



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, June 15, 2023; 2:30 p.m.

Location: Electronic Meeting

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

Closed Session: 12:30 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 | Crime Stoppers Guelph Wellington Annual Report
Sarah Bowers-Peter, Program Coordinator | Information |
| 5.2 | Delegation: Duncan MacKenzie and Mike Darmon
re: Loud Vehicle By-Law Enforcement | Information |
| 5.3 | Delegation: Donna Jennison re: Loud Vehicle By-Law Enforcement | Information |
| 5.4 | Delegation: Luke Weiler re: Loud Vehicle
By-Law Enforcement | Information |
| 6.0 | Approval of Minutes of the Open Meeting, May 18, 2023 | Decision |
| 7.0 | Approval of Agenda | Decision |
| <u>PART 1 - CONSENT</u> | | |
| <i>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.</i> | | Decision |
| 7.1 | Human Resources Report – Member Appointments | Decision |

7.2 Board Correspondence Report Information

7.3 Sponsorship Request: Canadian Association of
Police Governance Decision

7.4 Guelph Police Service Promotions Information

PART 2 – DISCUSSION

7.5 Supportive Staffing Decision

7.6 2022 Annual Report Information

7.7 Annual Use of Force Report Information

7.8 Chief's Monthly Report Information

7.9 New Business

8.0 Information Items

- Next Open Meeting: July 20, 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 – May 18, 2023

An Open meeting of the Guelph Police Services Board was held by teleconference call on May 18, 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
C. Guthrie, Member
P. Allt, Member
L. LaCelle, Executive Assistant
G. Cobey, Chief of Police
D. Goetz, Deputy Chief of Police
S. Gill, Deputy Chief of Police
J. Sidlofsky Stoffman, Legal Counsel
L. Pelton, Finance Manager
J. Allsop, Executive Assistant

Regrets: J. Armstrong, Vice-Chair

1.0 Welcome and Introductions

Chair McSherry welcomed everyone to the meeting and asked that a moment of silence be observed in recognition of OPP Sgt. Eric Mueller, who lost his life in the line of duty when responding to a disturbance call on May 11, 2023.

2.0 Meeting Called to Order and Territorial Acknowledgment

Chair McSherry called the meeting to order at 2:33 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 C. Guthrie

Seconded by P. Allt

THAT the Guelph Police Services Board support the Michael House 2023 Golf Tournament in the amount of \$500.00, with funds to be paid from the Community Account.

- CARRIED -

Moved by C. Guthrie

Seconded by P. Allt

THAT the Guelph Police Services Board support the Special Olympics 2023 Torch Run in the amount of \$1,000.00, with funds to be paid from the Community Account.

- CARRIED -

5.0 Presentations/Delegations – None

6.0 Approval of Minutes of the Open Meeting, April 20, 2023

Moved by P. Allt

Seconded by C. Guthrie

THAT the Guelph Police Services Board approve the Open Meeting minutes of April 20, 2023.

- CARRIED -

7.0 Approval of Agenda

Moved by P. Allt

Seconded by C. Guthrie

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

- CARRIED -

Part 1 – Consent Agenda

Moved by P. Allt

Seconded by C. Guthrie

THAT the Consent Agenda items be approved.

- CARRIED -

7.1 Human Resources Report – Member Appointments

THAT Andrew Cooper be appointed as a full-time member of this Service effective May 1, 2023.

7.2 Property and Surplus Goods (Auction) Annual Report

THAT the report titled "Property and Surplus Goods Auction Report," and dated May 18, 2023, be received for information.

7.3 Board Correspondence Report

THAT the report titled "Open Meeting – May 18, 2023 Board Correspondence Report," and dated May 18, be received for information.

7.4 Budget Signing Authority

THAT the report titled "Budget Signing Authority," and dated May 18, 2023, be received for information.

7.5 Budget Calendar Report

THAT the report titled "2024 Budget Calendar" and dated May 18, 2023, be received for information.

Part 2 – Discussion Agenda

7.6 Operating and Capital Budget Q1 Quarterly Variance Report

Chief Cobey indicated that all measurement areas in the report have a green status as of March 2023, which means that all measures are within budget or a surplus is expected.

7.7 **Chief's Monthly Report**

- On May 7, 2023, members of the Service attended the Ontario Police Memorial Foundation Ceremony of Remembrance at Queen's Park. Members' presence at this important event is a demonstration of commitment to remembering those who have made the ultimate sacrifice, and supporting their families. The Chief expressed sincere thanks to Chair McSherry and Vice-Chair Armstrong for attending this event along with members.
- Again, we find ourselves today morning the loss of another dedicated police officer. Today, members of the Service and officers from across Ontario and Canada attended the funeral service for Sgt. Eric Mueller, a 21 year member of the OPP. He was shot and killed while responding to a shots fired call on May 11, 2023.
- Sgt. Mueller is one of 10 police officers who in recent months have made the ultimate sacrifice in service to their communities. It is important to honour and remember these dedicated members of our policing family and honour the service and sacrifice that they and their families have made.
- In addition to Sgt. Mueller, Chief Cobey recognized the following officers who have recently lost their lives:
 - Cst. Harvinder Singh Dhami, RCMP
 - Sgt. Maureen Breau, Quebec Provincial Police
 - Cst. Travis Jordan, Edmonton Police Service

- Cst. Brett Ryan, Edmonton Police Service
 - Cst. Greg Pierzchala, OPP
 - Cst. Shaelyn Yann, RCMP
 - Cst. Devon Northrup, South Simcoe Police Service
 - Cst. Morgan Russell, South Simcoe Police Service
 - Cst. Andrew Hong, Toronto Police Service
-
- Chair McSherry thanked Chief Cobey for his comments and for humanizing the individuals who sacrificed their lives in the line of duty.
 - On Saturday, May 13, 2023, the Guelph Police Service Open House was hosted as part of Police Week. This event was an excellent opportunity to meet and chat with the citizens of Guelph.
 - The Chief provided an update on the Supplemental Staffing Initiative to Support the Downtown which has been in place since April. The Chief provided the following statistics on the initiative:
 - In April this year alone, there were 130 proactive dedicated patrols in the downtown, an 88% increase over the same period last year.
 - In the first two weeks of May this year, there were 85 documented proactive patrols, a 254% increase from the same two week period last year.
 - In the last three weeks, there has only been one day where the Downtown Resource Officer or supplemental officers weren't in the downtown.
 - The Chief reported that in addition to the metrics, in the last several weeks, there have been many kind calls, emails, and observations on how much people appreciate the presence in the downtown.
 - This initiative has been very well received.
 - A survey is being developed and will be launched for citizens in the downtown as well as businesses in order to obtain metrics as far as how the community is feeling in relation to the initiative.
 - There are many days now where two to four people are dedicated just in the downtown.

- C. Guthrie commented that in his role as Mayor, he has received many comments from people and businesses in the downtown who are thrilled to see the proactive response of officers.
- Chief Cobey updated the Board regarding the KPMB Staffing and Service delivery review which was discussed at the April, 2023 Board meeting. Strategies and initiatives are being developed based on the results of that review, and staff will begin bringing those to the Board at the June, 2023 meeting.

7.8 New Business – None

8.0 Information Items

- Next Open Meeting: Thursday, June 15, 2023, 2:30 p.m., via Teams meeting, livestreamed on YouTube.

9.0 Adjournment

Moved by C. Guthrie

Seconded by P. Allt

THAT the Open meeting of the Guelph Police Services Board rise and recess at 2:50 p.m.

- CARRIED -

P. McSherry, Vice-Chair

L. LaCelle, Executive Assistant



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, June 15, 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 Drew Neil as a Temporary Special Constable in the Neighbourhood Services Unit with our Service effective May 23, 2023.

Drew is a graduate of Conestoga College with a Bachelor of Community and Criminal Justice. He left his position at Analytic Works Inc. as a Data Analyst to join our Service.

MOVED THAT:

- Drew Neil be appointed as a temporary full-time member of this Service effective May 23, 2023.

FURTHER THAT:

A board motion is required to appoint Steven Kuntz as the Facilities Manager with our Service effective June 05, 2023.

Steven is a licensed Industrial Maintenance Mechanic (Millwright) and Certified Building Commissioning Professional who was previously employed by the City of Guelph as a Building Performance Specialist.

MOVED THAT:

- Steven Kuntz be appointed as a full-time civilian member of this Service effective June 05, 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

Open Meeting – June 15, 2023

Board Correspondence Report

Incoming Correspondence

May 18, 2023

- Correspondence from CAPG requesting sponsorship donation for 2023 CAPG Conference.

Outgoing Correspondence

May 23, 2023

- Congratulatory letters to new hire A. Cooper.



GUELPH POLICE SERVICES BOARD
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OFFICE OF THE POLICE SERVICES BOARD

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

DATE: Thursday, June 15, 2023

SUBJECT: Sponsorship Request: Canadian Association of Police Governance

PREPARED BY: Leslie LaCelle, Executive Assistant

APPROVED BY: Chair Peter McSherry

RECOMMENDATION:

THAT the Guelph Police Services Board sponsor the 2023 Annual Conference of the Canadian Association of Police Governance in the amount of \$500.00

SUMMARY:

Each year, the Canadian Association of Police Governance (CAPG) issues a request to sponsor their annual conference. The request to support the 2023 CAPG annual conference is attached for the Board's review and consideration.

REPORT:

As noted in the request, the conference planning committee is requesting support to help offset the cost of putting together this conference. It is being recommended that the Board sponsor the conference in the amount of \$500.00. The Board has previously sponsored CAPG annual conferences in this amount in 2021 and 2022.

CORPORATE BUSINESS PLAN:

As the civilian governance body for the Guelph Police Service, the Guelph Police Services Board provides governance, oversight, and guidance with a view to ensuring effective service delivery to the community.

FINANCIAL IMPLICATIONS:

\$500.00 sponsorship funds are available through the 2023 Board Budget.

ATTACHMENTS:

Sponsorship Request – Canadian Association of Police Governance

May 16, 2023

Guelph Police Services Board
PO Box 31038 RPO Willow West
Guelph, ON N1H 8K1

Dear CAPG Member:

RE: Support for the 34th Annual Conference of the Canadian Association of Police Governance

On behalf of the CAPG Board of Directors, I am writing to request your support for the 34th Annual Conference of the Canadian Association of Police Governance (CAPG). The conference will take place in St. John's, Newfoundland, on August 16 – 18th, 2023.

The theme for this year's conference is **GOVERNANCE TALKING: Conversation Streams & Deep Dives**. We have an amazing line up of leading thinkers and experts from across the country who will take the stage and join a conversation that has been a long time coming. We are very excited to launch this very unique format of a conference experience. One room. One continuous conversation that flows and engages and is transmitted by live feed to those who are unable to attend.



"This event has the potential to be a major milestone in shifting the narrative on policing in our country. I've always believed that effective governance is the foundation of all we do in policing and if we are to come out of this exceedingly difficult time, Boards and Commissions must be bold in asserting their right and responsibility to lead, in a symbiotic relationship with others in the arena." - Devon Clunis

Costs for everything have risen dramatically in the last year and everyone's budgets have been touched. We are in a different situation in St. John's, operating without local assistance or a host. That is why we are asking for your support. Any amount your board/commission or organization can provide will really help us offset the cost of putting on this first-rate conference. Our members have shown their generosity and commitment by sponsoring coffee breaks, dinners, lunches or simply contributing whatever their budget can manage. There are a variety of exceptional sponsorship opportunities available that have been tailored to provide a high level of recognition and visibility for your organization.

We are sincerely grateful for any contributions you are able to make. We commit to making the conference experience unique and rewarding for everyone who attends. A copy of the updated conference program is attached for reference.

On behalf of the CAPG board of directors, I look forward to your positive reply.

Sincerely,



Jennifer Malloy
CAPG Executive Director



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, June 15, 2023

SUBJECT: Guelph Police Service Promotions

PREPARED BY: Juanita Allsop, Executive Assistant to the Chief

APPROVED BY: Chief of Police Gord Cobey

RECOMMENDATION:

For information only.

REPORT:

The following promotions came into effect April 16, 2023:

Inspector Jeimy Karavelus
Staff Sargeant Brad Saint
Sergeant Dan Connelly

The following promotion came into effect April 3, 2023:

Deputy Chief Steve Gill

FINANCIAL IMPLICATIONS:

The salary and benefit costs associated with promotional increases are included in the 2023 Operating budget.

ATTACHMENTS:

Nil



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, June 15, 2023

SUBJECT: Supportive Staffing Model Implementation

PREPARED BY: Kelley McKeown, Manager, HR and Occupational Health, Safety and Wellness, Sarah Purton, Finance Manager, and Lisa Pelton, Finance Manager

APPROVED BY: Daryl Goetz, Deputy Chief of Administration

RECOMMENDATION:

1. THAT the Guelph Police Services Board authorize the hiring of 4.0 Constable Full-Time Equivalents over complement in 2023 as a critical first step in order to support the active staffing model outlined in the KMPG Staffing and Service Delivery Study and to provide critical support to our front line response capacity; and
2. THAT the Guelph Police Services Board receive the 2023 funding strategy and 2024 - 2027 forecasted budget impacts related to these supportive staffing positions for information.

SUMMARY:

Since the introduction of presumptive legislation for first responders in 2016, the Service has experienced an increased level of both workplace (combination of presumptive leaves and other work-related illnesses and injuries) and non-workplace related leaves. Despite the introduction of presumptive legislation and the increased number of presumptive WSIB leaves, there has not been a corresponding increase to the WSIB budget. As a result of the shortfall in the WSIB budget since the introduction of this legislation and expectations that the Service operate within its authorized complement, these leaves have been managed by consistently operating at a reduced deployable member complement in order to provide those on leave with the required support and operate within the approved budget. This situation is no longer viable or sustainable. Therefore, staff are requesting the Board's approval to begin implementing the active staffing model

included as recommendation #4 of the KPMG Staffing and Service Delivery Study (Appendix 1). The active staffing model aims to provide much needed staffing support for any police or civilian member who has been on a presumptive WSIB leave of 1-year or greater for which there is no current prognosis for a return to work. This model would assist by ensuring those on leave receive the required support, address the service delivery gaps resulting from lost capacity, and provide critical member wellbeing supports for those who remain in the workplace. 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. Context around the state of policing resources in Ontario and the personal impact this has both on the identity of a police officer and their commitment to duty are provided in the two excerpts from the Coroner's Report below:

"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." (page 6)

"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." (page 10)

Furthermore, commentary specific to presumptive leaves and courses of action or pathways to better outcomes can be found on pages 8 and 11 of the report respectively.

Pathway #4 from the report is provided below and speaks directly to the concept of the proposed active staffing model.

Pathway 4: Resourcing, Accommodation and Burnout (Excerpt from the Report of the Expert Panel on Police Officer Deaths by Suicide Report):

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 consider 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. 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 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.

For 2023, staff are requesting Board approval to hire 4.0 constable FTEs over complement to provide supportive staffing as a critical first step in implementing the active staffing model recommended by KPMG. These FTEs would be included in the September 2023 intake at the Ontario Police College (OPC), ensuring that they will be available to provide supportive staffing at the GPS early in 2024.

REPORT:

Background & Leave Data:

In 2016, the Workplace Safety Insurance Act was amended to include post-traumatic stress disorder (PTSD) presumption for first responders. This legislation meant that it was no longer required to provide a link between a traumatic event and a PTSD diagnosis for specific positions within a police service.

When comparing the first year of the presumption to current, workplace (combination of presumptive leaves and other work-related illnesses and injuries) and non-workplace related leave levels have increased for police by 187%, while civilian levels have increased by 42% during the same period to date. The 5-year average for police injury/illness leaves as reported in the HR annual report for 2022 is 20-police members and 8-civilian members.

At the time of this report, there are a total of 26 FTE's (18-police positions and 8-civilian positions) for which the leave duration is 1-year or more with no prognosis for a return to work. Of these 26 FTE's, 6-police positions and 6-civilian positions have been permanently backfilled with supportive staffing positions (classified as 'over-complement'). Accordingly, supportive staffing is currently required for 12-police positions and 2-civilian positions to implement the active staffing model recommended by KPMG.

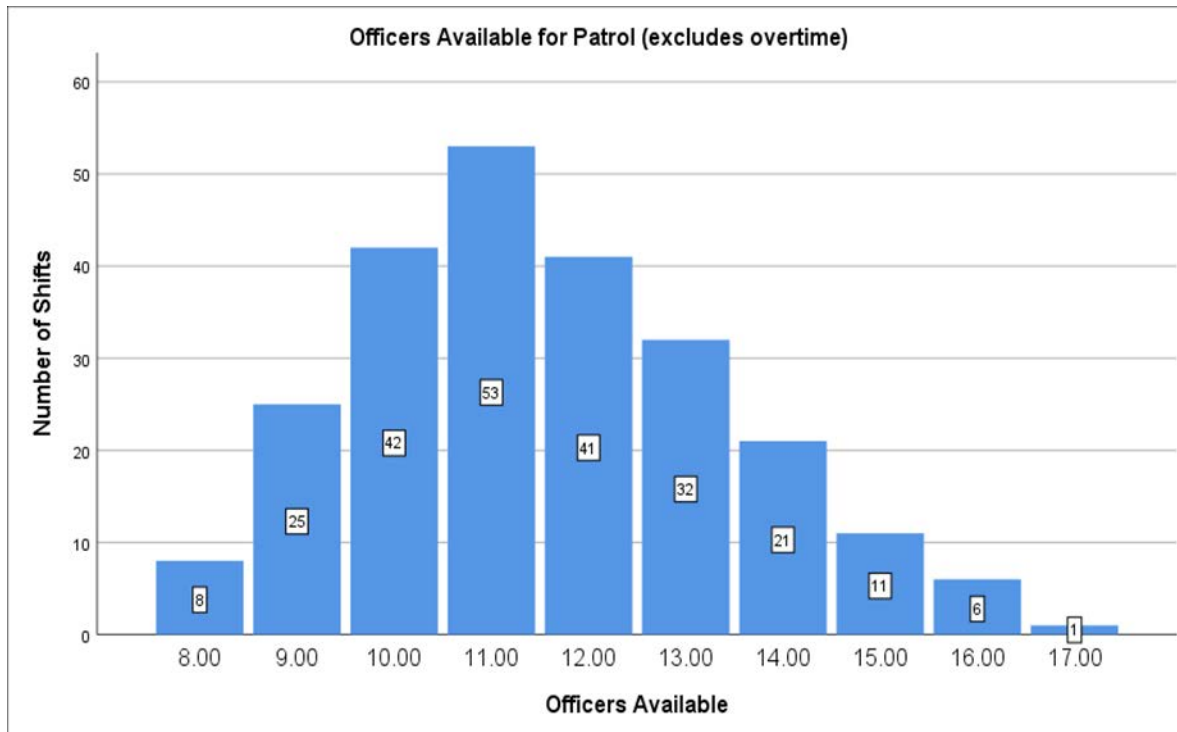
Despite best disability management processes and practices, it is not expected that a notable decrease in leave levels will occur over the next 5-years. Without a commitment to address reduced staffing levels resulting from leaves, member wellbeing and service delivery challenges are expected to increase.

KPMG Staffing & Service Delivery Study

In mid-2022, the Service retained KPMG to conduct a staffing and service delivery study that, using multiple sources of internal and external data, provided recommendations to improve the overall effectiveness of policing in Guelph. Included as recommendation #4 of the KPMG report was to *"increase staff complement with a focus on patrol and investigations and employ an active staffing model to help mitigate the impacts of presumptive legislation."* The report highlighted the increased number of leaves that have occurred since 2016 and recommended that the Service hire officers in excess of its authorized complement to account for the ongoing loss of members on a presumptive leave. The report also identified that Guelph had a lower ratio of officers per population served compared to its comparators and stated that the Service was challenged to meet minimum shift complements.

