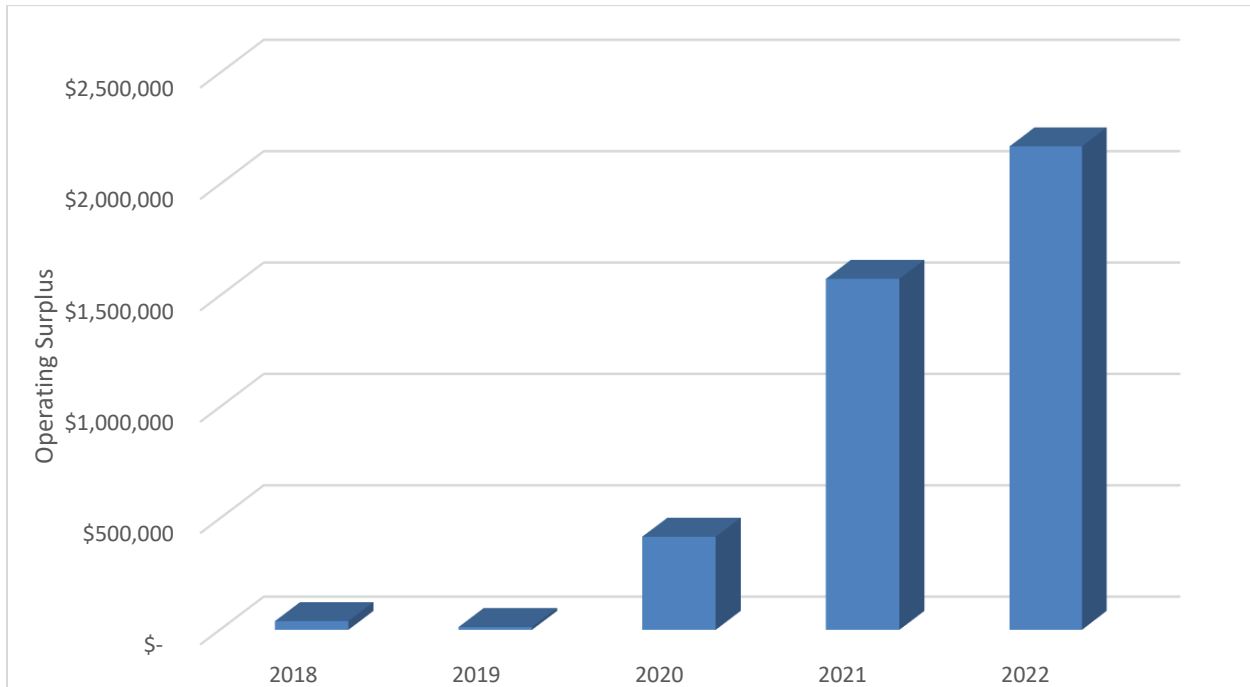
The overtime bank for members as of December 31, 2022 equaled 12,341 hours, which amounts to a \$643K liability for the service, reflecting a 73 hour and \$14K decrease over the previous year.

See Appendices C & D for additional information.



Operating Surplus Historical Trending & 2022 Year End Allocation:

As demonstrated in the below chart, the GPS' operating surplus has been between 0.03% and 4.0% of the total operating budget for the previous 5 years with the lowest surplus being recorded in 2019 and the highest in 2022.



Reserve Contributions:

Within the operating results there are contributions made to both the police and city reserves annually. The following chart shows the past five years of contributions to the City and Police reserves made via the Police operating budget. It does not show what has been funded from these reserves nor is it intended to show the year-end balances of these reserves. Year end balances will be reported with the Audited Financial Statements in July. The Guelph Police Service receives funding from the police reserves to fund expenses such as sick leave payments, headquarters renovations and equipment lifecycle replacement capital projects.

| City/Police | Description | 2018 | 2019 | 2020 | 2021 | 2022 |
|-------------|-------------------------------|---------|---------|---------|-----------|-----------|
| City-131 | Benefit Stabilization Reserve | 486,567 | 292,937 | 0 | 0 | 0 |
| City-330 | WSIB Reserve | 447,007 | 578,227 | 0 | 0 | 540,000 |
| Police-101 | Sick Leave Reserve | 360,241 | 360,566 | 800,833 | 561,708 | 385,734 |
| Police-115 | Operating Contingency Reserve | 39,000 | 0 | 417,996 | 1,575,830 | 790,000 |
| Police-158 | Capital Reserve | | | 87,900 | 3,889,103 | 4,885,432 |

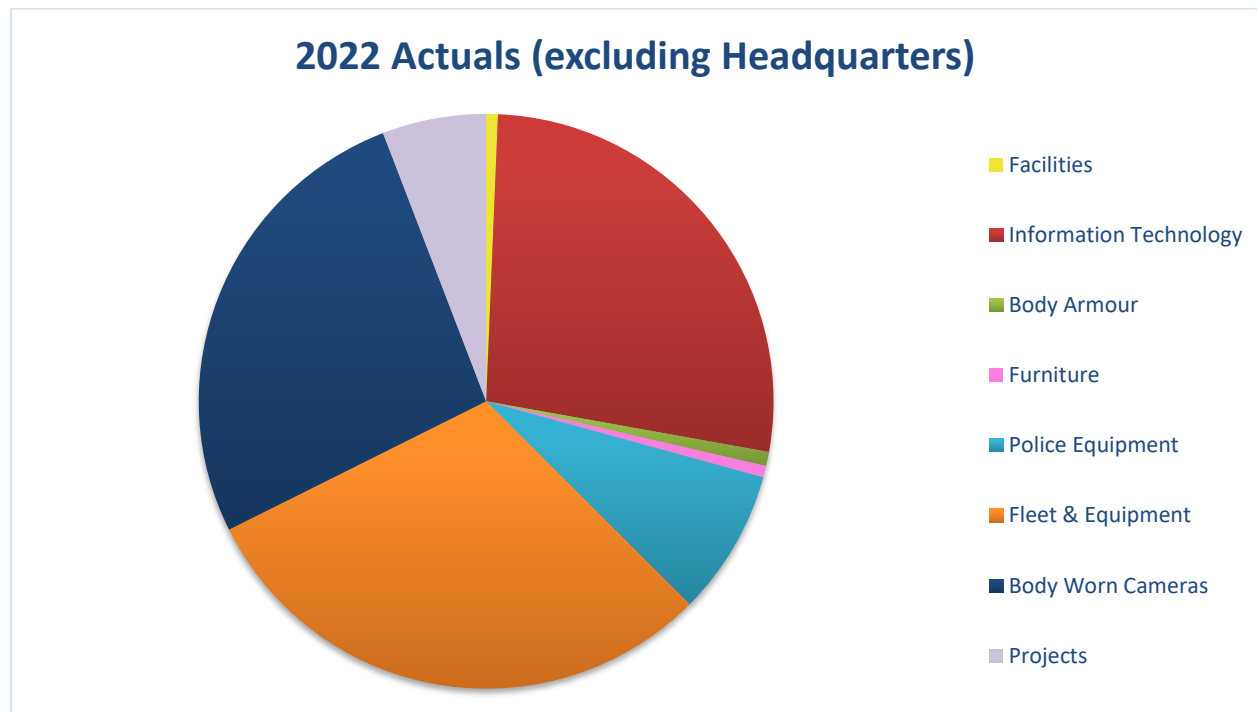
CAPITAL VARIANCE REPORT:

The preliminary capital status report as at December 31, 2022 and corresponding capital dashboard is presented for review (Appendix E). This report identifies the 2022 budget and the life to date surplus or deficit in each project. Please note that **a previous year's surplus or deficit will contribute to the overall surplus or deficit** at the end of December. Committed funds through issued purchase orders are not included as they were not received by year end.