For purposes of this report, data for the first 4 months of 2023 has been populated to provide information on patrol officer availability prior to additional officers brought in on overtime and is depicted in the following graph. For this 4-month period, of the 240 total shifts worked, 53 shifts (22%) were staffed with the established minimum of 11 officers. This is consistent with officer availability for patrol data the KPMG study reported based on analysis of historical data.

Furthermore, there were 75 shifts (31%) that required overtime of one or more officers to meet the established minimum of 11 officers. In total, the Service functioned with approximately 53% (128/240) of shifts with 11 frontline patrol officers. Overtime analysis shows that for the first 5 months of 2023, overtime hours related to call-outs for short staffing are up 68% or 1,273 hours and up 83% or 856 hours related to prearranged overtime compared to the same period last year. These numbers do not include overtime related to the downtown supplementary staffing initiative.



While leaves are one contributing factor of many to the actual number of officers available for patrol, these absences have a significant impact on day-to-day operations as longer-term absences effectively reduce the baseline number of officers within front-line response platoons which amplifies the impact of shorter term absences.

GPS Active Staffing Model

In response to KPMG's recommendation, and on-going trends all Police Services are experiencing related to increased levels of leaves, staff are requesting the Board's approval to hire supportive staffing positions in excess of authorized complement which would provide staffing support for those members on leave. This model would automatically ensure deployable staffing support for any member, whether civilian or police, who has been on a presumptive WSIB leave for 1-year or more, with no current prognosis for return to work.

For the purposes of this report, staff are requesting Board approval to hire 4.0 constable FTEs to provide supportive staffing in 2023 as an initial step in implementing this model. These FTEs would be included in the September intake at OPC which would allow them to join frontline patrol in early 2024.

2023 - 2027 Financial Impact

Since presumptive legislation came into effect in 2016 the Service's WSIB budget has been underfunded.

The total estimated cost to begin the implementation of the recommended Active Staffing Model and fund 4.0 constable FTEs to provide supportive staffing is \$570,000. Included in this costing is:

- The estimated loss of earnings paid to the employee on leave plus the WSIB administration fee;
- Estimated benefits the employee on leave is entitled to;
- Salary and benefit cost for the supportive staffing FTEs. Salary is calculated at a 4th class constable rate for 2023 for a 4 month period with the associated benefit mark-up applied;
- Additional operating and capital costs that the service will incur as a result of the new FTEs.

Offsetting this cost is budgeted salary and benefits of \$600K. Based on this analysis there is adequate funding available to support this request for 2023.

For 2024 onward, the estimated incremental impact on the Service's operating budget would be approximately \$330K (2023\$). This reflects the base budget increase that would need to be made to the Service's WSIB budget in order to fund this request on a go-forward basis.

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.

FINANCIAL IMPLICATIONS:

Total estimated cost of the 4.0 constable FTEs being requested is \$570K which in 2023 would be offset by the salary and benefits budgeted for the members on leave. Approval of this request will result in an estimated increase to the 2024 base budget of approximately \$330K. The incremental impact on the 2025 and forward budget would be any inflationary increases applied to the loss of earnings payments and associated benefits.

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.

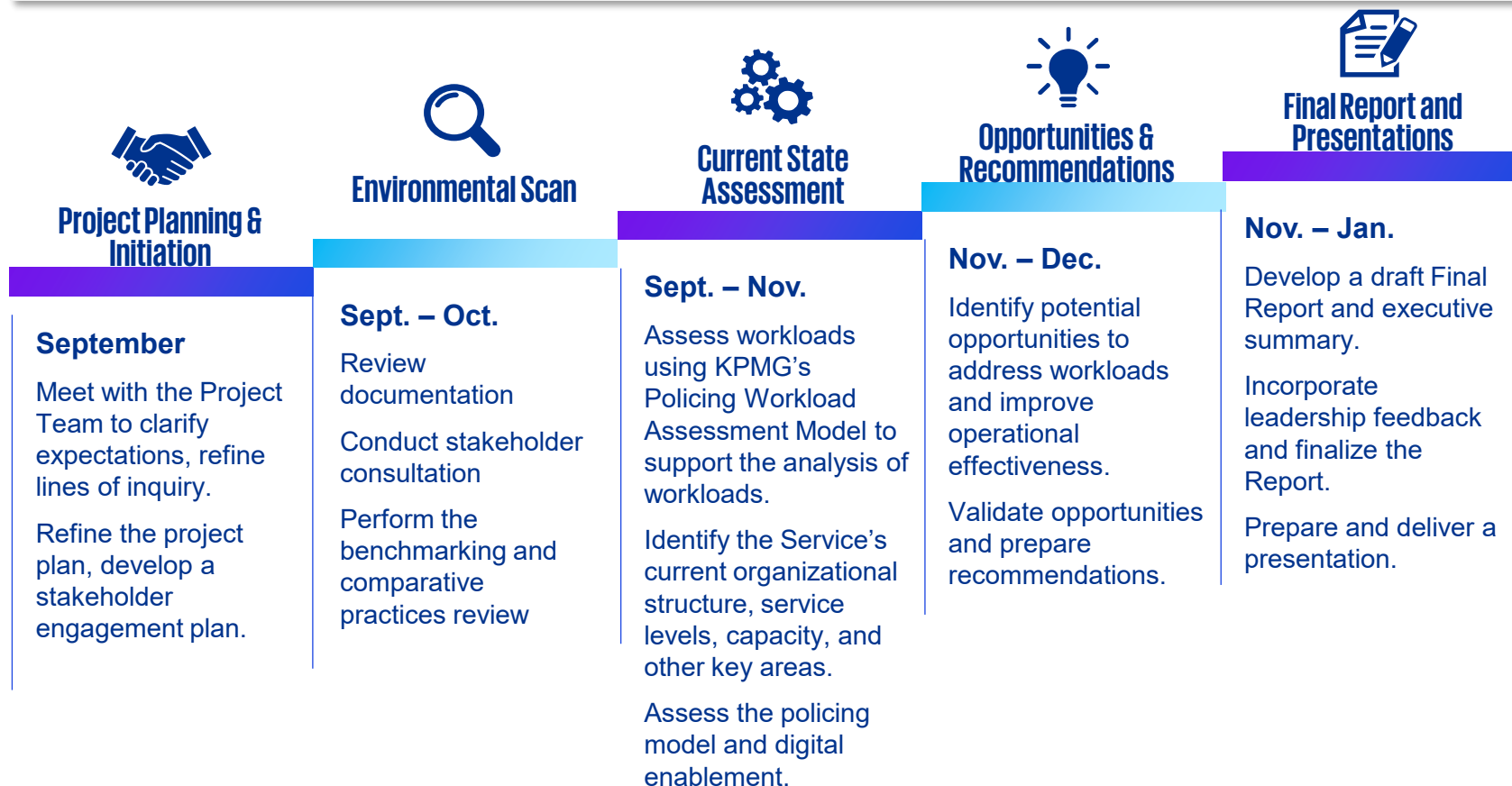
Guelph Police Service | Staffing and Service Delivery Study

Project Overview



Project Work Plan

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



Guelph Police Service | Staffing and Service Delivery Study

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

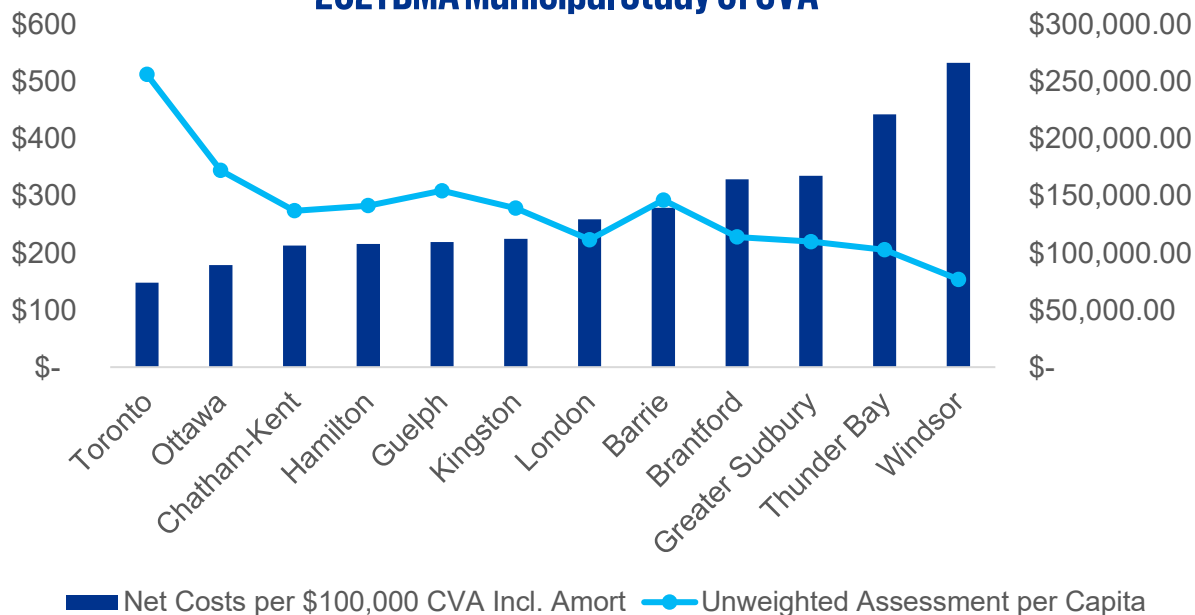
\$200

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

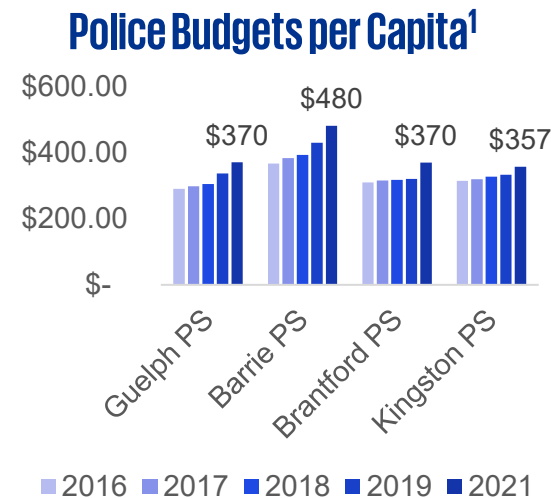
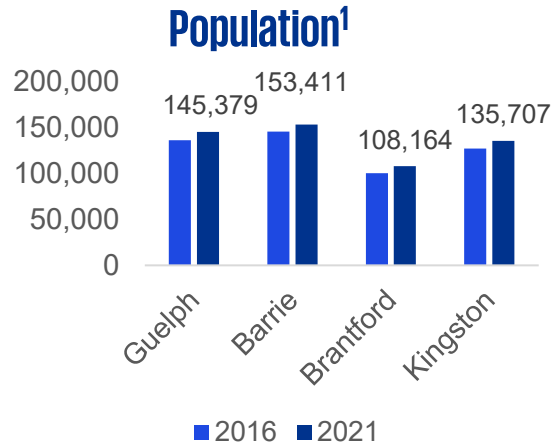
The City of Guelph experienced the highest growth in population (8,937 residents) between 2016 and 2021 compared to the comparator services.

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

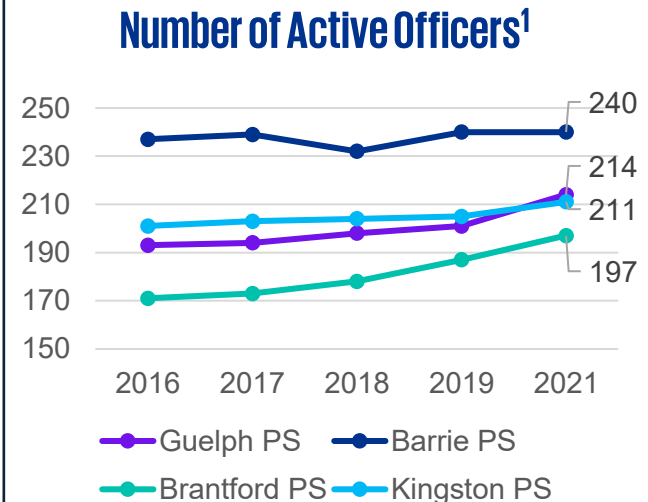


6.6%

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.



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.

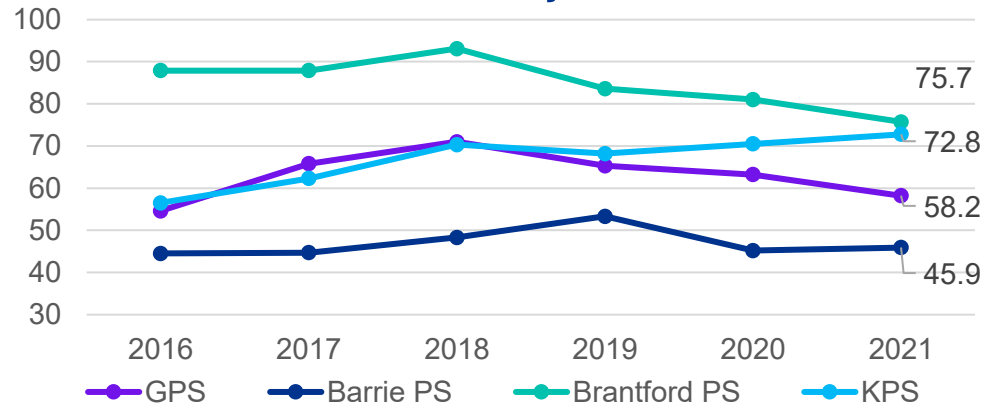
GPS has the second lowest CSI and the second lowest Weighted Clearance Rate compared to Barrie, Brantford and Kingston.

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).

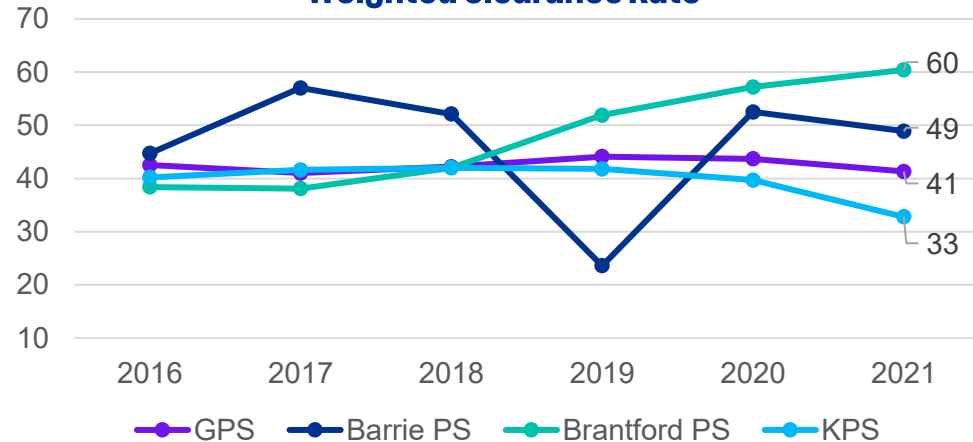
Source:

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

Crime Severity Index¹



Weighted Clearance Rate



Officer Complement Remains Low Comparatively

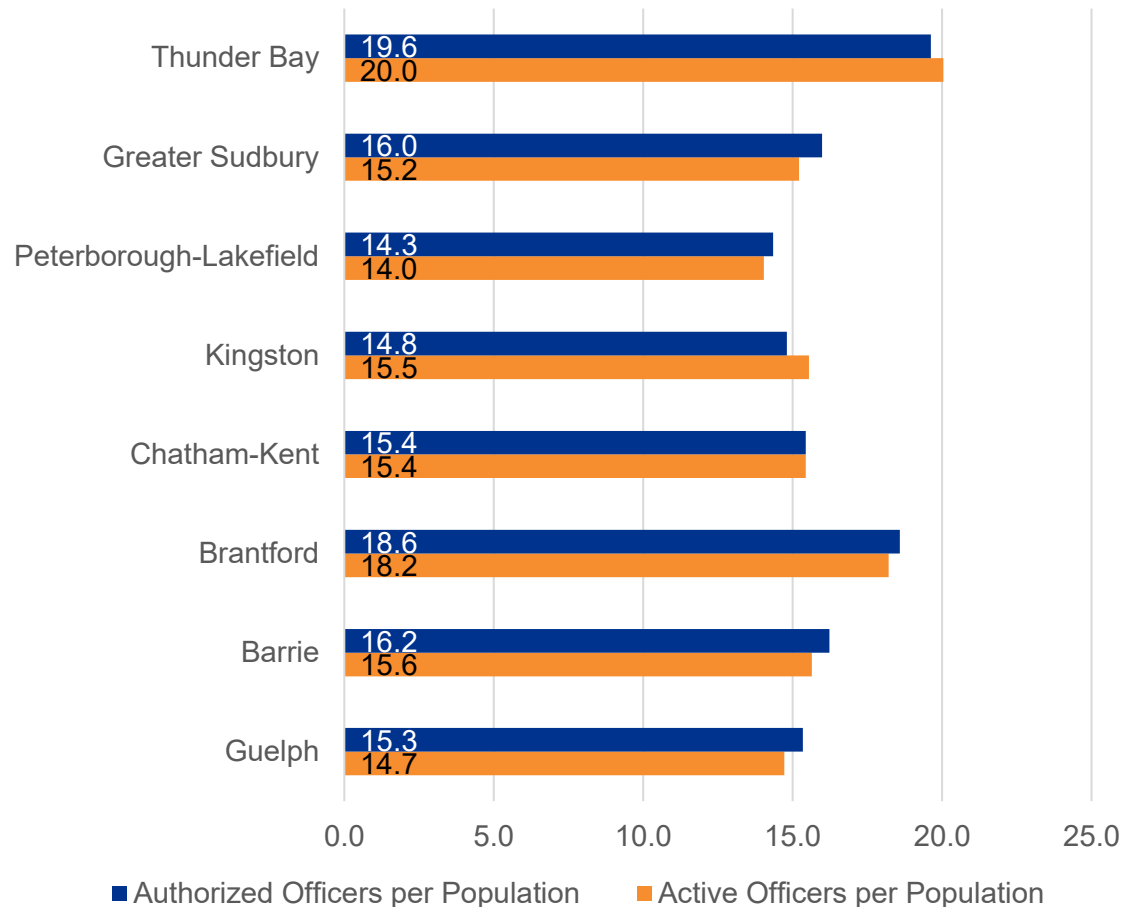
Notwithstanding improvements in its CSI, in terms of officers per population, the Service has a lower staffing level than other similarly-sized services in Ontario.

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



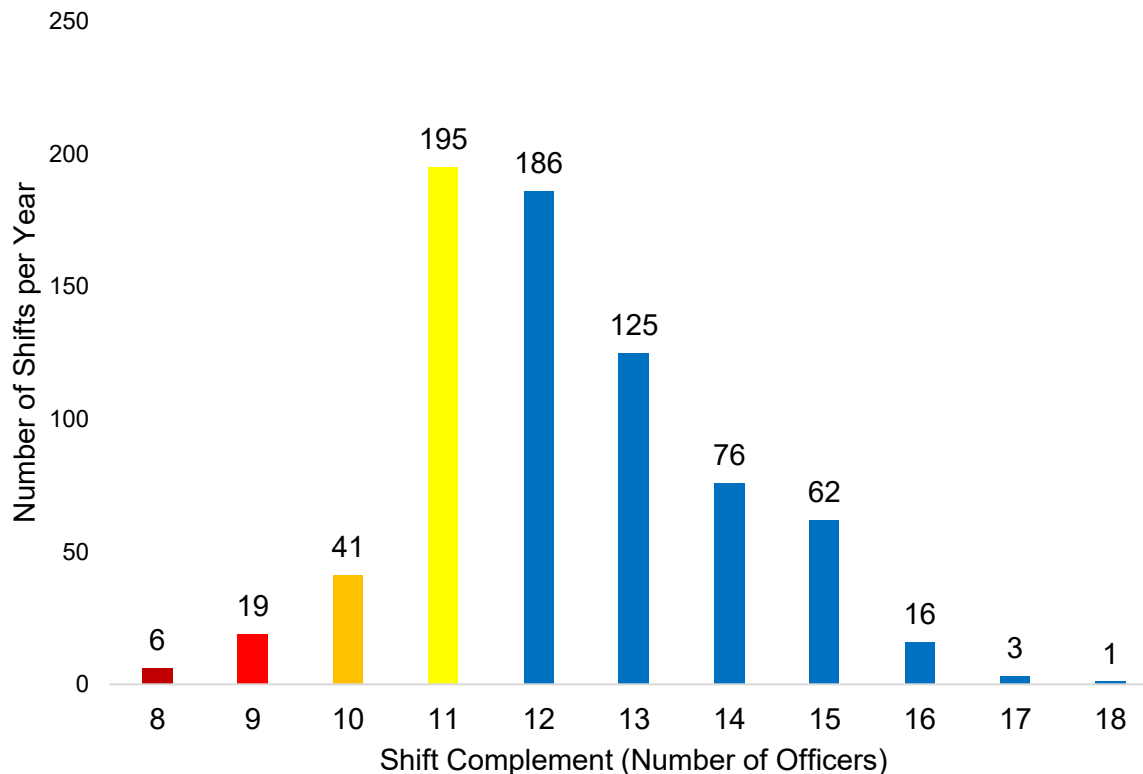
Source: KPMG analysis using Statistics Canada data

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)



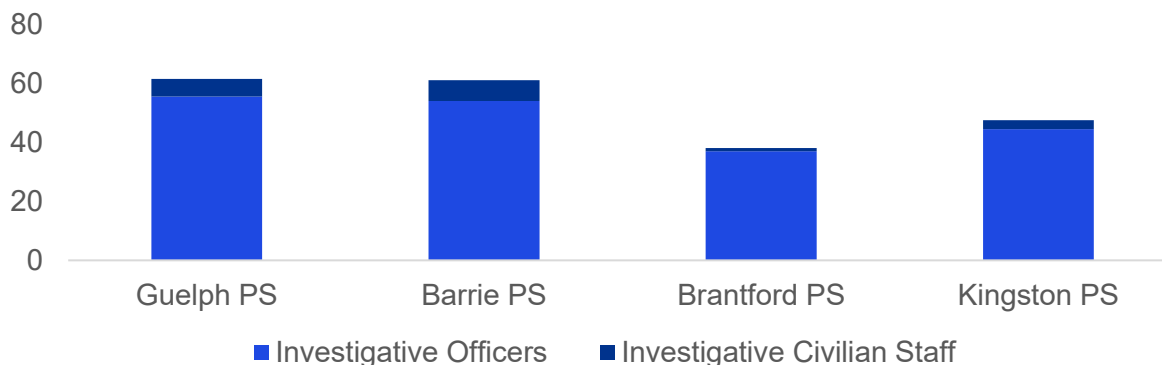
Source: KPMG analysis using 2021 data provided by GPS

Administrative and Investigative Resources

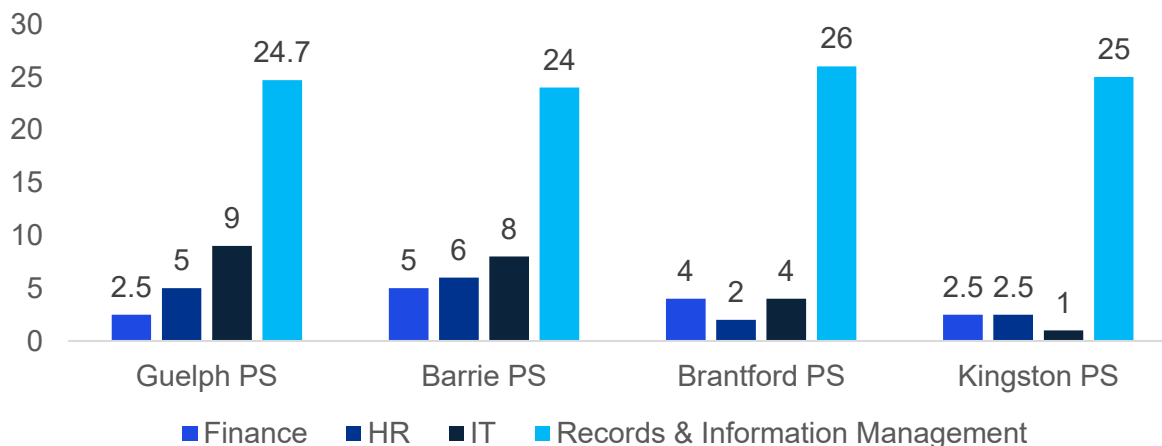
GPS and Barrie have similar investigative resources. Whereas the Kingston PS and Brantford PS have lower levels of investigative resources.

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



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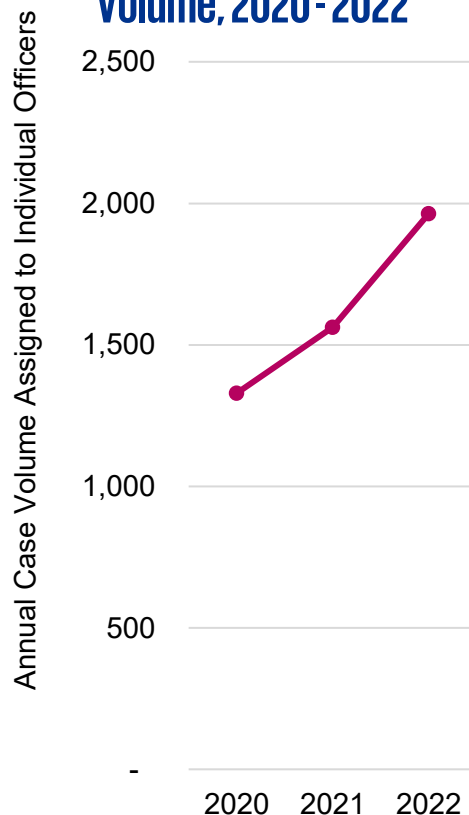
Investigative Case Load Increasing

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

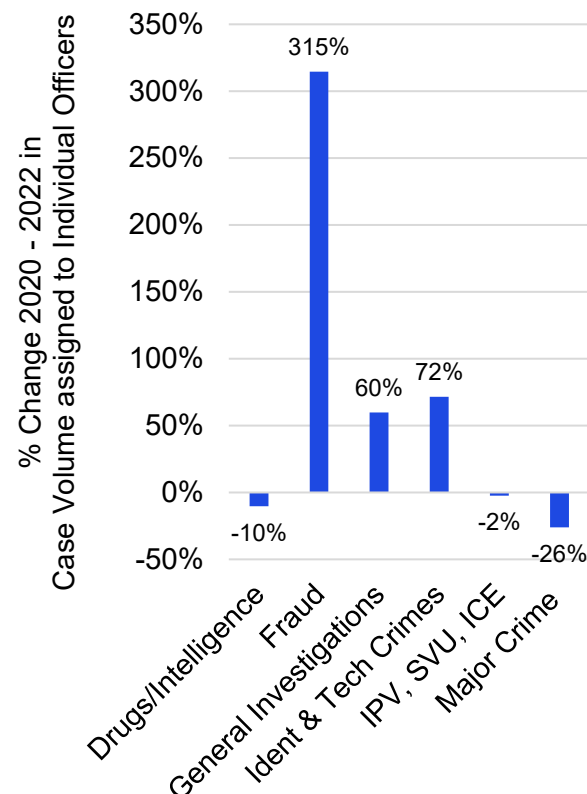
Investigative Services' case volumes assigned to individual officers increased 48% overall between 2020 and 2022. The highest growth areas are in Fraud (315%), Identification and Technology Crime (72%), and General Investigations and Special Projects (60%). The current case load for Fraud includes cyber 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.

Guelph Police Service | Staffing and Service Delivery Study

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>

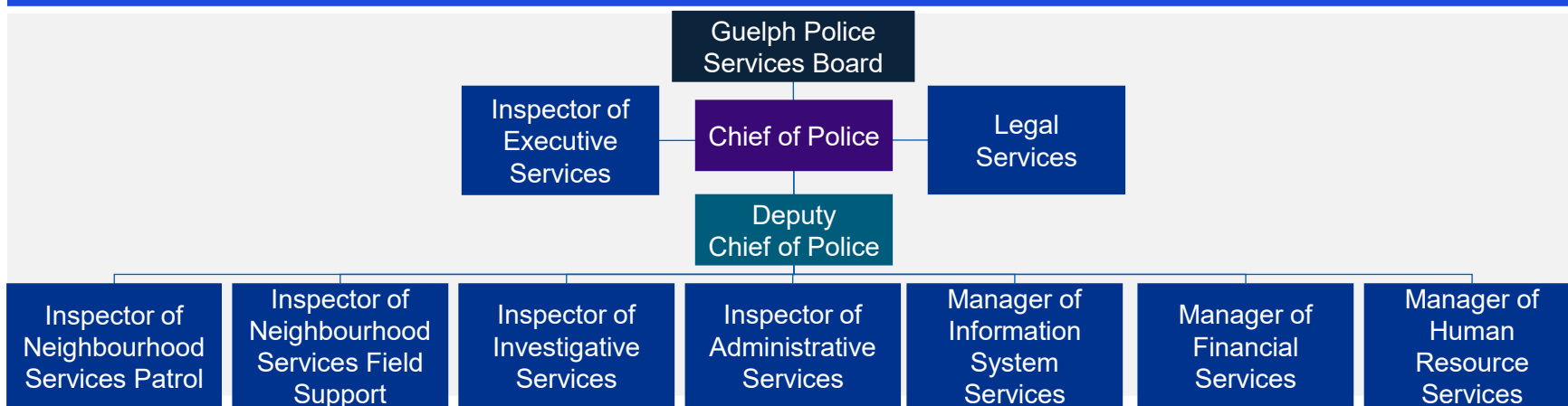
Recommendations



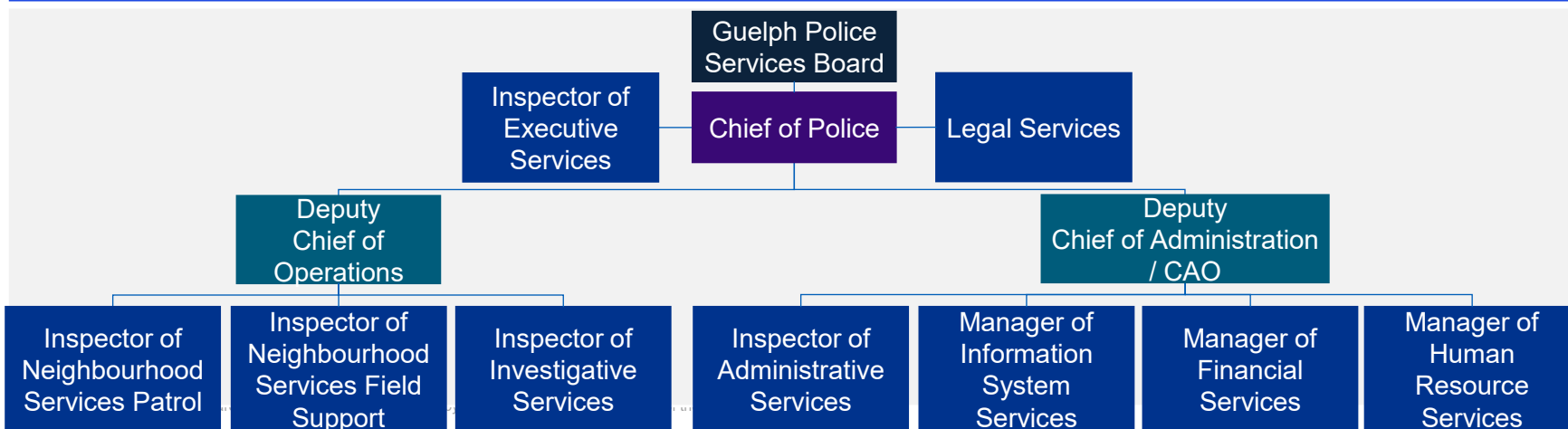
Recommendation #1

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

Executive Structure – Current State



Executive Structure – Recommended Future State



Guelph Police Service | Staffing and Service Delivery Study

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 seconds 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.

Guelph Police Service | Staffing and Service Delivery Study

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

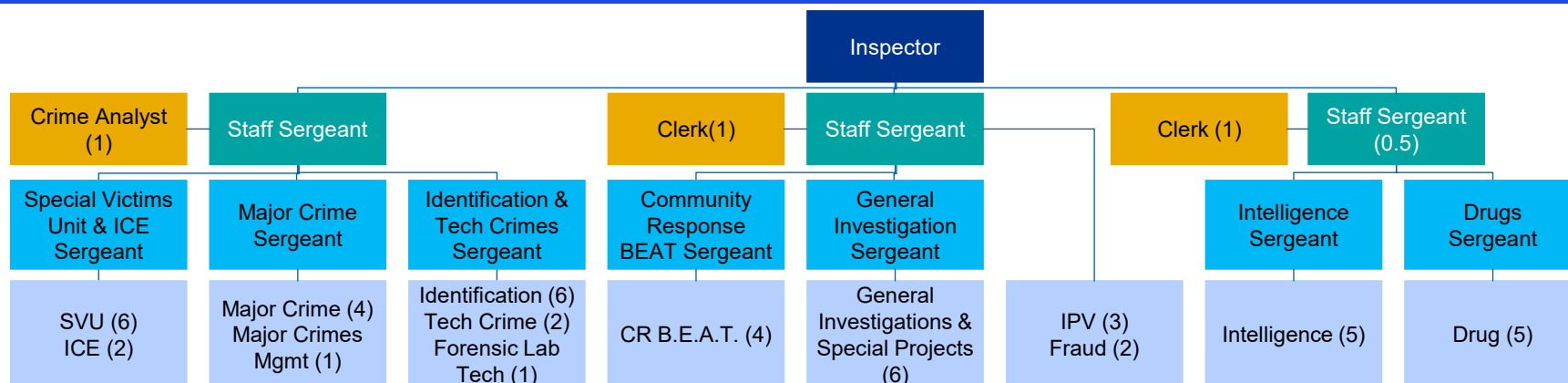
Recommendations



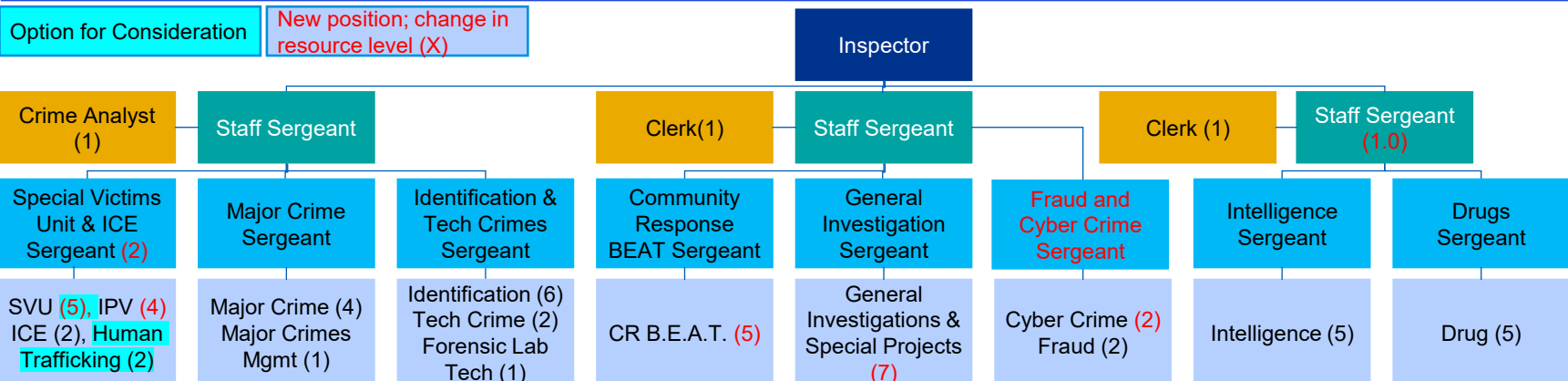
Recommendation #2

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

Guelph Police Service | Staffing and Service Delivery Study

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

Guelph Police Service | Staffing and Service Delivery Study

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>

Guelph Police Service | Staffing and Service Delivery Study

Recommendations



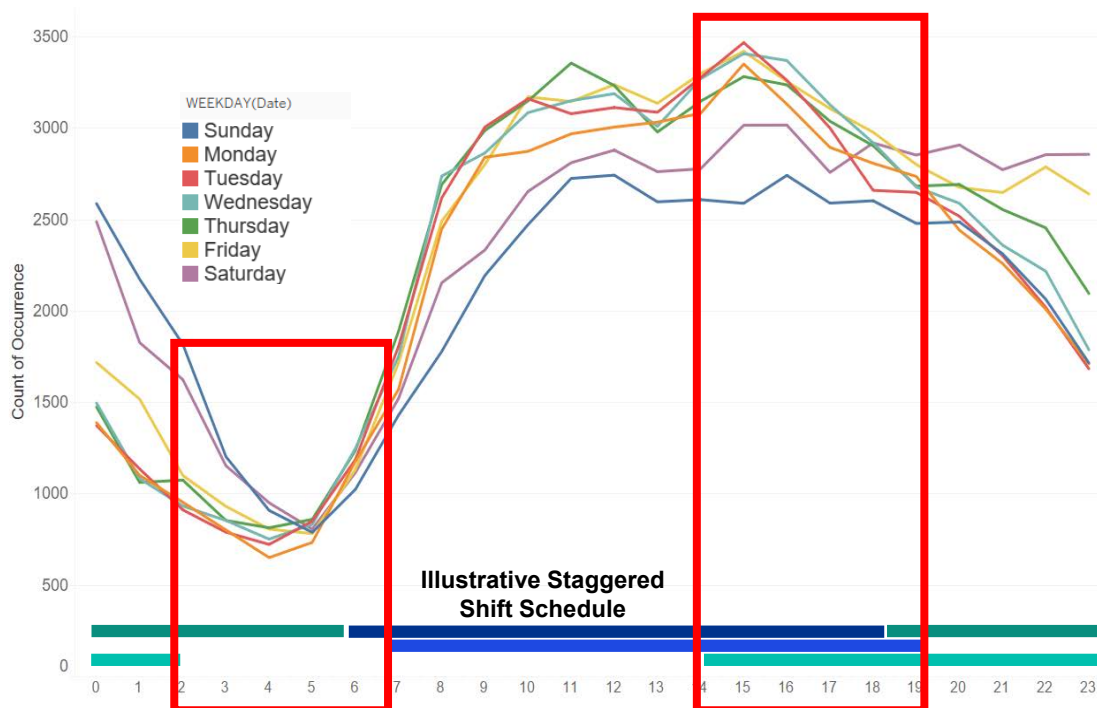
Recommendation #6

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.