A dashboard was developed that identifies the status of each capital project. A green status would mean that the capital spending is within budget or a surplus is expected. A yellow status would signify that a capital account is over budget with mitigation strategies in place to rectify the over spending. A red status signifies that a capital project is over budget and a mitigation strategy is being developed and implemented.

In 2022, \$4.9M was spent on capital expenditures. Approximately 45% of the spending was on the Headquarters renovation and expansion project. The next largest area of expenditure was Information Technology (15%) and Body Worn Cameras (15%).

The chart that follows show the distribution of spending for all GPS capital projects excluding the HQ project.



Lifecycle Replacement Projects:

The majority of the capital projects are for vehicle or equipment lifecycle replacements. All of the capital projects for lifecycle replacement have a green status and are in a surplus position.

Facilities Lifecycle and Equipment has a surplus of \$30K and includes costs to replace various pieces of equipment associated with the building.

The Information Technology Hardware capital account has a year-end surplus of \$555K. The surplus will be spent to replace existing technology as it reaches the end of its useful life, as well as fund some strategic projects such as outfitting select meeting rooms with hybrid meeting technology.

The Body Armour project ended the year with a surplus of \$18K. The Body Armour budget is established based on the body armour that expires within the calendar year. However, the budget can be impacted by a higher or lower than anticipated number of retirements, new hires or existing officers finding that their armour is no longer fitting properly.

The Furniture project has a year-end surplus of \$278K. The funding in the project is available to fund furniture requirements for the expanded HQ facility as well as replace existing furniture that is at the end of its useful life.

Neighbourhood Services Patrol and Field Support is in a surplus of \$162K. This project mainly includes equipment required by Tactical, Canine, Uniform and Traffic. Spending has been less than planned primarily due to the extension of scheduled replacements and delaying of some purchases as units returned to headquarters.

Executive and Admin Equipment is in a surplus of \$258K. This project includes equipment from Property, Courts, Training and Wellness areas. Spending has been less than planned primarily due to the extension of scheduled replacements.

Investigative Services Equipment is in a surplus of \$104K. This project includes all equipment in the Drug, ICE, Ident, Intel and Tech Crimes units. Spending has been less than budget due to some supply chain issues which will result in large tech crimes assets not arriving until 2023.

Fleet and Equipment is in a surplus position of \$117K. This capital project includes life cycle replacement of current fleet vehicles and associated equipment to outfit the existing fleet. It also includes any other fleet equipment such as the E-Bikes. Vehicles are forecasted to be replaced based upon standard lifecycles however, replacement only occurs after a review is completed to deem whether the vehicle is in good condition or whether we can utilize the vehicle longer. The year-end surplus is a result of the cancellation of a vehicle by the supplier that will be reordered in 2023 as well as the extension of useful life of some vehicles.

The PRIDE capital project has a \$6K surplus as a result of the Service's actual contribution towards capital costs related to PRIDE assets being slightly less than budget.

The PDRU Equipment capital project has \$25K year-end surplus due to the useful life of some assets scheduled for replacement being extended.

Projects:

Police Vehicle Expansion Project is in a surplus of \$128K and is expected to be utilized as the new budgeted vehicles arrive.

The Body Worn Camera project has a year-end deficit of \$173K due to how the budget was established versus the term of the contract for 2022-2023. The project will be on budget in 2023.

The Police Telecommunications project is in a \$95K surplus position at year end. These funds were approved by the Board to be reallocated to the NG911 project as part of the 2023 budget confirmation process. The reallocation was completed in 2023 and the Telecommunications project will be closed.

The Deployment Strategy has a year-end surplus of \$11K. The purpose of this project was to retain a consultant to **complete a review of the Service's staffing** levels and service delivery. This work was completed in early 2023 and the project will remain within budget.

The Next Generation 911 project has a deficit of \$18K. This was a new project approved by the Board as part of the 2023 budget confirmation process and is **currently funded from the Service's** operating contingency reserve. However, in Q1 2023 the first round of government funding for eligible expenses incurred from April 1, 2022 – March 31, 2023 was announced. The deficit in this project will be funded through grant money awarded for the above noted time period. Funding for expenditures from April 1, 2023 onwards is expected to be announced later in 2023 which will result in a reallocation between funding sources in the project.

The ALPR technology project ended the year in a \$524K surplus position. This is a grant funded project that was approved outside of the normal budget process. The technology was received in Q1 2023 and the project will be closed.

Facilities:

The HQ Renovation project currently has a \$2.7M deficit. This project has reached substantial completion and will not be included in GPS variance reports going forward.

STRATEGIC PLAN 2019 - 2023:

Priority 2: The need to review police resources and how they are deployed to better meet the needs of the community and members.

FINANCIAL IMPLICATIONS AND/OR RISKS:

Local Boards must request that any year-end surplus allocation via a letter to the **City's Chief** Financial Officer. This request is evaluated against all competing priorities and a recommendation is made by City staff to City Council on the surplus allocation for the entire City. Maintaining a balance in the contingency reserve equal to 5% of the services net operating budget is beneficial in balancing the risk associated with unexpected financial impacts particularly in the context of multi-year budgeted. **Contributions to the Service's capital reserve will help support** future asset management as well as mitigate inflationary pressures that are being experienced.