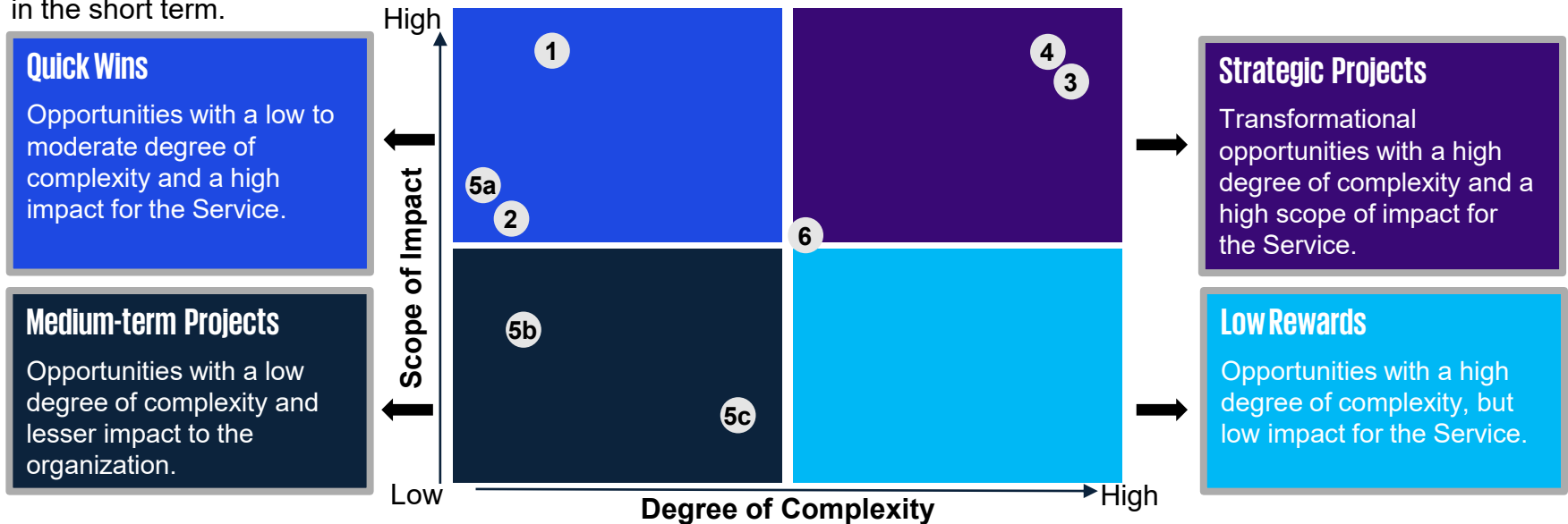
Occurrence Distribution by Day and Time



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

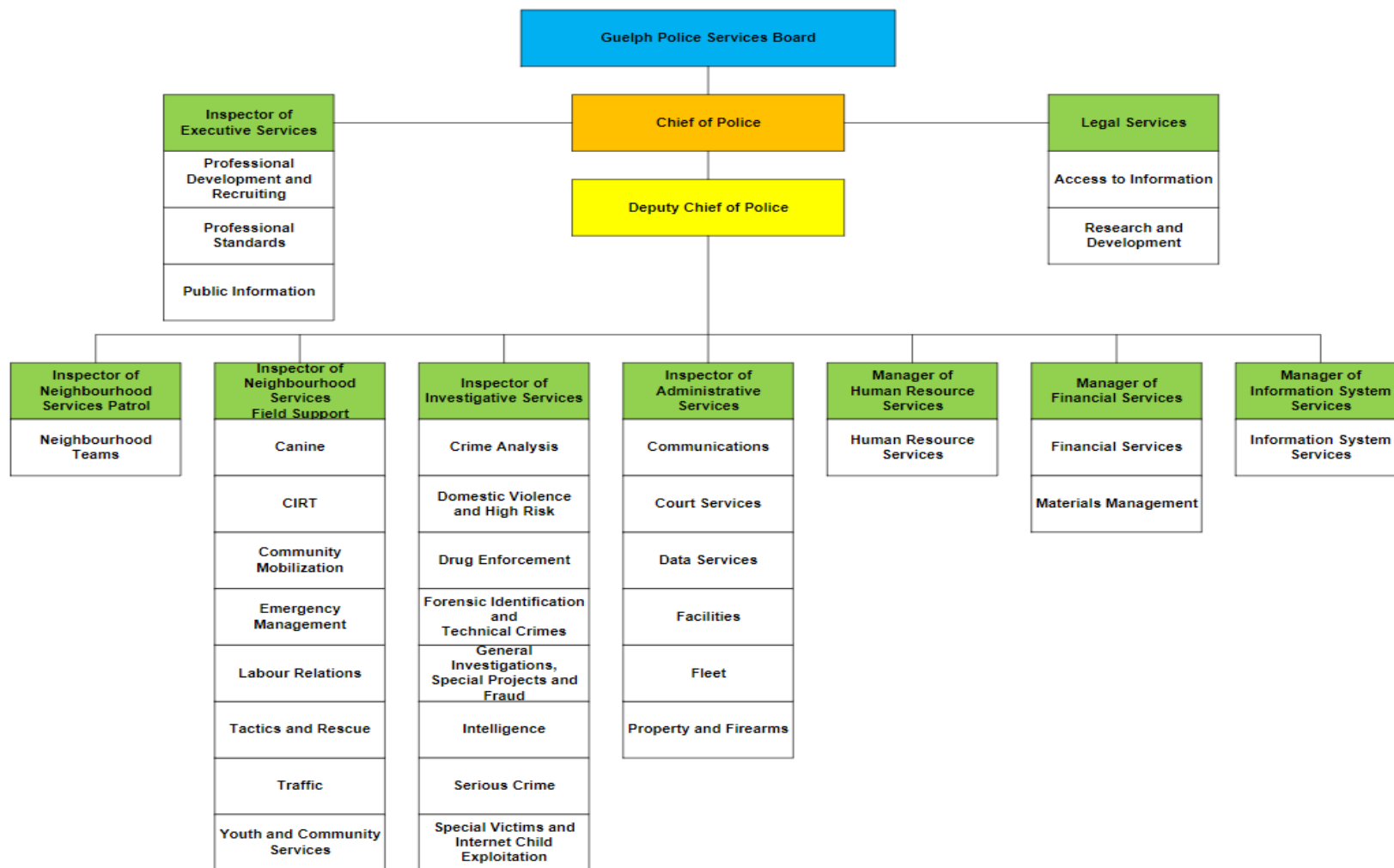
The estimated resourcing impacts of the recommendations are summarized in the table below. The recommended staffing increases shown are in addition to resources required to meet authorized complement levels.

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.

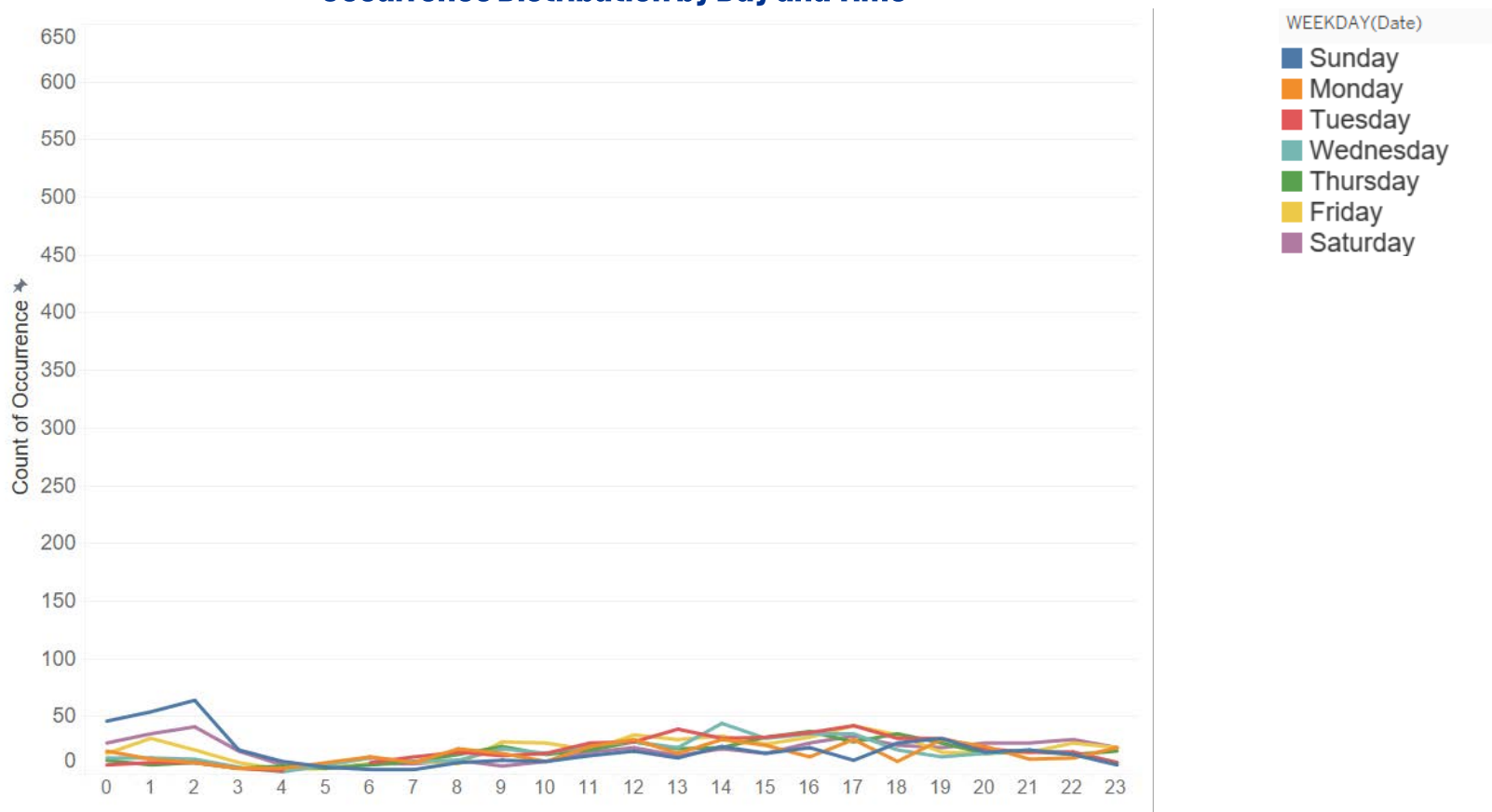
Act	Sections
Highway Traffic Act	• 134(1)(2), 134.1(1).
Liquor License and Control Act	• 31(1)(2), 42(2), 43(2), 48(1), 61(1a)(1bi)(1bii)(1c)(2), 62.
Youth Criminal Justice Act	• 6(1), 7, 11, 12.
Mental Health Act	• 17, 28(1)(2), 33.
Trespass to Property Act	• 9(1)(2)(3), 10.
Others	• 12(3), 14, 16(1)(2),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

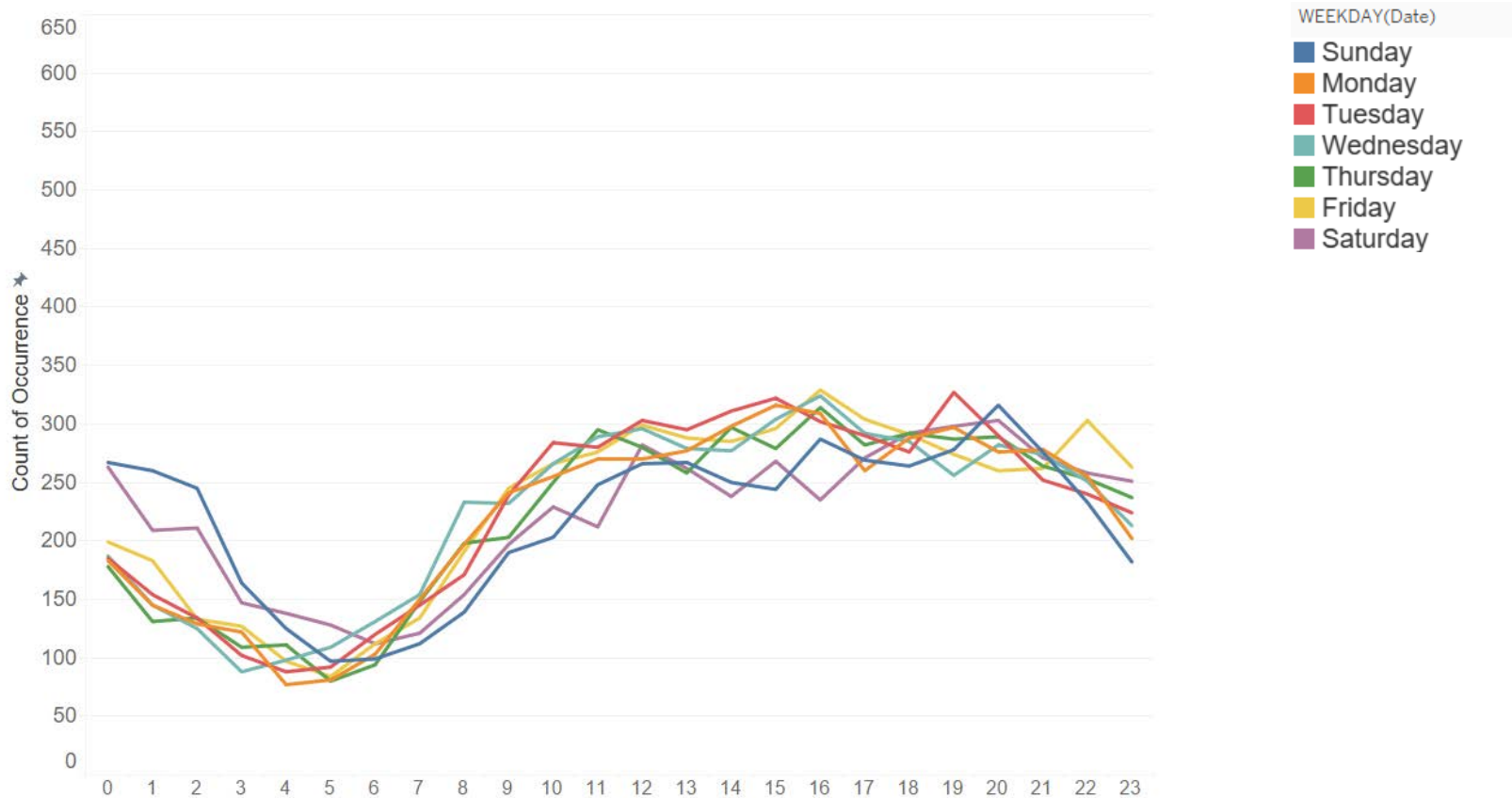


Source: KPMG analysis based on data provided by GPS.

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

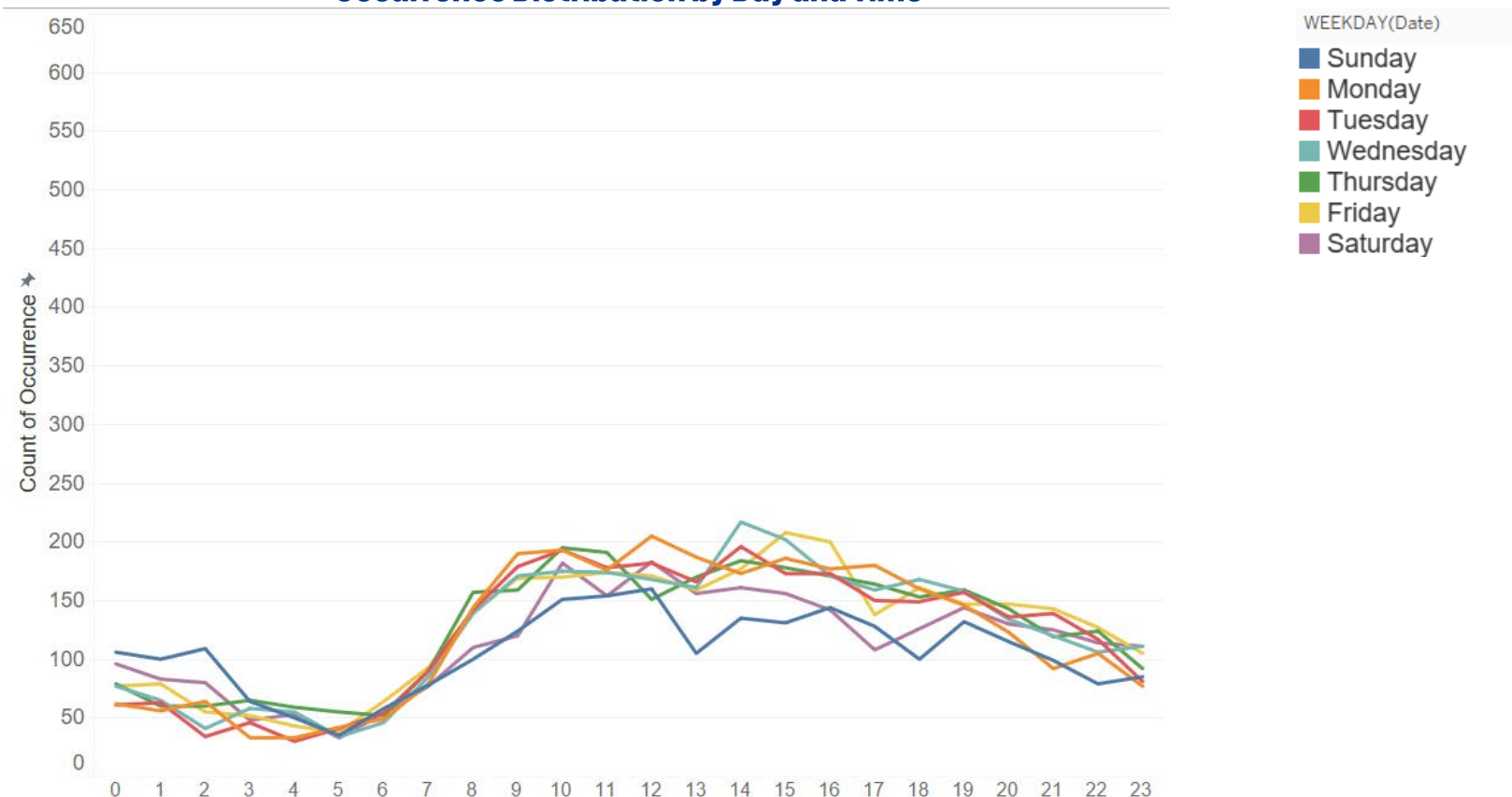


Source: KPMG analysis based on data provided by GPS.