ATTACHMENTS:

Appendix A: 2022 Operating Preliminary Variance Report

Appendix B: Year End Operating Surplus Allocation Policy

Appendix C: Overtime Analysis by Year

Appendix D: Overtime Analysis by Type

Appendix E: 2022 Capital Preliminary Variance Report

Appendix A

Police Operating Variance Report

As at December 31, 2022

(brackets indicate a favourable variance)



| | Approved Final Budget | YTD Actuals | YTD Budgets | YTD Variance | YTD Variance % |
|--|--------------------------|--------------------|--------------------|--------------------|-------------------|
| Revenue | | | | | |
| User Fees & Service Charges | (690,500) | (609,387) | (690,500) | 81,113 | 11.7% |
| Product Sales | (500) | (101,083) | (500) | (100,583) | (20,116.6%) |
| External Recoveries | (43,500) | (191,375) | (43,500) | (147,875) | (339.9%) |
| Grants | (2,176,900) | (2,974,825) | (2,176,900) | (797,925) | (36.7%) |
| Total Revenue | (2,911,400) | (3,876,670) | (2,911,400) | (965,270) | (33.2%) |
| Expense | | | | | |
| Salary & Wages | | | | | |
| Permanent Salaries | 35,392,800 | 32,748,234 | 35,392,800 | (2,644,566) | (7.5%) |
| Temporary Salaries | 97,400 | 163,462 | 97,400 | 66,062 | 67.8% |
| Overtime | 1,005,900 | 1,709,919 | 1,005,900 | 704,019 | 70.0% |
| Special Duty | 105,200 | 147,488 | 105,200 | 42,288 | 40.2% |
| Total Salary & Wages | 36,601,300 | 34,769,103 | 36,601,300 | (1,832,197) | (5.0%) |
| Employee Benefits | 11,903,700 | 11,774,404 | 11,903,700 | (129,296) | (1.1%) |
| Other Compensation (Sick Leave Payout) | 400,000 | 147,717 | 400,000 | (252,283) | (63.1%) |
| Total Salary, Wage & Benefits | 48,905,000 | 46,691,224 | 48,905,000 | (2,213,776) | (4.5%) |
| Purchased Goods | | | | | |
| Administration & Office Expenses | 70,300 | 41,660 | 70,300 | (28,640) | (40.7%) |
| Fleet, Equipment & Vehicle | 153,750 | 165,302 | 153,750 | 11,552 | 7.5% |
| Utilities & Taxes | 294,600 | 303,908 | 294,600 | 9,308 | 3.2% |
| Operating | 277,975 | 341,985 | 277,975 | 64,010 | 23.0% |
| Personnel Supplies | 175,830 | 209,207 | 175,830 | 33,377 | 19.0% |
| Computer Software | 132,800 | 109,582 | 132,800 | (23,218) | (17.5%) |
| Total Purchased Goods | 1,105,255 | 1,171,644 | 1,105,255 | 66,389 | 6.0% |
| Purchased Services | | | | | |
| Repairs & Maintenance | 1,098,000 | 1,049,604 | 1,098,000 | (48,396) | (4.4%) |
| Communications | 576,850 | 653,474 | 576,850 | 76,624 | 13.3% |
| Training/Travel | 670,670 | 661,833 | 670,670 | (8,837) | (1.3%) |
| Professional Services | 1,615,900 | 1,944,252 | 1,615,900 | 328,352 | 20.3% |
| Contracted Services | 6,000 | 2,024 | 6,000 | (3,976) | (66.3%) |
| Rental/Leases | 80,700 | 91,152 | 80,700 | 10,452 | 13.0% |
| Permits/Approvals | 6,100 | 0 | 6,100 | (6,100) | (100.0%) |
| Total Purchased Services | 4,054,220 | 4,402,339 | 4,054,220 | 348,119 | 8.6% |
| Financial Expenses | 9,300 | 20,854 | 9,300 | 11,554 | 124.2% |
| Total Expense | 54,073,775 | 52,286,061 | 54,073,775 | (1,787,714) | (3.3%) |
| Internal Charges/Recoveries | | | | | |
| Internal Charges | 3,487,191 | 3,842,149 | 3,487,191 | 354,958 | 10.2% |
| Internal Recoveries | (400,000) | (172,615) | (400,000) | 227,385 | 56.8% |
| Total Internal Charges/Recoveries | 3,087,191 | 3,669,534 | 3,087,191 | 582,343 | 18.9% |
| Net Budget | 54,249,566 | 52,078,925 | 54,249,566 | (2,170,641) | (4.0%) |

CORPORATE POLICY AND PROCEDURE



| | |
|-----------------|---|
| POLICY | Year End Operating Surplus Allocation Policy |
| CATEGORY | Finance |
| AUTHORITY | Council |
| RELATED POLICES | General Operating & Capital Budget Policy Compensation Reserve Policy General Reserve and Reserve Fund Policy Budget Monitoring Policy |
| APPROVED BY | Council |
| EFFECTIVE DATE | April 28, 2014 (By-Law #19743) |
| REVISION DATE | As Required |

1. POLICY STATEMENT

It is the policy of the City of Guelph to allocate any year-end operating surplus that may arise from the Tax Supported or Non-Tax Supported Budgets in a manner that is consistent with Council's view of long term financial sustainability and in line with best practice financial management.

2. PURPOSE OF POLICY

To set guidelines for the allocation of any year-end operating surplus for the Tax Supported, including City Departments, Local Boards and Shared Services provided by the County of Wellington and Non-Tax Supported budgets. This policy seeks to formalize past practices with respect to the approach taken by City staff in recommending the allocation of the prior year's surplus.

3. DEFINITIONS

Non-Tax Supported Budgets – a budget that is self-sustaining and does not require a transfer from property taxes to support its operations. The current City Non-Tax Supported budgets are Water Services, Wastewater Services, Court Services and Ontario Building Code Administration. This list is subject to change.

Tax Supported Budgets – a budget that is partially or wholly reliant on a transfer from property taxes to support its operations. The Tax Supported Budgets include the City's Local Boards (Police and Library) and Shared Services.

Year-end Operating Surplus – occurs when there is an excess of revenues over expenditures in a particular year. Year end surpluses generally arise from two circumstances – higher than budgeted revenues, including one-time only revenues and/or lower than budgeted expenditures.

4. PRINCIPLES

4.1 The allocation of a year-end corporate operating surplus can only be done as part of Council approving that year's financial statements. Specifically, commitments to allocate some or all of any year-end corporate operating surplus cannot be made by Council in advance of approving that year's financial statements.

4.2 The allocation of the year-end operating surplus for Tax-Supported and Non-Tax Supported Budgets will be consistent with Council directions and objectives.

4.3 Unstable or unpredictable tax levies can adversely affect residents and businesses within the City of Guelph. In order to maintain stable and predictable levies, the City will set reserve and reserve fund targets that build sufficient reserves and reserve funds to manage the impact of unusual or unplanned cost increases or revenue reductions over multiple budget cycles.

4.4 The year-end operating surplus for Tax-Supported and Non-Tax Supported Budgets represents one-time funding that cannot be relied on to recur on an on-going basis. Therefore, any year-end operating surplus should only be allocated to fund one-time, non-recurring expenditures (i.e. Capital, replenishment of reserves and reserve funds or allocations to reserves and reserve funds to achieve targeted levels).

4.5 The year-end operating surplus for Non-Tax Supported departments will only be allocated within those operations and respective reserves and reserve funds.