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

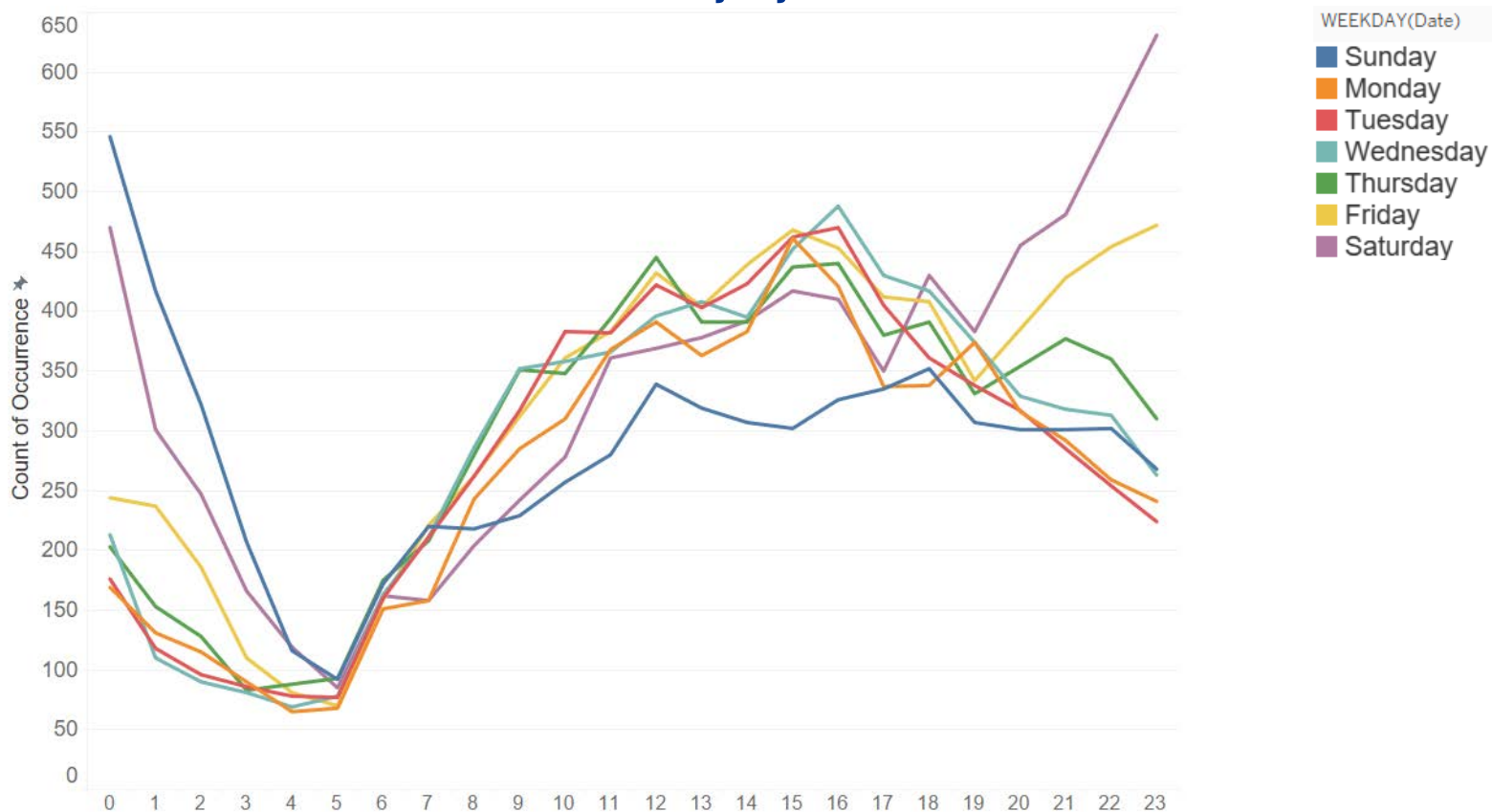


Source: KPMG analysis based on data provided by GPS.

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

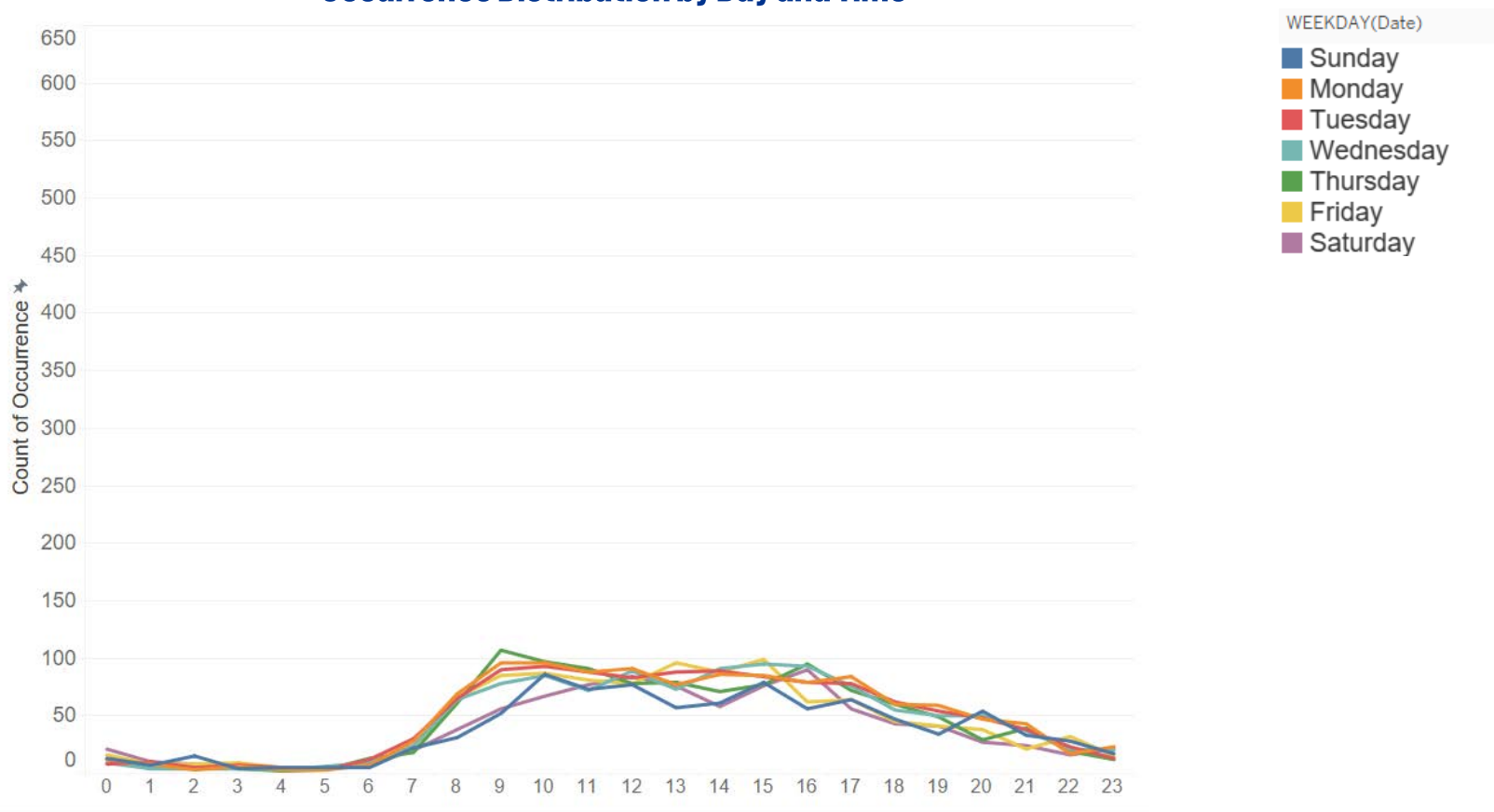


Source: KPMG analysis based on data provided by GPS.

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

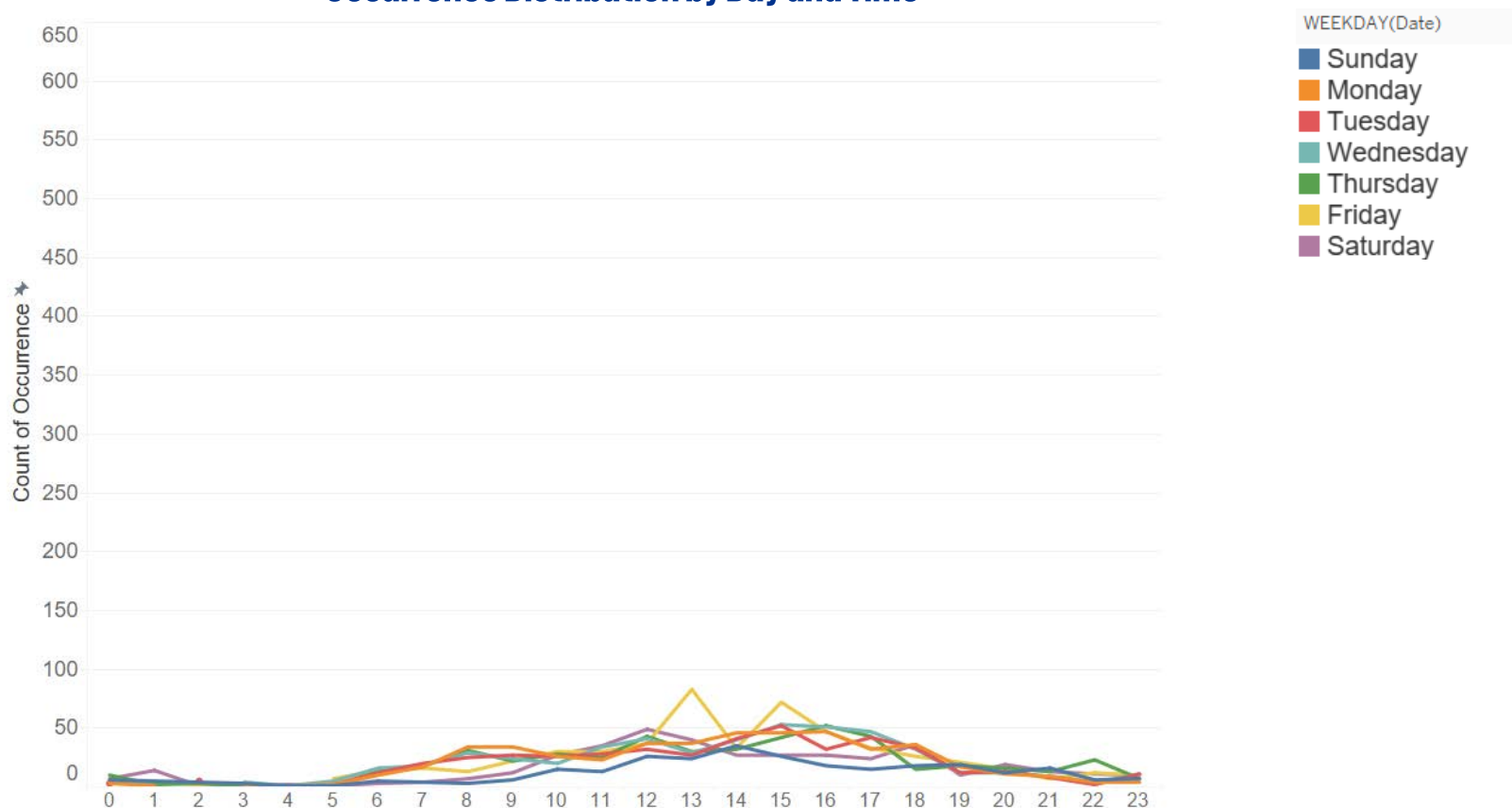


Source: KPMG analysis based on data provided by GPS.

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

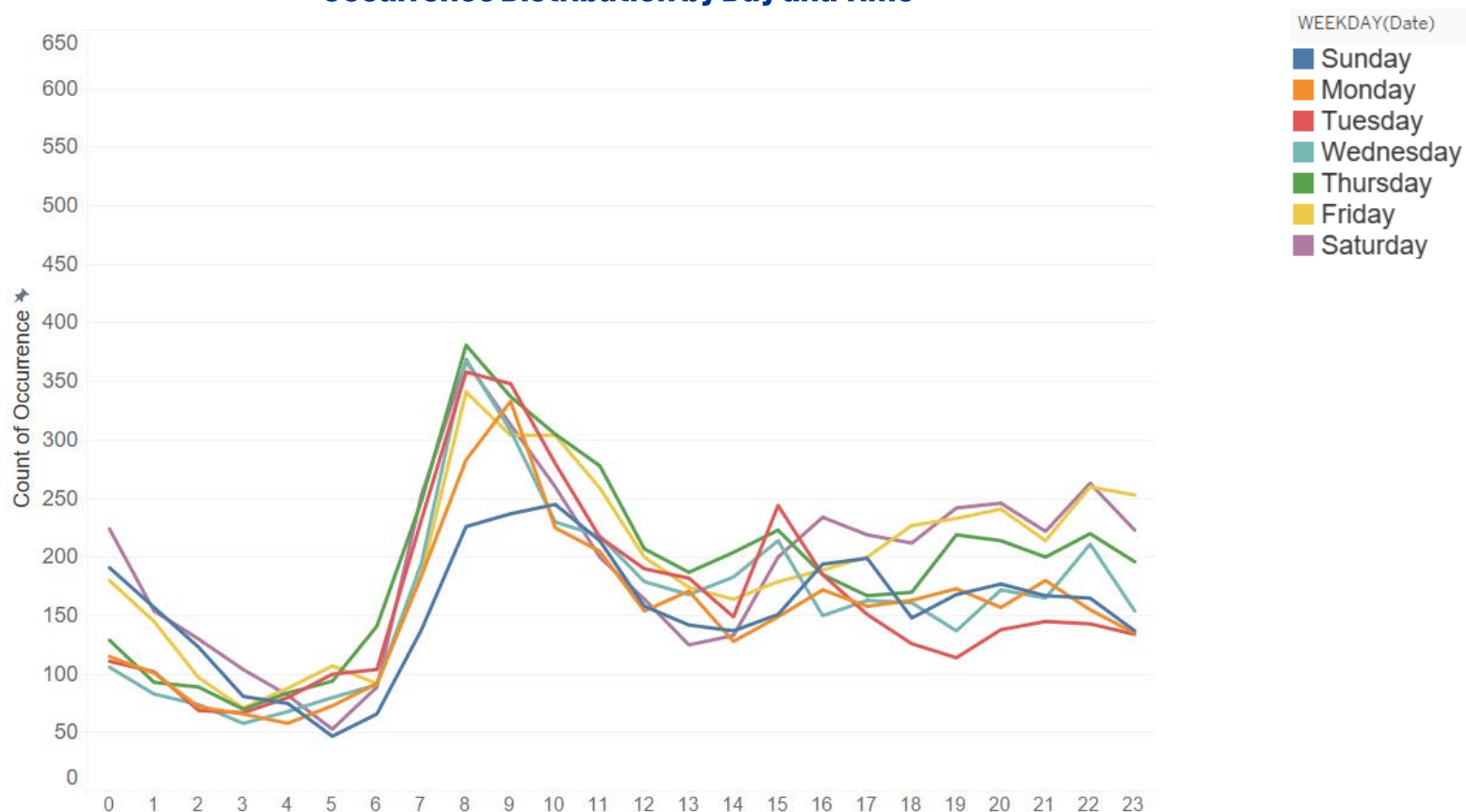


Source: KPMG analysis based on data provided by GPS.

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

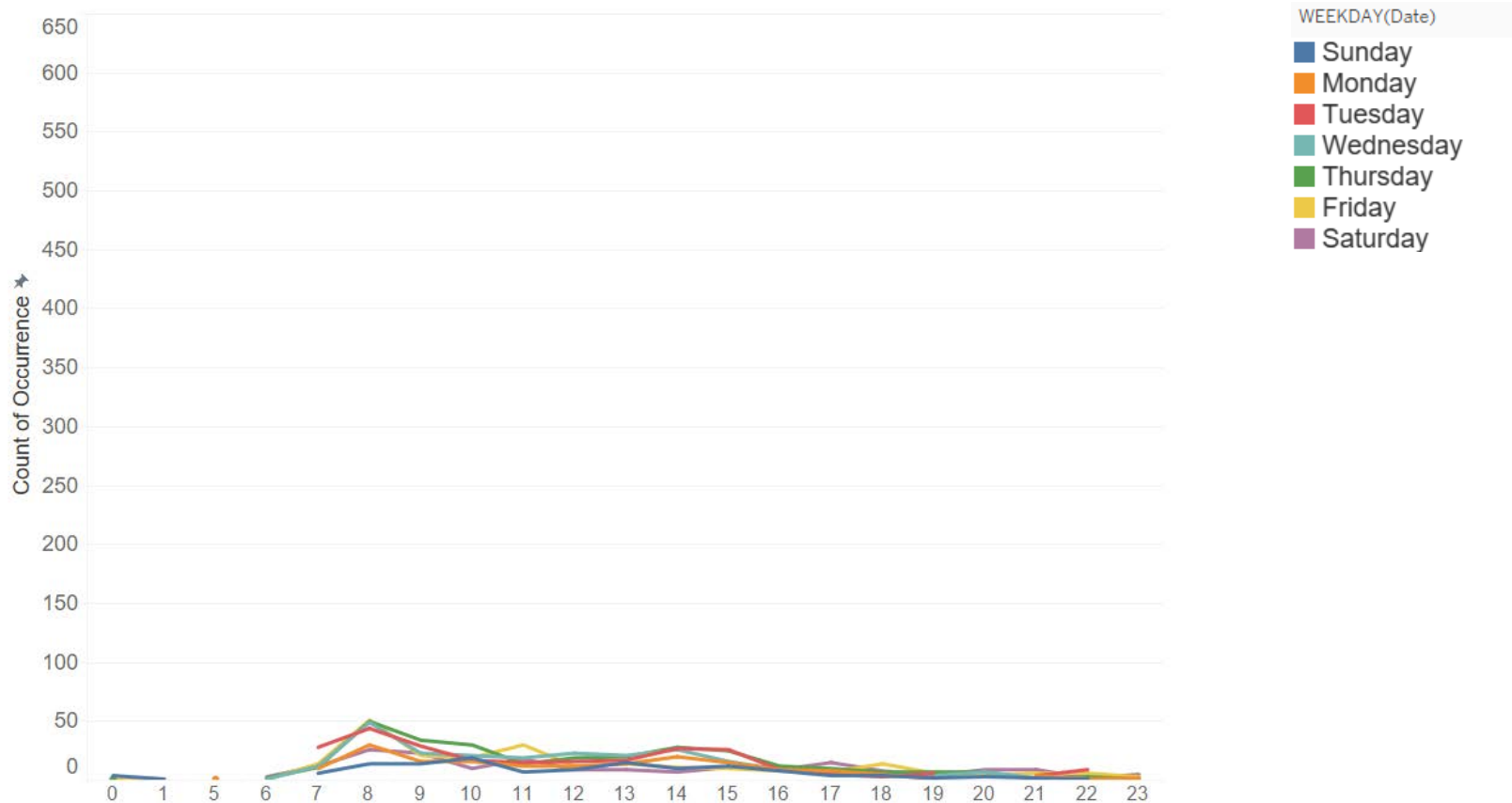


Source: KPMG analysis based on data provided by GPS.

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

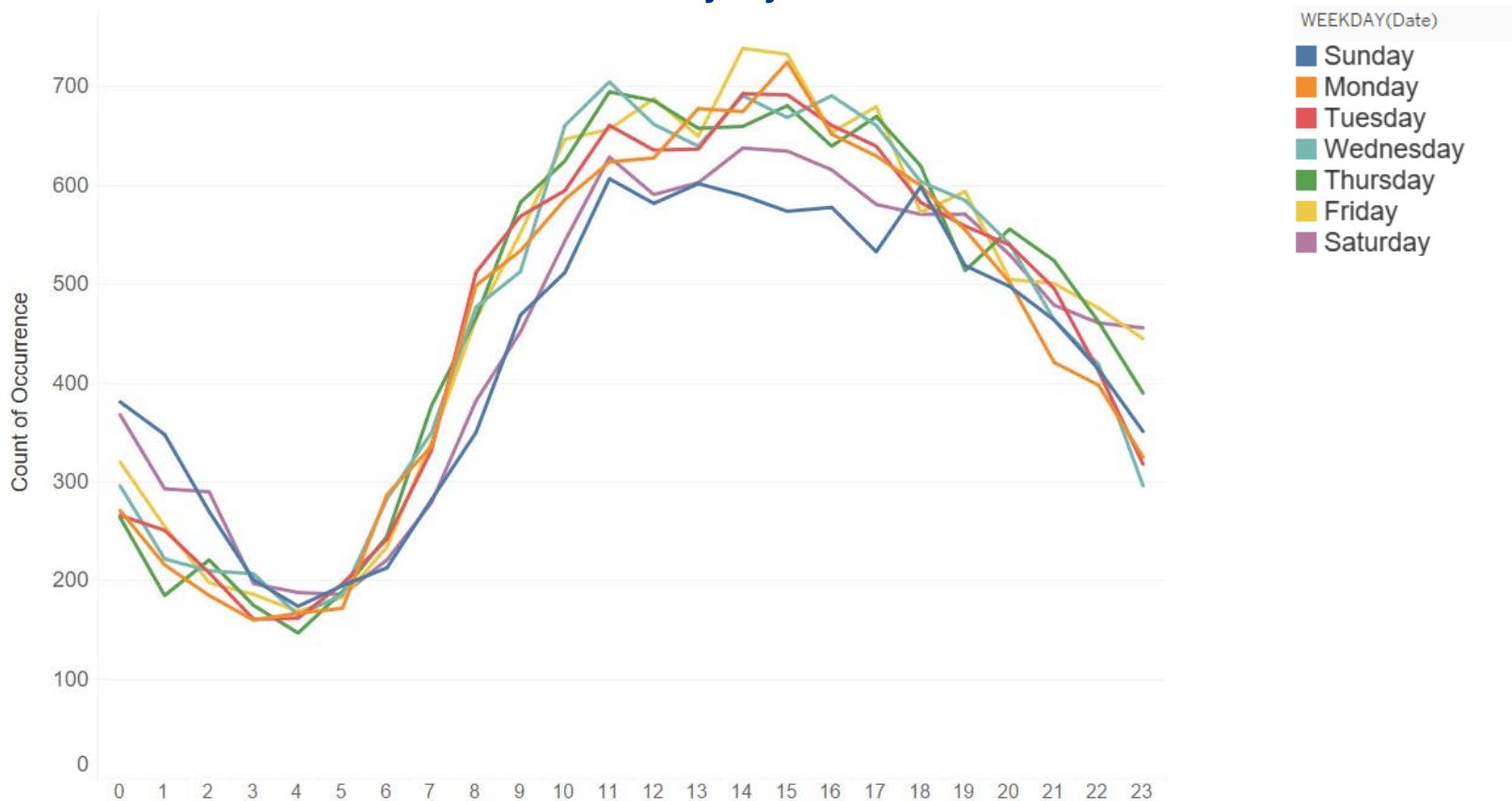


Source: KPMG analysis based on data provided by GPS.

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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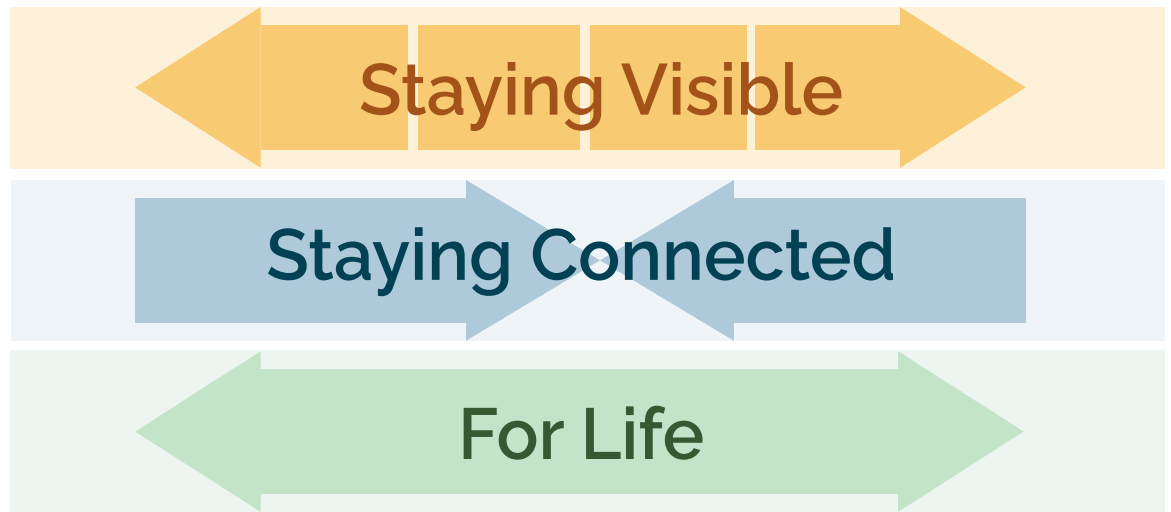
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Report of the Expert Panel on Police Officer Deaths by Suicide

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).

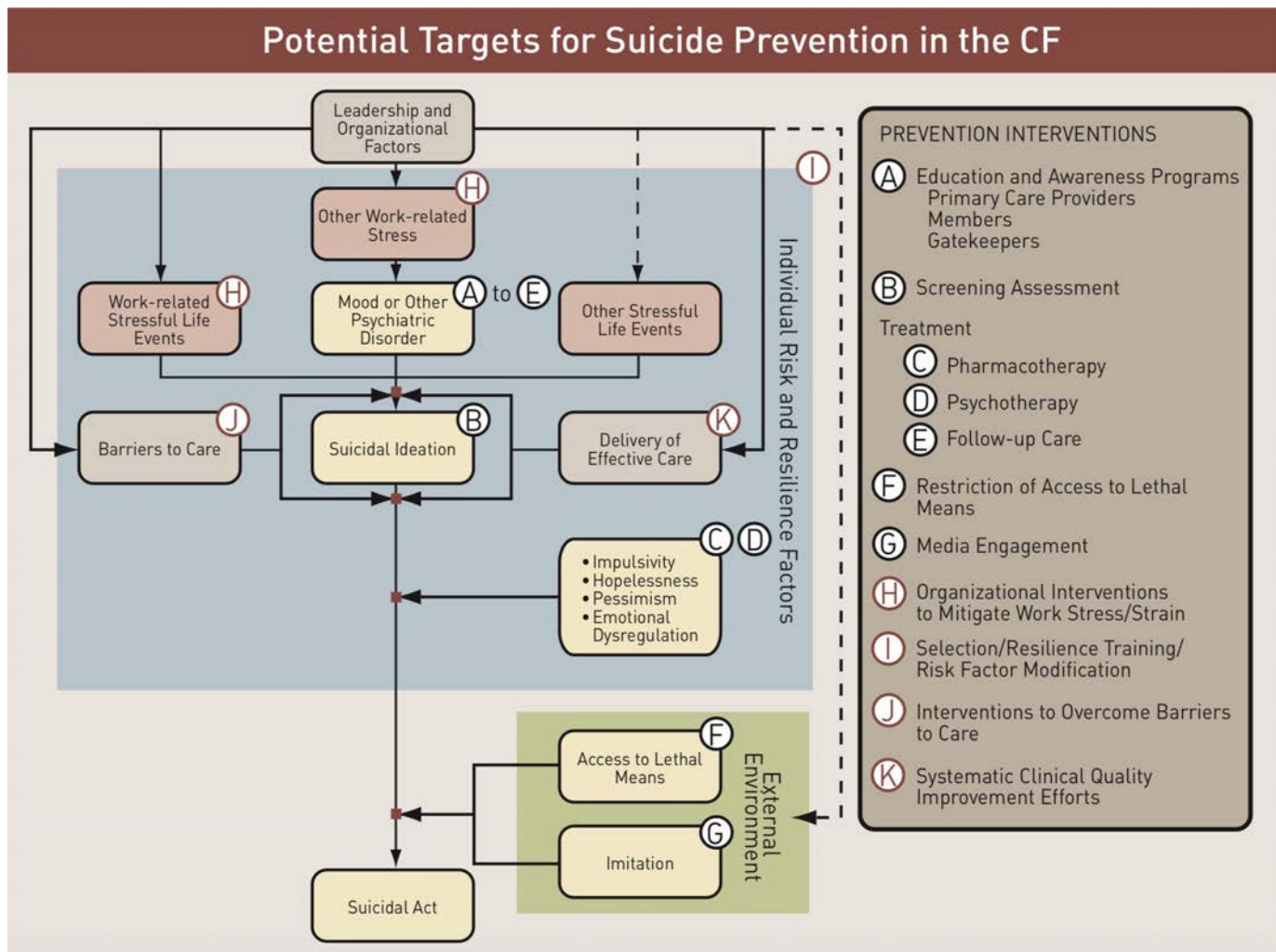
In many ways, the CF-modified Mann model³ (Figure 1) reflects a wider range of opportunities for intervention that are consistent with our pathways observations, and which also closely align with the paramilitary nature of policing and its organizational culture.

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.

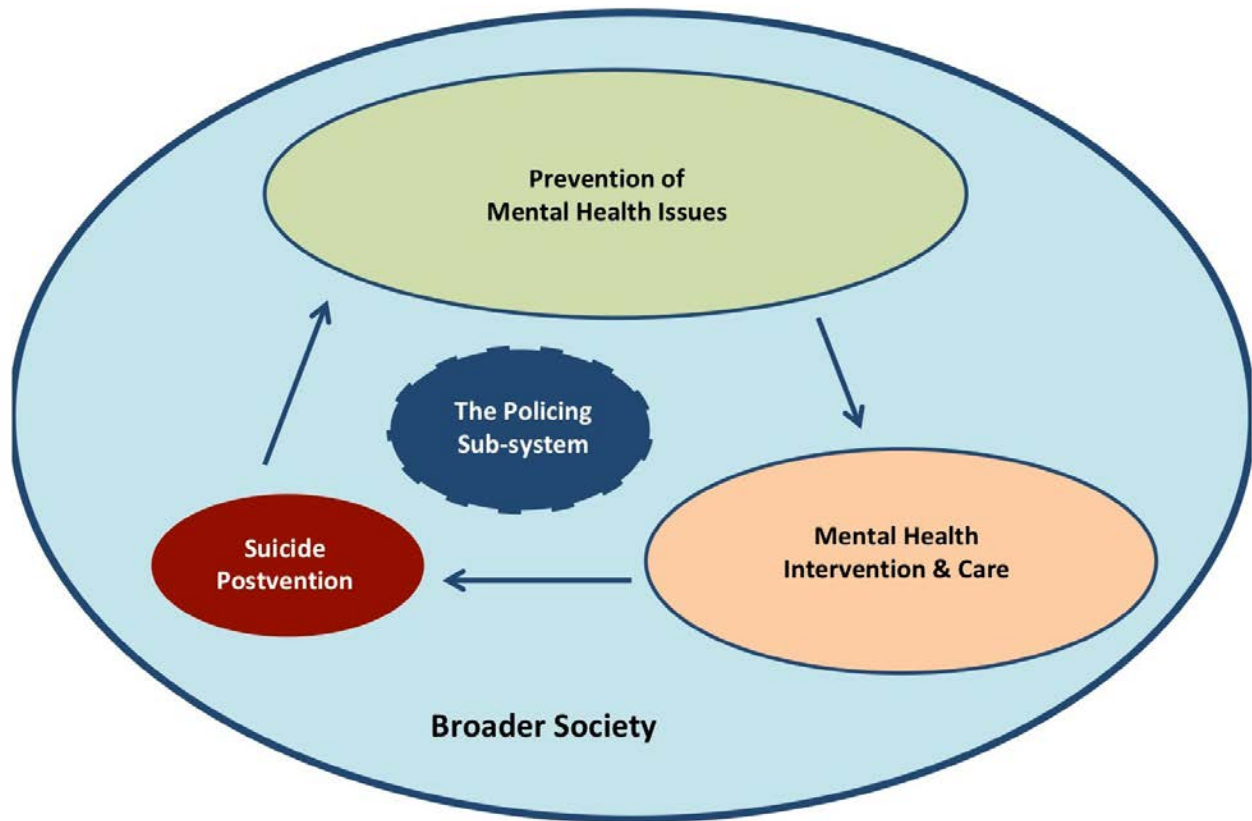
We also note that there have been significant advances in mental health awareness and resilience training across Ontario police services in recent years, along with a growing number of staff and consulting psychologists embedded within the ranks to increase access to professional support and organizational 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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LEGAL SERVICES DIVISION
OFFICE OF THE CHIEF OF POLICE

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

DATE: Thursday, June 15, 2023

SUBJECT: 2022 ANNUAL REPORT

PREPARED BY: Judith Sidlofsky Stoffman, Legal Counsel

APPROVED BY: Chief Gord Cobey

REPORT:

The Province's *Policing Standards Guideline (AI-011)* establishes a Framework for Annual Reporting which provides police services with guidelines for information to be included in annual reports. This information includes, *inter alia*:

- An organizational overview of the police service;
- The police service's performance objectives and indicators and the results achieved during the previous fiscal year relating to the police service's provision of community-based crime prevention initiatives, community patrol, and criminal investigation services;
- Emergency calls for service;
- Violent; property and youth crime and clearance rates for those categories;
- Road safety;
- The actual cost of policing for the previous fiscal year; and
- Initiatives undertaken by the police service to promote, implement, and evaluate problem-oriented policing

I am pleased to table the 2022 Annual Report before the Board. The Report has been prepared through the joint dedicated efforts of this Service's Research and Development and Media Offices. Our Service's University of Guelph Media Co-Op Student, Lauren Dafoe, was instrumental in designing this year's report to ensure that it is not only easily read and understood but that it is fully compliant with the *Accessibility for Ontarians with Disabilities Act*. Our report is available on the Service's website and includes voice-over and closed captioning capabilities thus ensuring full accessibility to all in our community.

CORPORATE BUSINESS PLAN: N/A

FINANCIAL IMPLICATIONS: N/A

ATTACHMENTS:

Guelph Police Service 2022 Annual Report

Guelph Police Service



PRIDE  SERVICE  TRUST

2022 Annual Report

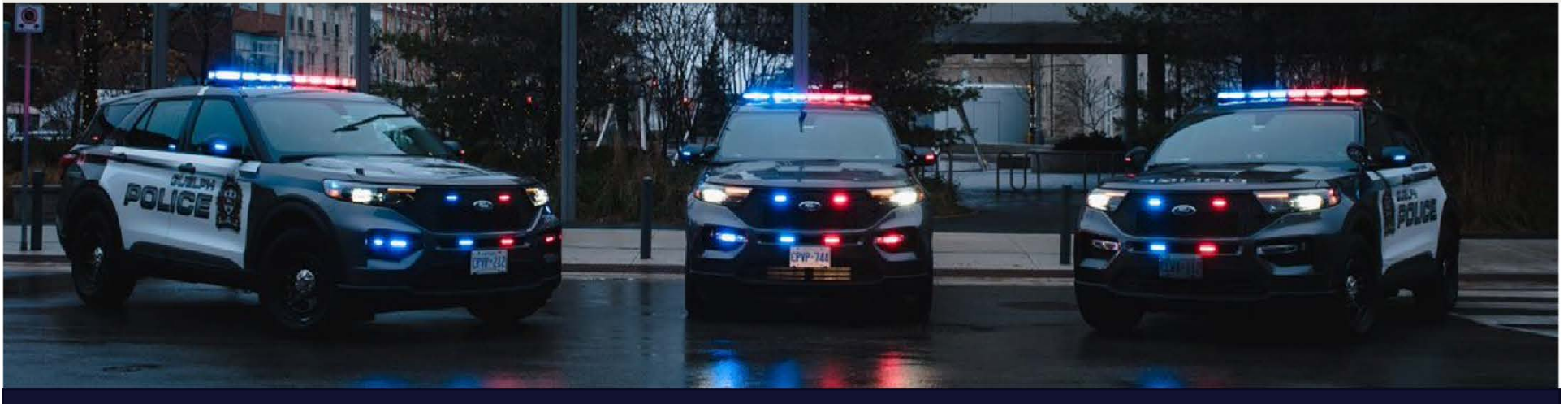


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Your Police Service

Our Values



Pride

in ourselves, our work, and
our community



Service

with compassion and
accountability



Trust

shared through integrity
and mutual respect



Your Police Service

Our Mission & Vision



Our Vision

To contribute to the positive growth and development of our members and our community by providing leadership and innovative policing that is effective, efficient, economical and environmentally responsible.



Our Mission

Through partnerships, we are dedicated to enhancing the quality of life and ensuring the safety of all who live, work and play in our safe and diverse community.



A Letter from the Board Chair



On behalf of the Guelph Police Services Board, I am pleased to present the 2022 GPS Annual Report. In this report, you will find more information on the key initiatives that the Guelph Police Service have undertaken over the past year. In addition, this report allows the Board the opportunity to acknowledge the excellent work and accomplishments of the members of our Service.

The Guelph Police Services Board is responsible for the provision of adequate and effective policing within the City of Guelph. In 2019, “Moving Forward Together,” the Service’s three-year Strategic Plan, was developed following a year-long collaboration between the Service and external community stakeholders. This plan was extended through 2023 due to the limitations imposed on many of these collaborations due to the COVID-19 pandemic.

The Guelph Police Service continues to focus on key priorities including: community policing; organizational health and service effectiveness; community wellness; road safety; drugs and property crime; and the downtown. On the pages of this report, you will find many concrete examples that highlight how the Guelph Police Service and its members continue to improve service in these areas.

I wish to extend my thanks to Chief Gord Cobey and all members of the Guelph Police Service for their continued dedication in delivering the highest level of service to the community. I also extend my thanks to my colleagues on the Board, Mayor Cam Guthrie, Councillor Phil Allt, and Jane Armstrong for their strong dedication to governance. In addition, I would like to offer my sincere thanks to Councillor Christine Billings, who served on our Board as a Guelph City Council member since 2016, and Robert Carter, who was an active member of our Board as the Community Member to the Board from 2019 to 2023, and Chair of the Board from 2020 to 2023.

The Guelph Police Service continues to strive for excellence as well as to be an example of real change in the world of policing. As you review the information in this Report, I trust that you will learn more about the many ways that the Service continues to make this happen.

Peter McSherry, Chair
Guelph Police Services Board

A Letter from the Chief of Police



In 2022 our service continued to grow and evolve as we worked hard to support our community and our citizens. I am very proud of the excellent work done by our members and grateful for their service and sacrifice during a very dynamic and demanding time for policing both locally and nationally.

We continued to make progress in many areas aligned with our strategic priorities. In 2022 our service was privileged to engage Mr. Devon Clunis, Winnipeg's 17th Chief of Police, Canada's first Black Chief of Police and Ontario's first Inspector General of Policing, to advance our work in several important areas including Diversity, Equity and Inclusion, Leadership and Executive Development and Strategic Planning. Mr. Clunis has provided invaluable support as we work to develop and implement the most inclusive and effective practices in keeping with our community's needs and expectations.

The City of Guelph continues to be one of Ontario's fastest growing communities. We are working hard to proactively prepare for this growth and ensure the safety of our citizens. In September 2022, we engaged KPMG to complete a Staffing and Service

Delivery Study. The objectives of this review were: (i) to determine efficient uniform and civilian staffing levels for the Service in order to promote alignment of current and future resource needs; and (ii) 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. The goal of this study was to provide recommendations to support the growth and development of our service. We are confident the results of this review will provide foundational support as we work to ensure we are well positioned to meet the current and future needs of our rapidly growing community.

In 2022, we continued to explore and implement new technologies to best afford our community and our members the most up to date tools to enhance both the operational and administrative aspects of our service.

The Guelph Police Service was proud to participate in our City's ongoing Community Plan Committee conversations in 2022.