5. GUIDELINES

Primary Allocation Considerations

5.1 It is recommended that the primary objective when allocating surplus funds is to transfer to operating reserves, primarily the tax rate stabilization reserve, to smooth future volatility in operating costs and tax increases. This general guideline may be superseded by more immediate financial needs identified by the CFO, but should follow these general criteria:

- a) Any surplus related to an identifiable operating reserve (such as insurance, legal, salary gapping, etc) should be transferred back to this reserve provided the predetermined reserve target has not been reached. For example, if there was a surplus in insurance or legal costs, and an overall surplus in the tax supported budget, an amount equal to the identified surplus should be returned to the insurance or legal reserve respectively.
- b) Any identified surplus amount related to volatile price changes should be transferred to the operating contingency reserve to fund up to the reserve target level. The objective is to provide funding in strong years to cover fluctuations in weaker years.

- c) Any remaining surplus funds should be directed to the tax rate stabilization reserve or other operating reserves identified by staff as underfunded.

Secondary Allocation Considerations

5.2 Local Boards may request that any year-end operating surplus be allocated to their operations via a letter to the City's Chief Financial Officer. This request will be evaluated against all competing priorities.

5.3 The annual operating surplus resulting from Shared Services managed by the County of Wellington will be considered in combination with any surplus or deficit experienced by City Departments (including General Revenues and General Expenditures).

5.4 The annual operating surplus may be allocated to fund capital work where debt had previously been identified and approved as a funding source. This will reduce future debt servicing costs and/or create capacity within the City's self-imposed debt ratios to redirect to other priorities.

6. RESPONSIBILITIES

Chief Financial Officer

- Updates and administers this policy including making recommendations via the year end operating variance report regarding the allocation of any year end surplus that is consistent with the principles and guidelines included in this policy.

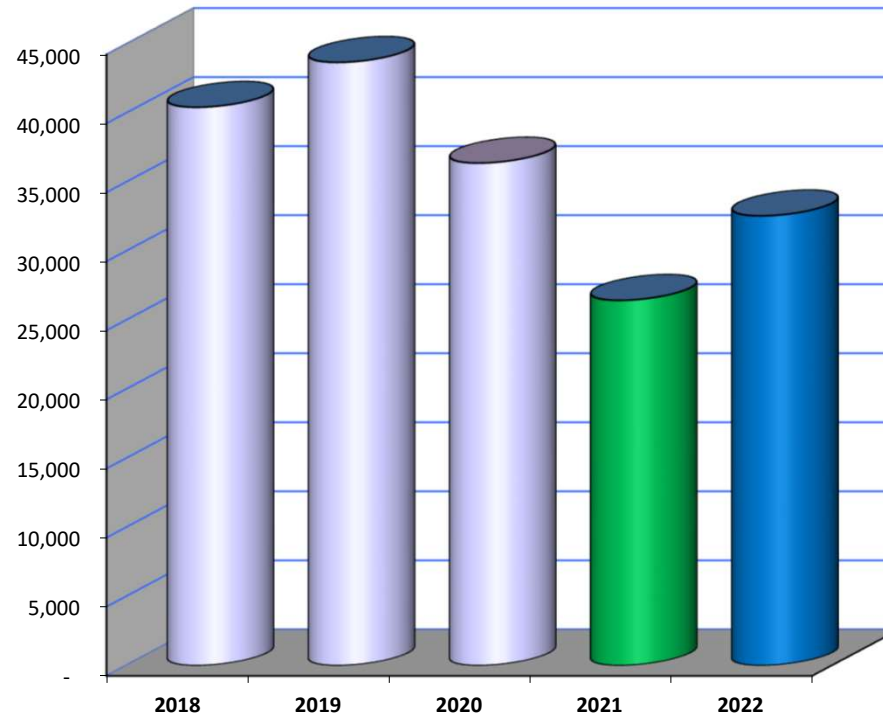
Chief Administrative Officer

- Monitors and ensures compliance with this policy in consultation with the City's Executive Team.

Appendix C

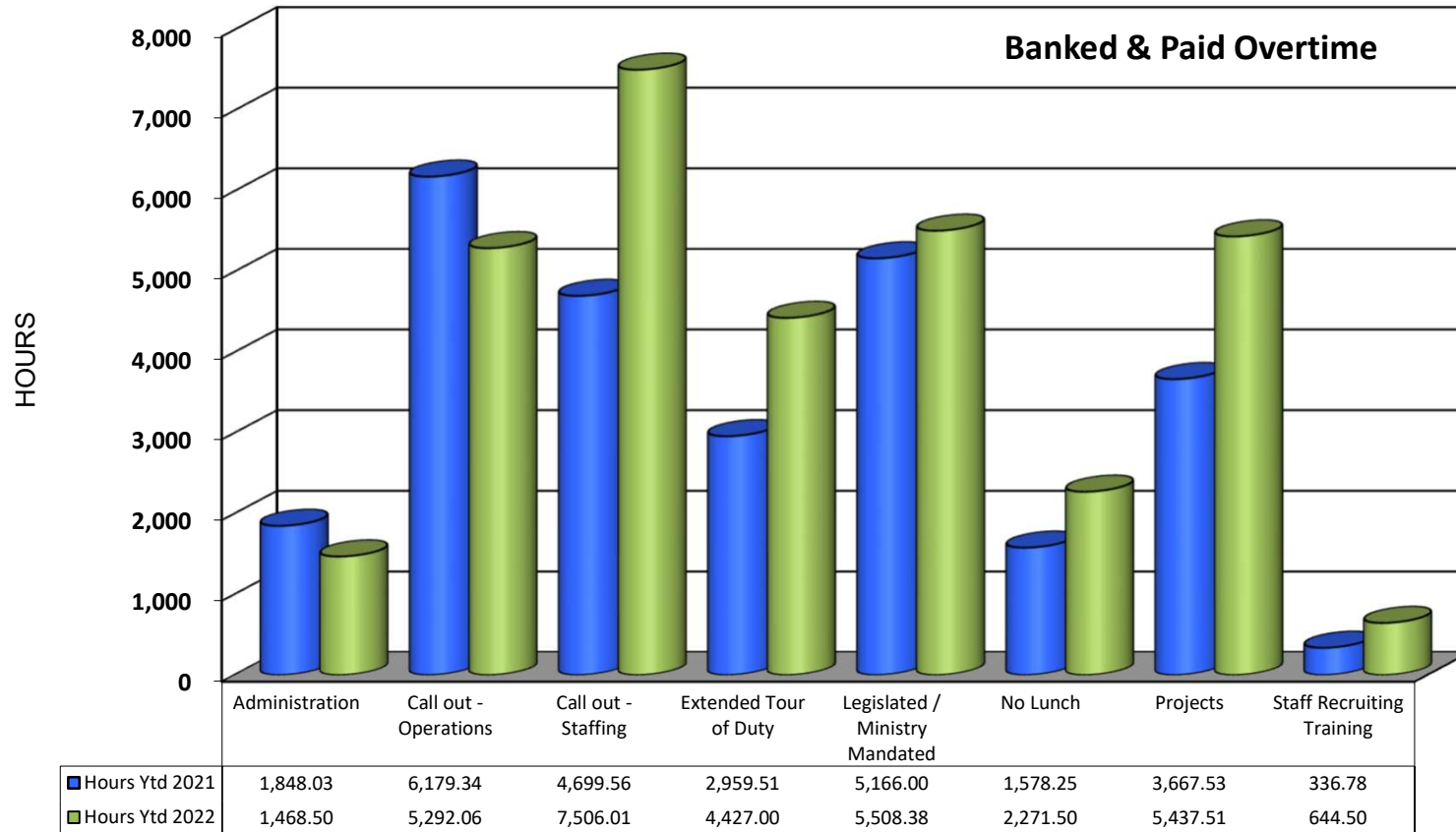
Guelph Police Service**Overtime Analysis by Year**