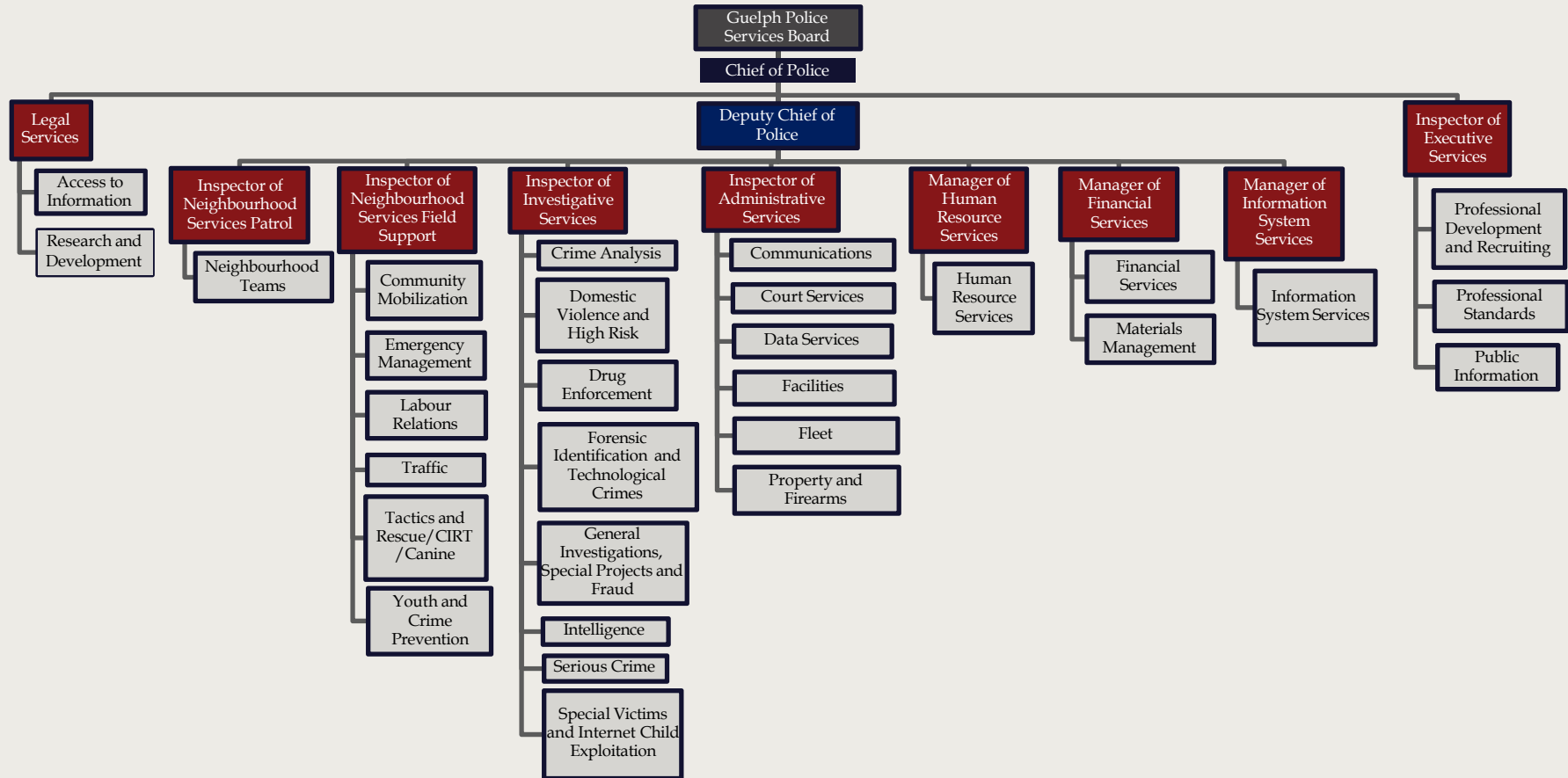
Together with representatives of our community, our discussions focussed on many of the important issues affecting our citizens. We are committed to continuing our ongoing discussions with our community partners so that we can proactively listen to, learn from and work with members of our community to explore ways to ensure our common goal of maintaining Guelph as a safe, inclusive, and welcoming place for all to live, work and play.

Our 2022 Annual Report highlights our Service's dedication to excellence in serving the citizens of Guelph. Throughout it you'll find examples of the effective, efficient, and responsive police services our dedicated sworn and civilian members provide every day in alignment with our strategic priorities and the mission, vision, and values of our service.

I want to extend my personal appreciation to our officers and civilian staff, the Guelph Police Services Board, our community partners and the citizens of Guelph for their continued support.

Gord Cobey, Chief of Police

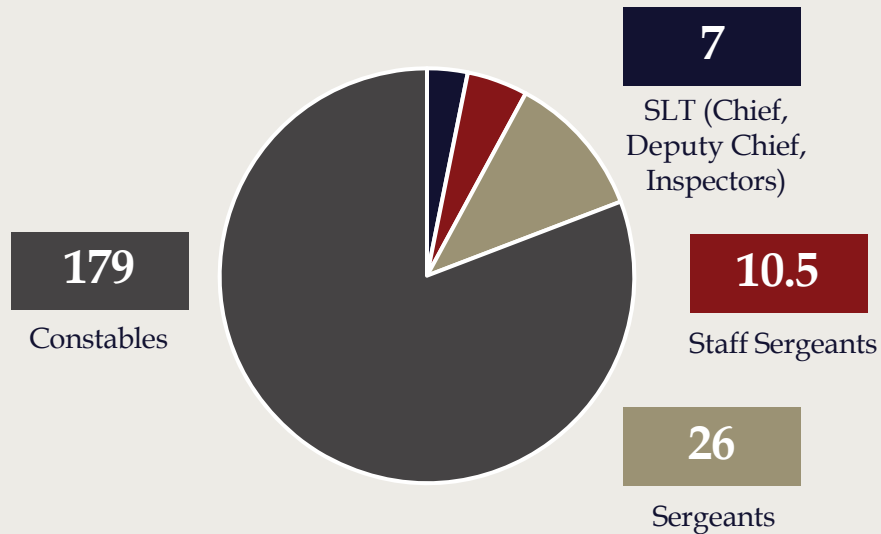
Organizational Structure



Personnel Complement

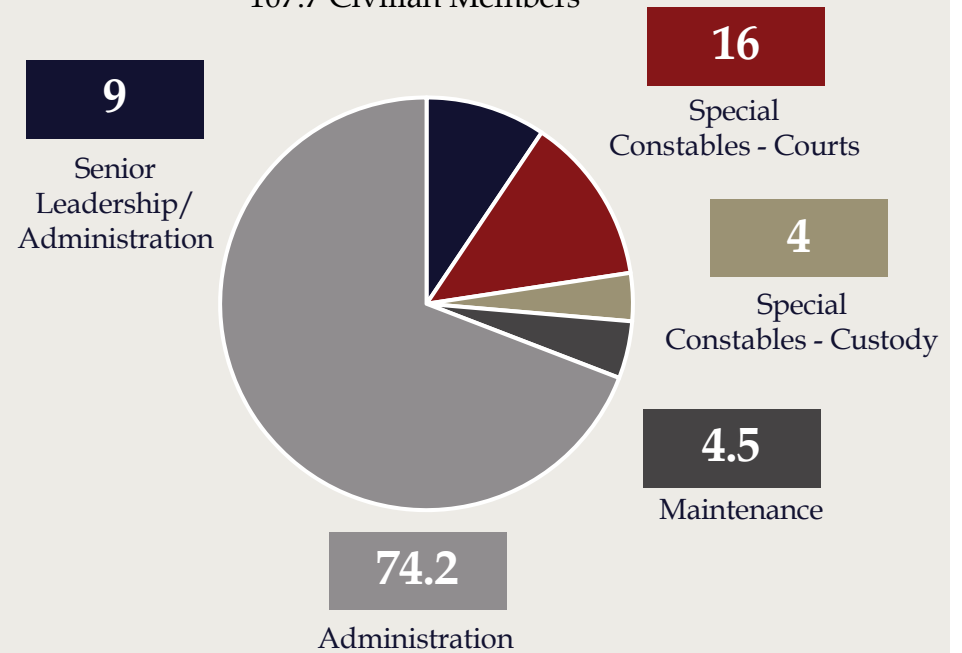
Sworn Members

222.5 Sworn Members



Civilian Members

107.7 Civilian Members



Community Policing



In 2022, 18 service members, as well as Victim Service Wellington members completed the Crime Prevention Through Environmental Design (CPTED) program with the Canadian Police Knowledge Network. The CPTED course equips officers to be proactive in assisting community members in crime prevention by assessing the environment surrounding their residences/businesses and providing suggestions for ways to deter potential criminal activities from occurring.



A *Pre-Charge Diversion Program* was introduced in January 2022 and focuses on restorative justice and using the relationships with community organizations to address minor offences rather than entering the criminal justice system. The program also helps youth and adult offenders access community programs and the resources they require.



In 2022, the Service's Community Policing Committee set out to increase the visibility of our membership within the community. In 2022, GPS members participated in 947 community engagements reflecting a 535% increase in community contacts in 2022.



In 2022, a *Community Policing Page* was added to our Service's website to increase public education and to promote community policing to visitors to the site.

GPS Major 2022 Program Milestones



Zone Realignment Pilot Project

For 23 years the City of Guelph had been divided into 4 police patrol zones. However, with the extensive population growth seen recently in certain areas of the City, the Service found that call volumes had become imbalanced between the existing zones. In 2022, a zone realignment analysis was undertaken by the Service with a view to bringing equity to the zones, balancing officer workload and allowing for more proactive policing. The zone realignment analysis was concluded at the end of 2022 and a new 6 patrol zone model was established for the city.



Crisis Intervention Training

In 2022 our Service delivered three sessions of *Crisis Intervention Training* to 50 Guelph and OPP (Wellington and Dufferin) officers. The *Crisis Intervention Training* sessions provided participating officers with knowledge to better assist them in serving those individuals with whom they interact in the community suffering from mental health issues. These training sessions were conducted by our internal GPS Wellness Coordinator and the Ontario Provincial Police Mental Health Liaison. The sessions included de-escalation training, support techniques and the proper identification of mental health illnesses thus ensuring officers who have undergone the training are better equipped to respond to mental health emergencies. Our goal is to ensure all officers will undergo *Crisis Intervention Training*.



SCANinGuelph Project

The *SCANinGuelph Security Camera Registry Program* was launched by the Service in February 2022. The aim of the program is to improve efficiencies in crime investigation canvassing efforts by officers seeking video surveillance footage. *ScaninGuelph* allows private residential and commercial property owners to register the locations of their surveillance cameras with the Service. Those camera locations are then uploaded into a database and displayed on a map for officers investigating occurrences or assisting in emergency situations which they can view via their cellphones or computers. Since its rollout, SCANinGuelph has registered approximately 100 residential and 19 commercial cameras thereby enhancing the Service's existing capabilities and technological infrastructure to better protect the safety of our community members.

GPS Major 2022 Program Milestones



Citizens' Police Academy

In May 2022, our Service held its first *Citizens' Police Academy* program with the Canadian Arab Women's Association. Following its success, we delivered the program again in August of 2022 with the Arab Women's Society of Guelph. These 8-week programs, delivered to approximately 60 women participants, covered topics including the role of police in Canada, hate crimes, fraud, and human trafficking amongst others. Given the immense success of these two *Citizens' Police Academy* initiatives, the Service is committed to continuing their delivery to even more community organizations in 2023.



Guelph Wellington Welcoming Week

September 2022 saw our Service's inaugural participation in the *Guelph Wellington Welcoming Week* initiative presented by the Guelph Wellington Local Immigration Partnership (GWLIP) whose aim is to encourage community organizations to hold functions to foster new relationships and support and celebrate newcomer contributions. Our Service's event included an outdoor meet and greet with refreshments where approximately 75 attendees were able to meet with GPS officers and representatives of Victim Services Wellington and IMPACT. The Guelph Police Service will participate, on an ongoing basis, in the Guelph Wellington Welcoming Week Initiative given the overwhelming positive feedback received from those in attendance.



IMPACT Team

The Guelph Police Service's *Integrated Mobile Police and Crisis Team* (IMPACT) is comprised of seven specially trained Mental Health Clinicians from the Canadian Mental Health Association Waterloo Wellington (CMH WW) who operate directly out of the GPS headquarters. Prior to 2022, IMPACT did not have a designated office space within our building which, in turn, limited their availability to support and efficiently provide consultations as needed. In 2022, with the completion of the GPS Headquarters renovation, IMPACT moved into a permanent office space in proximity to where the majority of our frontline officers are situated. With the increased visibility of the IMPACT clinicians and the increased functionality of their work environment, IMPACT clinicians are now better situated to respond to and engage with our officers on calls related to the support of the mental health and wellness needs of our Guelph Community.



Equity, Diversity, and Inclusion Highlights



The Guelph Police Services' *Equity, Diversity and Inclusion Committee* continues to work hard to partner with our multicultural, BIPOC, and 2SLGBTQIA+ communities through a variety of initiatives supporting inclusivity including community engagement and the provision of education and training to our members. In 2022, our EDI Committee facilitated the attendance of our members at many community events where our members were able to participate in focussed activities and information sessions and engage in thoughtful discussion with facilitators and participants. In June, our members attended the Guelph Multicultural Festival and were given the opportunity to listen, connect, and honour the many diverse cultural groups in attendance. In August, our members celebrated the festival of Rakshabandhan at the GPS Headquarters with the Hindu Swayamsevak Sangh-Guelph Chapter where our members learned about Hindu cultural traditions and practices. In October, our members attended the Diwali Music Function to support the cultural celebrations and performances of Indian songs specific to the festival of Diwali. Our EDI committee continues to support and learn from the diverse members of the Guelph community to ensure appropriate community service and internal member education.

Technological Innovations



In 2022, the Guelph Police Service continued to be at the forefront of technological innovation to help our members in doing their jobs more efficiently and to aid in our community being served more effectively. With the conclusion of our *Body Worn Camera Pilot Project* in 2021, the full Service implementation of the *Body Worn Camera Program* was completed in March 2022. All frontline members were trained to integrate the use of body worn cameras into their Service duties. Internally, this initiative has been considered an operational success and external surveys undertaken of the public have found immense community support for the body worn cameras.



In June of 2022 our IT department launched the *SPIDR Tech Initiative* which allows for confirmation texts to be sent to individuals after they have called our Service. This initiative allows for 911 communication operators to deliver important information to individual callers specific to their cases. The *SPIDR Tech Initiative* has increased efficiencies for 911 communicators as it has reduced the volume of call backs by individuals to confirm their emergencies.



Other technological advancements made by the Service in 2022 included the update of our internal administrative phone system and the use of Niche Integration with E-Intake which streamlined evidentiary reports going into the courts.

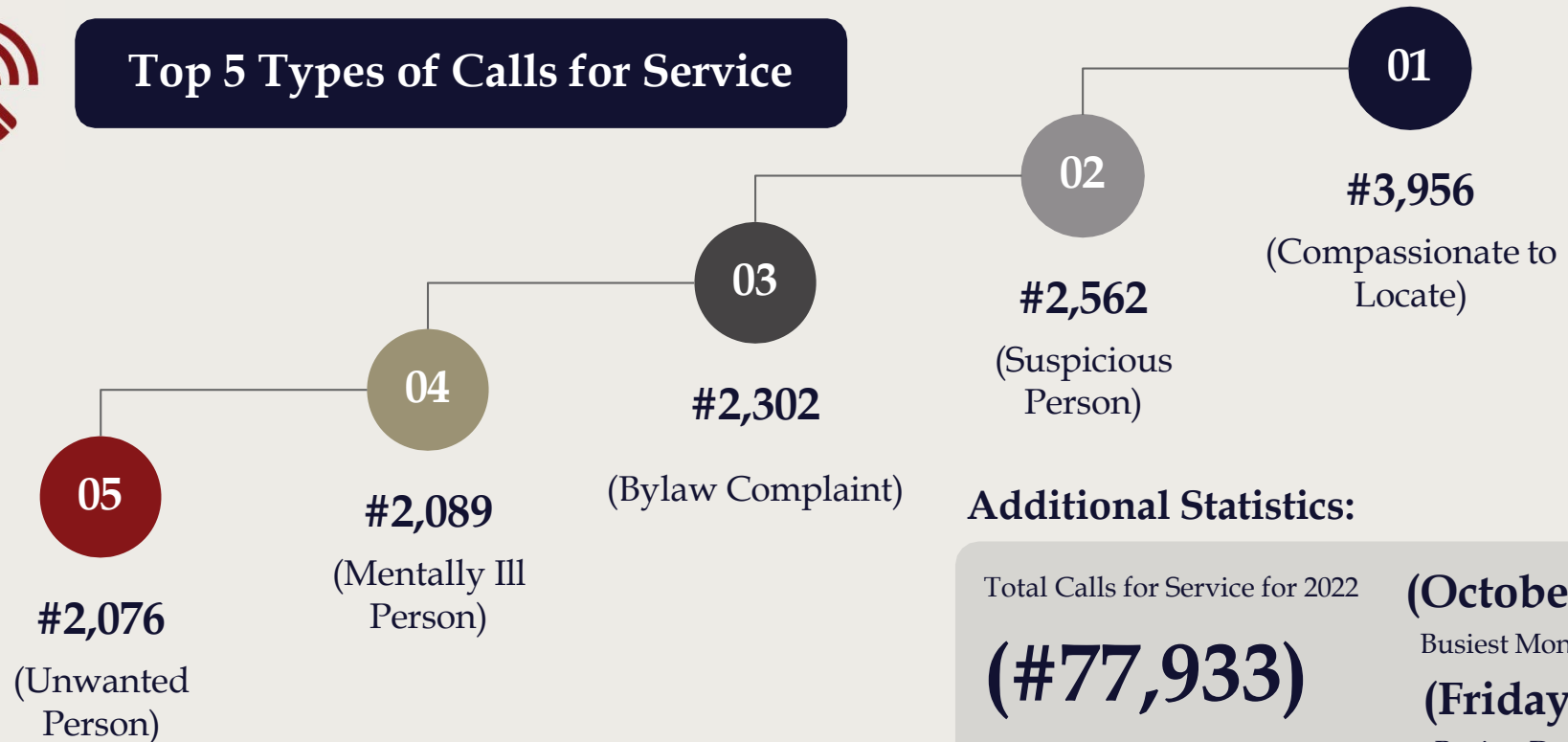


2022 also saw the implementation of a new dictation system that allows officers to dictate their reports which are then transcribed by administrative staff, thereby increasing efficiency and allowing officers to return more quickly to attend to calls and emergencies.

Calls for Service



Top 5 Types of Calls for Service



Service Quality

16

	2021	2022	% Variance
Priority 1 Calls for Service			
Number of Priority 1 Calls for Service	1,116	984	-11.8%
Median Response Time, Priority 1 Calls (minutes : seconds)	6:03	6:10	1.9%
Use of Force			
Number of Incidents	88	99	12.5%
Levels of Force Used	155	223*	43.9%
Public Complaints - Investigations			
Total Complaints by Type	54	41	-24.1%
Police Officer Conduct	46	35	-23.9%
Service of the Police Service	7	4	-42.9%
Policies of the Police Service	1	2	100.0%
Public Complaints - Resolutions			
Withdrawn	6	6	0.0%
Unsubstantiated	11	8	-27.3%
Customer Service/Early Resolution	3	2	-33.3%
Informal Discipline	0	0	-
Misconduct Hearing	0	0	-
Not Proceeded with 60 PSA	30	21	-30.0%
Retained by OIPRD	0	0	

*Previously, when a use of force incident was reported, only the highest level of force used in an incident was reported. Starting in 2022, all levels of force used during an incident are reported. For example, in a scenario where a firearm was both drawn and pointed in one incident, prior to 2022 only one level of force would be reported for the incident (for the firearm pointed, the highest level of force). In 2022 and onward, this scenario would result in two use of force levels of force being reported for the incident, one for the firearm drawn and one for the firearm pointed.