Paid and Banked OT Hours (2018 - 2022)



| | Year End Actual | | | | | Change | % change |
|-----------------------------|---------------------|---------------------|---------------------|---------------------|---------------------|-------------------|------------|
| | 2018 | 2019 | 2020 | 2021 | 2022 | | |
| Total Paid OT Hours | 28,155 | 30,596 | 24,913 | 16,578 | 21,497 | 4,919 | 30% |
| Total Banked OT Hours | 12,265 | 13,076 | 11,465 | 9,857 | 11,059 | 1,201 | 12% |
| Total Overtime Hours | 40,420 | 43,673 | 36,379 | 26,435 | 32,555 | 6,120 | 23% |
| Total Actual Paid Cost \$ | \$ 1,316,120 | \$ 1,401,742 | \$ 1,181,685 | \$ 824,483 | \$ 1,101,158 | \$ 276,676 | 34% |
| Total Banked Cost \$ | \$ 564,045 | \$ 598,851 | \$ 528,346 | \$ 472,090 | \$ 548,422 | \$ 76,332 | 16% |
| Total Paid/Banked \$ | \$ 1,880,165 | \$ 2,000,593 | \$ 1,710,031 | \$ 1,296,573 | \$ 1,649,580 | \$ 353,008 | 50% |

Appendix D

Guelph Police Service**Overtime Analysis by Type****Paid and Banked OT Hours (2018 - 2022)****Notes:**

Administration - Includes Materials Management, Data Services, Fleet & Facilities, Finance, Legal, HR, etc.

Call Out - Operations: includes Intelligence, Identification, Drugs, Investigation, Canine, Downtown, Pre-arranged etc. (with exception of call-mental health)

Call Out - Staff Issues: Court Services, Dispatch, Short Staff

Extended Tour of Duty - operational overtime extending a member's regular scheduled shift

Legislated/Ministry mandated - includes Statutory Holiday premium and Court Witness overtime which are uncontrollable expenses.

No Lunch - missed lunch hours @ straight time

Projects - project generated overtime is entered project specific, for example, Project 'Grow' - special drug operation.

Staffing, Recruiting & Training - overtime generated due to processing potential recruits and/or civilian members and training of existing members.

Appendix E: Capital Status Report

as at December 31, 2022

| Project Description | Status | Total Approved | (Surplus)/Deficit |
|---------------------|--------|----------------|-------------------|
|---------------------|--------|----------------|-------------------|

Lifecycle Replacement Projects

| | | | |
|----------------------------------|--|-----------|-------------|
| Facilities Lifecycle & Equipment | | \$13,300 | (\$30,494) |
| Information Technology Hardware | | \$511,100 | (\$555,557) |
| Body Armour | | \$39,600 | (\$18,402) |
| Furniture | | \$19,200 | (\$278,838) |
| NS Patrol & Field Support | | \$62,500 | (\$162,442) |
| Exec / Admin Equipment | | \$16,200 | (\$258,365) |
| Investigative Services | | \$81,000 | (\$104,482) |
| Fleet & Equipment | | \$563,300 | (\$117,616) |
| Pride Group Equipment | | \$67,700 | (\$6,371) |
| PDRU Equipment | | \$52,900 | (\$25,262) |

| Project Description | Status | Life to Date Budget | (Surplus)/Deficit |
|---------------------|--------|---------------------|-------------------|
|---------------------|--------|---------------------|-------------------|

Projects

| | | | |
|--------------------------|--|-----------|-------------|
| Police Vehicle Expansion | | \$504,100 | (\$128,136) |
| Body Worn Camera | | \$688,600 | \$173,302 |
| Police Telecom Equip | | \$265,700 | (\$95,300) |
| Deployment Strategy | | \$100,000 | (\$11,400) |
| Next Generation 911 | | \$0 | \$18,135 |
| ALPR | | \$524,000 | (\$524,000) |

Facilities

| | | | |
|---------------|--|--------------|-------------|
| HQ Renovation | | \$34,111,000 | \$2,736,340 |
|---------------|--|--------------|-------------|



Guelph Police Services Board

Open Meeting – April 20, 2023

Board Correspondence Report

Incoming Correspondence

March 27, 2023

- Canadian Association of Police Governance Notice of Annual General Meeting and Call for Nominations & Strategic Priorities

April 4, 2023

- Canadian Association of Police Governance CACOLE (Canadian Association for Civilian Oversight of Law Enforcement) Conference

Outgoing Correspondence

February 23, 2023

- Congratulatory letters to new hire B. Daw.



GUELPH POLICE SERVICES BOARD

Pride • Service • Trust •

TO: Chair Peter McSherry and Members of the Guelph Police Services Board

DATE: Thursday, April 20, 2023

SUBJECT: Human Resources Annual Report for 2022

PREPARED BY: Kelley McKeown, HR & Occ. Health, Safety and Wellness Manager
Jaclyn Millson, HR Advisor
Tracy Dupuis, Wellness Coordinator
Cheryl Lawrence, Administrative Services Assistant
Staff Sergeant Kevin King and Sergeant Dustan Howe, Professional Development and Recruitment Unit

APPROVED BY: Daryl Goetz, Deputy Chief

RECOMMENDATION:

For Information only.

SUMMARY:

The Human Resources Annual Report is provided to the Guelph Police Services Board for information and to ensure community transparency of adequate and effective staffing and support services for the delivery of policing in the City of Guelph. The Human Resources goals are aligned to the Strategic Plan to ensure processes and programs support future skill requirements and staffing demands.

REPORT:

The Human Resources Annual Report highlights the six (6) key performance indicators reported annually. The Human Resources & Occupational Health, Safety and Wellness and Professional Development and Recruiting (PDRU) units have made progress over the past year in each of the areas highlighted below. In addition, current staffing, accommodations, and leaves are included in this report.

Employment Overview:

In 2022, the authorized complement at Guelph Police Service increased by 4.73 FTE from the year prior, to 337.4 FTE.

In 2022, we celebrated and recognized long service as follows:

- 11 employees were recognized for completing 10-years of service

- 13 employees were recognized for completing 15-years of service
- 14 employees were recognized for completing 20-years of service
- 3 employees were recognized for completing 25-years of service
- 2 employees were recognized for completing 30-years of service

In addition, 14 individual employees or Guelph Police Service teams received internal awards of recognition in 2022 and 2 employees were recognized with awards from external agencies. Also, while presented in 2023, Guelph Police Service was the recipient of a co-op award from Conestoga College for the Service's leadership and support of work integrated learning, particularly in 2022, where the Service accommodated 19 student placements from the Advanced Police Foundations Program in one year.

Recruitment, Selection and Outreach Initiatives:

The Guelph Police Service continues to provide rewarding career opportunities for both civilian and police members. Recruitment continues to be a key focus primarily due to the number of retirement/resignations, growth and internal transfers. In 2022, there were 7 police vacancies due to resignations and retirement and civilian recruitment was busy with 27 civilian job postings (25.95 FTE) due to temporary, part-time and full-time vacancies.

During this same period, there were 12 police maternity/parental leaves, and these positions were left vacant, as the Service is not able to temporarily backfill for these police vacancies. These temporary vacancies contributed to surpluses in the 2022 budget.

Currently, there are 23 internal members trained to conduct the Essential Competency Interviews for the selection process (one step in an eleven-step process for hiring of a police constable). These members have completed the Ontario Police College, Essential Competency Interviewing and Background course. For each Essential Competency Interview, 2 members must participate in the interview according to the standards set out by the Constable Selection System.

Each year, there is a plan for advertising and outreach initiatives and police applications received are tracked (refer to **Appendix A**). While the previous two years were difficult years for in person outreach, in 2022 it was possible to again commence in person outreach. Applications for Police positions were not accepted during the first four months of 2022 and when equalized over 12 months, are in line with pre-pandemic levels.

Examples of 2022 Recruitment and Outreach Initiatives included:

- Recruiting presentation to Conestoga College Advanced Studies class;
- Co-op placements;
- Social media platforms were utilized to promote employment at Guelph Police Service;
- Behind the Badge series continued, to introduce GPS members and their backgrounds to the public;
- PDRU continued participation on the Guelph Police Service Diversity, Equity and Inclusion Committee;
- Attendance at Multicultural festival in Guelph and South Asian Recruitment Symposium in Toronto;
- Attendance at UGDSB and WCDSB high school job fairs and at the University of Guelph;
- Attendance at various general recruiting events.

In 2023, PDRU has plans for continued outreach initiatives at job fairs that are focused on diversity, attendance at festivals and presentations to community groups, etc.

Career Development Transfer Opportunities:

Internal movement at the Service is considered to be a positive contributor to employee development, where employees are either moving upward into positions of greater responsibility or moving laterally to gain additional knowledge, skills and experience. In 2022, there was significant movement internally in police operations with 49 transfer opportunities, which included secondments, mentoring and training assignments, and acting assignments. The rate of internal movement by employee as a percentage of headcount was 22% (refer to **Appendix B**). The Senior Leadership Team continues to focus on its commitment to succession planning and creating a learning environment.

In 2022, there were 15 civilian transfer opportunities, to full-time, part-time and acting assignments. The rate of internal movement by civilian employees as a percentage of headcount is 13.05%. Annually, the Service continues to focus on informal learning, mentoring and one-on-one discussions through job shadow initiatives, and cross-functional training opportunities.

Professional Development and Training:

The Senior Leadership Team continues to focus on planned training programs to ensure adequate and effective policing services to meet the needs of our community. The Professional Development and Recruitment Unit continues to review training processes to ensure that the Service is well aligned to meet our current and future responsibilities.

In 2022, while some training continued to be offered remotely only, or as a hybrid, many in person training opportunities were again available after 2-years of significant impact due to COVID-19. Members were supported with opportunities for training at the Ontario Police College (OPC), Canadian Police College (CPC), e-learning, in-house training and various satellite courses as follows:

- 81 different courses were completed through the Canadian Police Knowledge Network (CPKN*). Some courses included Introduction to Human Trafficking, 2SLGBTQ+ training and Basic Investigation Skills;
- 206 members attended (in person or virtually) courses, conferences, workshops, etc. either held at the Ontario Police College or a satellite location;
- 6 courses were hosted “in-house” including Patrol Rifle Operator (8 attendees); Sex Assault Course (6 attendees); Front Line Supervisor (6 attendees); Open Source Research (9 attendees); Intoxilyzer 8000C (9 attendees); and Range Safety Officer (7 attendees);
- 3 police members attended the Canadian Police College;
- 3 senior leaders completed the Rotman’s Police Leadership Program;
- Creating a Psychologically Healthy and Safe Workplace training continued for supervisors in 2022, with 10 police and civilian supervisors participating;
- A variety of courses and conferences were attended by Civilian Members in 2022 (35);
- 6 members were supported with tuition reimbursement for further education outside of work; and
- Diversity training continued and included all new members taking Gender Based Analysis training, Diversity and Inclusion training for all new Police Cadets, pre and post OPC. In-Service Diversity and Inclusion training includes a post OPC cultural appreciation program. A Diversity Training Video was created together with community partners in 2020. This Service-wide training was delivered in 2021 across the organization and continues for all new Cadets and experienced hires to provide our members with further training and insight into the diversity of the community and how the members of GPS can best serve the community.

*CPKN: Canadian Police Knowledge Network; offers select courses to individuals who are registered to training programs for careers in the law enforcement sector, including policing, private security, and other related areas. These courses cover a range of topic areas that contribute to enhanced operational, public interaction and personal well-being skills for frontline personnel.

The Service continues to invest in employee and leadership development and continues to focus on building a pool of qualified candidates for critical positions at the Service to ensure the delivery of sustainable and quality police services for the City of Guelph. Other programs offered at the Service include the Skills Development and Learning Program, the annual transfer process, coach officer program, specialized skills training, promotional process, mentorship and leadership training to name a few.

In 2022, the Service implemented a new Internal Support Network (ISN) procedure. The first member led ISN is a Women's Internal Support Network (WISN). ISN's are designed to help specific self-identified groups of members, both civilian and sworn, to share information, experiences, guidance and mentoring with the aim of fostering and enhancing job satisfaction as well as promoting personal and professional development.

Current Staffing including Accommodations and Leaves:

The Guelph Police Service recognizes the value and contribution of all members in providing accommodated work placements in accordance with policies, the Police Services Act, the Ontario Human Rights Code, the Adequacy and Effectiveness Regulation and the Accessibility for Ontarians with Disabilities Act. Within our staffing complement, the Human Resources unit would like to highlight current leaves and workplace accommodations:

- There are currently eleven (11) police members who are accommodated as a result of injury/illness including pregnancy. Workplace accommodations have been arranged in various units across the Service and through assignment to special projects, and bundling of tasks;
- Twenty five (25) police members are currently off work due to injury, illness (23) or maternity/parental leave (2) of which six (6) positions have been backfilled;
- One (1) civilian member has workplace restrictions;
- Ten (10) civilian members are off work on medical leaves. Six (6) of these positions have been permanently backfilled;
- All civilian positions that become vacant are reviewed in accordance with the salary gapping mandate and if it is determined that they will be posted, the position is temporarily backfilled for the time period of the injury/illness or leave so there is limited impact on staffing civilian positions at present.

Over the past 10 years, accommodations and increased leaves have been putting continuous pressures on the Service staffing. The average monthly accommodations year-over-year are tracked for police members (refer to **Appendix C**). Here are some of the challenges the Service is facing currently:

- Increased pressures in all work units to handle more work with less people impacting on member wellness;
- Cost implications for overtime and call-out requests to properly staff the work units;
- Inability to grant time off in accordance with the collective agreement as there is a requirement to properly staff each work unit in accordance with the Police Services Act; and
- More complex accommodation requirements.

The average accommodations monthly for police in 2022 has increased by one (1) from the previous year and civilians has increased by two (2). Civilian accommodations have been manageable given that these positions typically are backfilled temporarily.

Commitment to Member Safeguard Programs and Wellness Initiatives:

The Guelph Police Service focuses on workplace health and wellness by creating and maintaining a healthy workplace with a supportive culture that openly values members. Some of the supportive programs offered are highlighted below:

- Employee and Family Assistance Program (EFAP)
- Leadership Development and Training
- Critical Incident Stress Management Team (CISMT)
- Safeguarding Program (psychological assessments)
- Commitment to First Responders Legislation
- Promotion of psychological supports through employee benefits and broadening of eligible service providers
- Supports through IMPACT (Integrated Mobile Police and Crisis Team)
- WSIB presumptive legislation
- TRAC Group disability management services
- Onsite fitness facility
- Dedicated Wellness Coordinator position to support employee wellness
- Dedicated Health and Safety Advisor position (new in 2022)

To ensure a safe, healthy and vibrant police service, members are encouraged to be active and to take care of their personal wellbeing. Following, are some of the 2022 wellness initiatives that were offered to members last year (refer to **Appendix D**):

- Flu Clinic
- COVID-19 support
- Fitness Incentive Program
- EFAP Program
- Ergonomic assessments and purchase of equipment and assistive devices to provide support and prevention
- Purchase of small gym equipment and equipment maintenance
- Employee resources (wellness magazines, books and articles)
- Organizational Health Portal
- Physical Health Fitness Challenge
- Mental Health Wellness Sessions (Communicators)
- Early Intervention Pilot Program for First Responders
- Beyond Operational Stress Program
- Onsite Yoga Sessions
- Various wellness focused webinars offered throughout the year
- Focused wellness initiatives/activities to promote wellness and employee engagement such as selfcare bingo, nature photo challenge, etc.

Attrition Rates and Retirement Projections for 2023-2027:

While lower overall by 27% from 2021, retirements and resignations have continued which results in Guelph Police Service losing talent and experience. A continued challenge and pressure for the Service will be finding qualified and diverse applicants to fill these police and civilian vacancies.

The annualized attrition rate is an important measurement. In 2022, the civilian attrition rate was 5.22% as a percentage of headcount. During this same period, the police attrition rate was 3.15% as a percentage of headcount (refer to **Appendix E**).

Retirement projections require analysis of the employee demographics including average age and years of service at retirement. For police members, using the 10-year period of 2013-2022, the average age at retirement at Guelph Police Service is 56. The second factor considered is years of service to project police retirements. According to police trends, the average years of service for retired police members is between 30 and 35 years of service consistent with previous years. For civilian retirements, the normal retirement age is assumed in accordance with the OMERS plan for projections.

Further analysis has been conducted for estimated attrition rates over a 5-year period from 2023-2027 using OMERS data (refer to **Appendix F**). After analyzing the demographics and considering the OMERS data provided, the Service is anticipating approximately 15 civilian members will retire within this 5-year period and approximately 30 police members will retire over the 5-year period (2023-2027). Based on this analysis, it is anticipated that approximately 13% of the current headcount will retire in this 5-year period. These projections have not changed significantly when compared to the last few years. This number is consistent with Statistics Canada's forecast (2018 data available at the time of writing the report) noting that 11% of all police officers in Canada were eligible to retire with unrestricted pension based on age or years of service.

In summary, with upcoming retirements, anticipated vacancies for maternity and general leaves, and ongoing pressures due to accommodations and leaves, the Service continues to strategize various options at the senior leadership level to manage these gaps. Some of these strategies include ongoing workforce assessments, temporary redeployment to cover critical areas, enhancement to disability management services, temporary contract coverage, consultation with police services across the province, continuous commitment to training and development, mentoring assignments, exploring new programs and supports and workplace flexibility.

CORPORATE STRATEGIC PLAN:

Strategy 2, Organizational Health and Service Effectiveness.

FINANCIAL IMPLICATIONS AND/OR RISKS:

Costs associated with compensation, benefits, training, and recruitment are monitored closely with the intent to contain costs within the overall annual budget.

ATTACHMENTS:

Appendix A-F

Appendix A

| Year | # of Police Cadet Applications | |
|------|--------------------------------|----|
| 2022 | 92 | ** |
| 2021 | 483 | |
| 2020 | 534 | |
| 2019 | 154 | |
| 2018 | 274 | |
| 2017 | 377 | |
| 2016 | 384 | |
| 2015 | 602 | |
| 2014 | 647 | |
| 2013 | 136 | * |
| 2012 | 450 | |
| 2011 | 530 | |
| 2010 | 400 | |
| 2009 | 350 | |
| 2008 | 265 | |

*Scaled down recruitment activities due to low staff turnover; removed advertisements from ATS site and Guelph Police Service website.

**Applications were not accepted between January – April 2022.

Appendix B

| Rate of Internal Movement as a % of Headcount | Police | Civilian |
|---|--------|----------|
| 2022 | 22.0% | 13.05% |
| 2021 | 38.65% | 7.26% |
| 2020 | 62.47% | 21.78% |
| 2019 | 29.2% | 17.6% |
| 2018 | 35.0% | 26.0% |
| 2017 | 24.0% | 30.0% |
| 2016 | 15.0% | 26.0% |
| 2015 | 18.0% | 38.0% |
| 2014 | 25.0% | 13.4% |
| 2013 | 21.0% | 9.0% |

Appendix C

| Average Monthly Accommodations | | |
|--------------------------------|--------|----------|
| | Police | Civilian |
| 2022 | 10 | 4 |
| 2021 | 9 | 2 |
| 2020 | 9 | 1 |
| 2019 | 9 | 1 |
| 2018 | 7 | 2 |
| *2017 | 8 | 3 |
| 2016 | 13 | 5 |
| 2015 | 14 | 5 |
| 2014 | 12 | 5 |
| 2013 | 13 | 2 |

*Introduction of presumptive legislation (Ontario passed legislation that will create a presumption that post-traumatic stress disorder (PTSD) diagnosed in first responders is work-related), therefore, accommodations have decreased and leaves have increased.

Appendix D

| Wellness | Flu Clinic # members | Flu Clinic % of headcount | Fitness Incentive # members | Fitness Incentive % of headcount | EFAP utilization |
|----------|-------------------------|------------------------------|-----------------------------------|-------------------------------------|---------------------|
| 2022 | 77.00 | 22.82% | 93.00 | 27.56% | 10.10% |
| 2021 | 90.00 | 27.05% | 90.00 | 27.05% | 10.05% |
| 2020 | 96.00 | 28.85% | 80.00 | 24.07% | 14.19% |
| 2019 | 67.00 | 22.2% | 91.00 | 30.1% | 14.52% |
| 2018 | 66.00 | 22.6% | 75.00 | 25.3% | 19.46% |
| 2017 | 66.00 | 22.6% | 74.00 | 25.3% | 24.50% |
| 2016 | 76.00 | 26.4% | 85.00 | 29.6% | 14.77% |
| 2015 | 94.00 | 32.9% | 86.00 | 30.1% | 26.17% |
| 2014 | 94.00 | 33.0% | 50.00 | 17.6% | 17.45% |
| 2013 | | | | | 26.51% |

Appendix E

Police

| Year | Retirement | Resignation- Other Service | Resignation- Other (i.e. relocation, career change) | Total |
|------|------------|----------------------------------|---|-------|
| 2022 | 1 | 4 | 2 | 7 |
| 2021 | 11 | 2 | 0 | 13 |
| 2020 | 7 | 1 | 3 | 11 |
| 2019 | 7 | 0 | 1 | 8 |
| 2018 | 9 | 0 | 0 | 9 |
| 2017 | 7 | 1 | 2 | 10 |
| 2016 | 2 | 1 | 0 | 3 |
| 2015 | 6 | 1 | 1 | 8 |
| 2014 | 6 | 3 | 0 | 9 |
| 2013 | 1 | 0 | 0 | 1 |
| 2012 | 1 | 1 | 0 | 2 |

Civilian

| Year | Retirement | Resignation- Other Service | Resignation- Other (i.e. relocation, career change) | Total |
|------|------------|----------------------------------|---|-------|
| 2022 | 4 | 0 | 2 | 6 |
| 2021 | 1 | 1 | 3 | 5 |
| 2020 | 4 | 0 | 1 | 5 |
| 2019 | 6 | 0 | 2 | 8 |
| 2018 | 4 | 0 | 2 | 6 |
| 2017 | 5 | 0 | 0 | 5 |
| 2016 | 1 | 1 | 0 | 2 |
| 2015 | 4 | 3 | 2 | 9 |
| 2014 | 1 | 0 | 0 | 1 |
| 2013 | 1 | 0 | 2 | 3 |
| 2012 | 0 | 0 | 1 | 1 |

* Numbers above DO NOT include terminations or death or termination of temporary employees, or termination/retirement of employees on backfilled long term leaves.

Appendix F

| Group | 2023 | 2024 | 2025 | 2026 | 2027 | Totals |
|-----------------------|-----------|----------|----------|-----------|-----------|-----------|
| Police Constable | 0 | 2 | 1 | 5 | 5 | 13 |
| Police Sergeant | 1 | 0 | 1 | 1 | 1 | 4 |
| Police Staff Sergeant | 2 | 1 | 0 | 3 | 2 | 8 |
| Police Inspector | 1 | 0 | 2 | 1 | 0 | 4 |
| Police Executive | 1 | 0 | 0 | 0 | 0 | 1 |
| GPA Civilian | 6 | 2 | 1 | 0 | 3 | 12 |
| SOA Civilian | 2 | 0 | 1 | 0 | 0 | 3 |
| Totals | 13 | 5 | 6 | 10 | 11 | 45 |

* This information provides an estimate using the OMERS early unreduced pension provisions.



GUELPH POLICE SERVICES BOARD
Pride • Service • Trust •

OFFICE OF THE CHIEF OF POLICE

TO: Chair Peter McSherry and Members of the Guelph Police Services Board

DATE: Thursday, April 20, 2023

SUBJECT: Supplemental Staffing to Support our Downtown Community

PREPARED BY: Inspector Scott Grover, Neighbourhood Services Field Support

APPROVED BY: Deputy Chief of Operations, Steve Gill

RECOMMENDATION:

THAT the Guelph Police Services Board approve supplemental staffing to support our Downtown Community;

FURTHER THAT the Guelph Police Services Board recommends that up to \$260,000 be transferred from the Police Operating Contingency Reserve (#115) to fund this initiative;

AND THAT the Guelph Police Services Board forwards this information to Guelph City Council requesting approval to utilize the reserve funding for this initiative.

SUMMARY:

In response to community requests for an increased police presence in the downtown core, and in alignment with our Strategic Plan, we are requesting approval to deploy additional members in our downtown between April 3, 2023 and August 30, 2023. No additional funds are being requested to support this initiative as we are requesting surplus funds from the 2022 budget year be allocated to support this deployment.

REPORT:

Our service has received numerous requests for additional police visibility in our downtown core from many community stakeholders including residents, business, and visitors to our downtown. Our current deployment of resources to support our downtown includes a full-time Downtown Community Resource Officer and a number of front-line members who are primarily assigned to our downtown. Despite these existing resources, operational demands make it impossible for our service to maintain the level of visibility and proactive interaction with our citizens that our community is requesting.

In an effort to support our downtown, and to enhance both the perception and **reality of safety, we are requesting the Board's support to deploy additional** resources from April 3, 2023 to August 31, 2023.

Resources permitting, two additional officers will be deployed to the downtown each day from 10:00 a.m. to 6:00 p.m. The primary role of these supplemental resources is to increase police presence, visibility, and proactive engagement with the residents, businesses, and visitors in our downtown. These additional officers will coordinate their patrols with our Downtown Community Resource Officer to ensure appropriate coverage and to direct patrols to priority areas.

As indicated previously, we are not requesting additional funds to support this deployment. Rather, we are requesting the Board approve the use of surplus funds from the 2022 budget year. The \$260,000 requested is the estimated cost to support this initiative which will be staffed via pre-arranged overtime shifts.

Appropriate data will be collected in the coming weeks and months to evaluate the results of this initiative and to assess, from the perspective of our community, its effectiveness to enhance both the perception and reality of safety for our citizens.

CORPORATE BUSINESS PLAN:

This initiative aligns with the Guelph Police Service Strategic Plan, specifically our Downtown priority.

FINANCIAL IMPLICATIONS:

The estimated cost of this initiative is \$260,000 and staff are requesting that funding be allocated from the Police Operating Contingency Reserve. The request to access this funding was noted in the December 2022 Financial Variance Report included in the April board package as part of the recommended 2022 year end surplus allocation. GPS staff have consulted with City staff and they are supportive of utilizing reserve funding in this amount for the initiative. Should City Council not approve the reserve funding, the initiative will be discontinued.

ATTACHMENTS:

Nil