To access the full use of force report please head to our website at <https://www.guelphpolice.ca/en/index.aspx>

	2021	2022	% Variance
Outsourced to Other Police Services	2	0	-200.0%
OCCPS/OIPRD Appeals	1	3	200.0%
Decision Upheld	1	3	200.0%
Street Checks (i.e.. Regulated Interactions); Attempted Collections	0	0	-
Joint Forces Operations and Internal Task Forces	2	0	-200.0%
Projects Resulting in Charges	1	0	-100.0%
Freedom of Information (FOI) Requests Processed	430	465	8.1%
Data Services			
Number of Record Checks	9,109	10,911	19.8%
Volunteer Clearance	3,234	4,423	36.8%
Non-Volunteer Clearance	5,875	6,488	10.4%



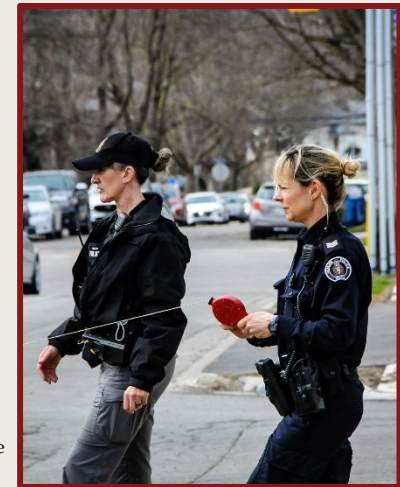
Overview of Offences

Total Criminal Code Offences

The rate of *Criminal Code* offences, excluding traffic, increased by 7.7% between 2021 and 2022 after having decreased for the last three years. Clearance, or the “solve rate,” of those crimes decreased by 2.1% between 2021 and 2022.

Total Criminal Code (excluding Traffic)

	2021	2022
Number of Occurrences	7,686	8,378
Occurrence Rate	5,242.8	5,772.5
Number Unfounded	113	99
Clearance* – Number Cleared by Charge	3,449	3,685
Clearance* – Number Cleared Otherwise	542	561
Clearance Rate*	51.9%	50.7%



*Figure represents crimes cleared in that year, regardless of when that crime occurred. Clearance refers to the status of an occurrence. For example, an occurrence can be cleared with the laying of a charge, with a diversion to an extrajudicial measure, or because a complainant declines to proceed, as well as other reasons.

*Not all crimes are shown; all crimes are accounted for in the totals.

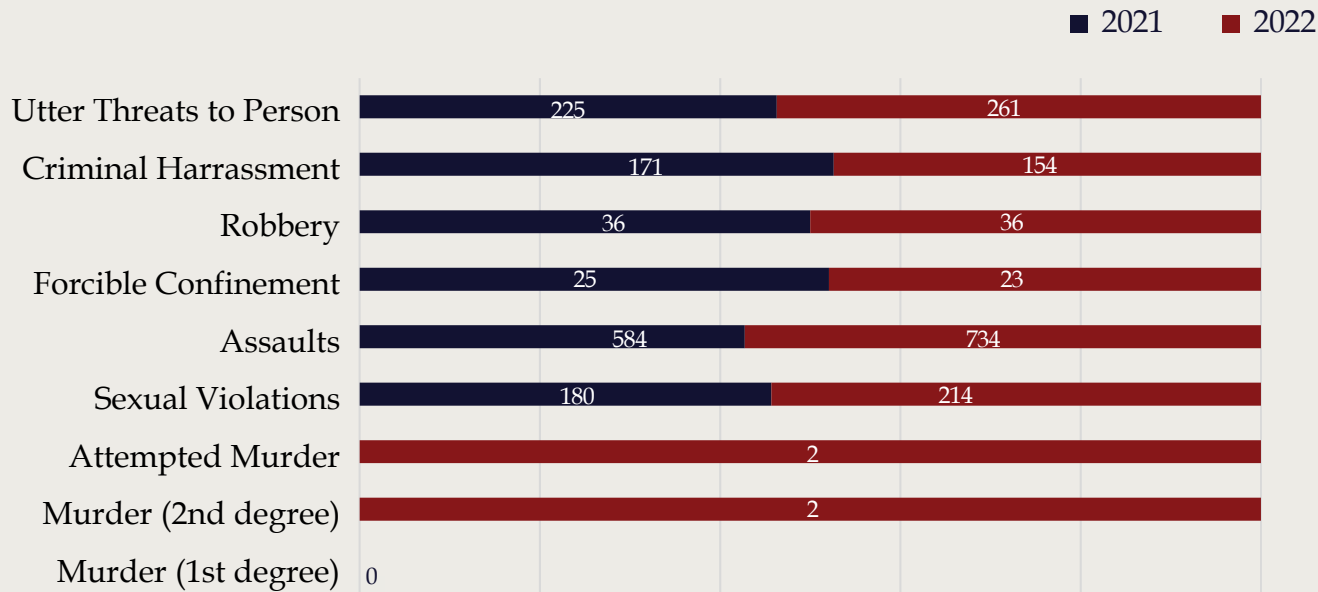
Source: Guelph Police Service Records Management System

If more crimes are cleared in a year, than occurred in that year, the clearance rate will be greater than 100%.

Overview of Offences

Crimes Against the Person

Violent crimes rose by 18.9% in 2022. There were two murders and two attempted murders, whereas there were none in the previous 2021 year. Sexual assaults increased by 22.5%, assaults by 33.9%, and utter threats by 14.8% over the previous 2021 year.

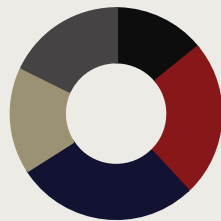


Overview of Offences

Crimes Against Property

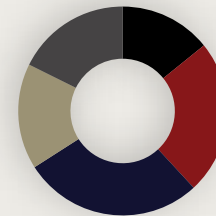
Property crime increased in 2022 by 6.5%. Chief among these increases were motor vehicle thefts and thefts from a motor vehicle. However, break and enters decreased by 8.4% from 2021.

2021



- 561 Breaking and Entering
- 691 Theft \$5,000 or under from a motor vehicle
- 932 Theft \$5,000 or under
- 637 Fraud
- 613 Shoplifting \$5,000 or under

2022



- 519 Breaking and Entering
- 875 Theft \$5,000 or under from a motor vehicle
- 1019 Theft \$5,000 or under
- 598 Fraud
- 647 Shoplifting \$5,000 or under

Overview of Offences

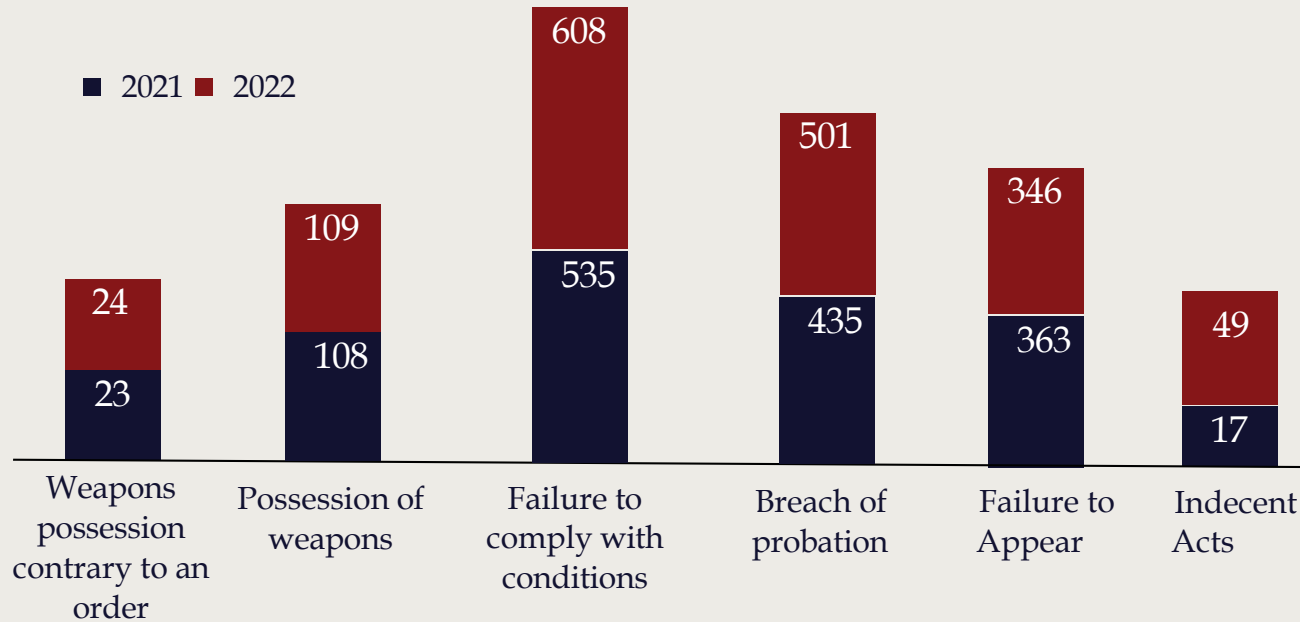
**Controlled Drugs and Substances Act, Cannabis Act,
Youth Criminal Justice Act and Human Trafficking**

	Occurrences		Clearance Rate	
	2021	2022	2021	2022
Controlled Drugs and Substances Act	188	168	100.5%	100.5%
Cannabis Act	14	14	100.0%	100.0%
Human Trafficking	2	5	0.0%	0.0%

Overview of Offences

Other Criminal Code Offences

Increases in failure to comply with conditions and breaches of probation were significant in 2022 as compared to 2021, while indecent acts and fail to appear both decreased in 2022.



Traffic Offences & Motor Vehicle Collisions

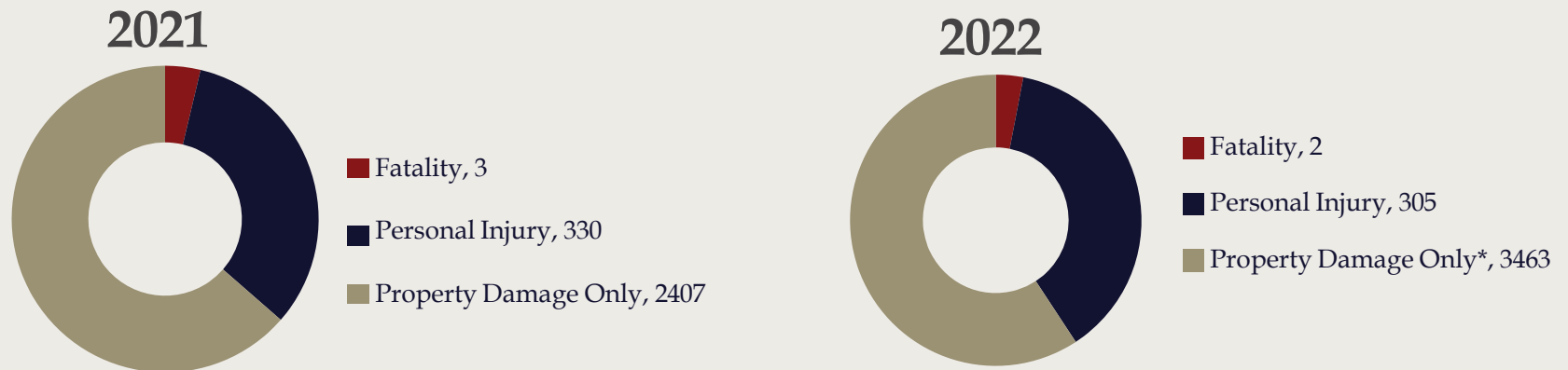
Criminal Code Traffic Offences

Traffic crime also increased in 2022, by 12.2%. Impaired operation made up most of the increase. *Highway Traffic Act* charges rose as well, including speeding, driving under suspension, and driving with no license.

	2021				2022				% Variance	
	Occurrences		Clearance		Occurrences		Clearance		Occurrence Rate (%)	Clearance Rate (%)
	Number	Rate	Number	Rate (%)	Number	Rate	Number	Rate (%)		
Criminal Code Traffic Crime	276	188.3	274	99.3	314	216.3	314	99.7%	12.2%	0.4%
Dangerous Operation	39	26.6	39	100	33	23.0	33	100.0%	-15.4%	0.0%
Flight From Peace Officer	14	9.5	13	92.9	7	4.8	7	100.0%	-50.5%	7.7%
Impaired Operation & Related Violations	166	115.5	179	99.4	205	142.7	205	99.5%	23.5%	0.1%
Failure to Stop or Remain	7	4.8	7	100.0	18	12.5	18	100.0%	125.0%	0.0%
Driving while Prohibited	36	24.6	36	100.0	41	28.2	41	100.0%	12.8%	0.0%

Traffic Offences & Motor Vehicle Collisions

Motor Vehicle Collisions



*Includes both collisions reported on scene and self-reported collisions. The previous 2021 report included on scene collisions only

Traffic Offences & Motor Vehicle Collisions

Highway Traffic Act Violations



	2021	2022
Total Highway Traffic Act (HTA) Violations	4,534	5,435
Disobey Stop Sign	109	105
Red Light - Fail to Stop	153	131
Careless Driving	279	277
Speeding	2,338	2,670
Seat Belt Violation	37	59
Drive, Hand-Held Communication Device	66	69
Drive Under Suspension	173	205
Drive Motor Vehicle, No License	58	84
Drive Motor Vehicle, No Currently Validated Permit	42	72

Cyber and Hate Crimes

Cyber and Hate Crimes

Cyber and hate crimes decreased in rate but were virtually unchanged in number between 2021 and 2022.

	2021				2022				% Variance	
	Occurrences		Clearance		Occurrences		Clearance		Occurrence Rate	Clearance Rate
	Number	Rate	Number	Rate	Number	Rate	Number	Rate		
Cyber Crime ¹	516	352.0	219	42%	512	352.8	151	29%	-1.8%	-30.5%
Hate Crime ²	13	9.0	5	38%	13	9.0	3	23%	-1.0%	-40.0%

¹A cyber crime is a “criminal offence involving a computer as the object or the crime of the tool used to commit a material component of the offence.” (“Canadian Police College as quoted in Canadian Center for Justice Statistics.” Statistics CA. 2010.).

²A hate crime is a “criminal violation motivated by hate, based on race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability, sexual orientation or any other similar factor.” (“Canadian Center for Justice Statistics.” Statistics Canada. 2010.).

Financial Indicators

Human Resources	2021	2022
Population, City of Guelph	143,700	145,137
Authorized Personnel (FTEs)	332.67	337.4
Actual Personnel (FTEs)	327.72	330.2
Authorized Police Officers (FTEs)	222.5	222.5
Police Officer: Population Ratio (Actual constables, sergeants, and staff sergeants)	670	674
Authorized Constables	180	180
Actual Constables	179	179
Overtime Hours	26,898	31,990
Overtime per Member (hours)	82	97
Overtime paid (hours)	16,933	21,080
Overtime paid (%)	63	66
Cost of Overtime Paid (\$)	\$840,456	1,077,661
Sick Time (hours)	14,848	24,432
Sick Time per Member (FTEs) (hours)	45	74
Injured on Duty (hours)	16,947	10,860
Injured on Duty per Member (FTEs) (hours)	52	64

Selected Cost Recovery	2021	2022
Alarms Fees	\$77,385	\$90,350
Police Record Check Fees	\$239,333	\$265,125
Financial and Material Resources	2021	2022
Net Approved Budget	\$51,429,050	\$54,249,566
Net Operating Expenditures	\$49,853,220	\$52,078,925
Policing Cost per capita (net operating expenditures)	\$358	\$374





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 Guelph Police Service

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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, 15 June 2023

SUBJECT: 2022 ANNUAL USE OF FORCE BOARD REPORT

PREPARED BY: Kevin King, Staff Sergeant of Professional Development and Recruiting Unit

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

RECOMMENDATION:

For information only.

SUMMARY:

The purpose of this report is to provide the Guelph Police Services Board an overview of the Use of Force statistics for 2022.

When an officer has displayed or applied force or utilized a force option as defined by regulation, the officer must complete and submit an electronic Use of Force Report. Individual officers who are involved in the same incident must each complete separate reports if they have displayed or applied force. Tactics and Rescue Unit (TRU) officers are permitted to complete and submit a single electronic Use of Force Report detailing the teams' combined use of force.

A member shall submit a Use of Force Report when:

- (a) A handgun is drawn in the presence of a member of the public (excludes a member of a police service who is on duty), points a firearm at a person or discharges a firearm.
- (b) A member uses a weapon other than a firearm on another person.
- (c) A member uses physical force on another person, not in relation to training, that results in an injury requiring medical attention; and

- (d) When a member deploys a Conducted Energy Weapon (CEW) on a person or an animal or displays the CEW in the Demonstrated Force Presence Mode.

After the officer completes the electronic Use of Force Report, it is then submitted to their unit's Staff Sergeant for review, then the unit's Inspector, and then to the Staff Sergeant of the Professional Development and Recruiting Unit for final approval.

The Chief of Police shall deliver, or make available, upon request, a copy of the Provincial Use of Force Report to the Ministry Community Safety and Correctional Services. This annual report is reviewed by the Chief of Police, forwarded to the Police Services Board, and made available to the community.

REPORT:

The Guelph Police received 77,933 calls for service in 2022. Guelph Police officers attended to 99 incidents where either one or more levels of force were required to bring the situation to a successful resolution. Members of the Guelph Police Service used 223 varying Use of Force options during these 99 incidents. Based on the province's seven (7) race categories, 121 subjects involved were identified as follows: White 103, Black 10, East/Southeast Asian 3, Indigenous 2, Latino 2 and Middle Eastern 1.

All Use of Force reports have been reviewed. Officers are trained to assess each situation and respond with the most appropriate use of force option considering officer safety, public safety, and subject safety. Guelph Police officers, on a very regular basis, are faced with incidents of a serious and potentially dangerous nature. By providing multiple Use of Force options to our officers, we allow choices in how to deal with ever-changing circumstances. Officers can select and transition between their Use of Force options thereby achieving the most effective outcomes.

Our officers continue to demonstrate that common sense, good judgment, and effective training are the key to our success in policing the City of Guelph.

CALL TYPES:

The types of calls for service resulting in use of force vary. Such calls could include officer-initiated contact with the public and citizen generated calls for service and assistance.

Call Generated by and Call Type	Citizen complaint	Officer initiated	Grand Total
Animal Complaint	1	0	1
Arrest - Warrant/R&PG	4	0	4
Assault	3	0	3
Assist Other Police Service	3	1	4
Attempt Suicide	3	0	3
Break & Enter	3	0	3
Dispute	2	0	2
Disturbance	1	1	2
Domestic Dispute	12	0	12
Homicide	2	0	2
Impaired Driver	2	1	3
Intoxicated Person	2	0	2
Mental Health Call	12	0	12
Motor Vehicle Collision	2	0	2
Phone Calls	1	0	1
Property Damage	1	1	2
Racing/Stunt Driving	0	1	1
Robbery	1	0	1
Search Warrant	6	13	19
Shoplifting	1	0	1
Stolen/Recovered Vehicle	4	0	4
Suicide	1	0	1
Suspicious Person/Vehicle	3	0	3
Weapons Call	10	1	11
Total	80	19	99
Percentage	80.8%	19.2%	100.0%

DEFINITIONS:

Aerosol

Oleoresin capsicum (pepper spray).

ARWEN ("Anti-Riot Weapon Enfield")

ARWEN is a less-lethal launcher which fires 37mm less-lethal rounds (rubber payload).

Canine

Police Service Dogs are trained to provide support in tracking, the search of buildings and areas, evidence searches, and subject apprehension.

Conducted Energy Weapon

Conducted Energy Weapons (CEW) use propelled wires or direct contact to conduct energy to temporarily affect the sensory and motor functions of the nervous system. CEWs are less-lethal devices used to gain control of actively assaultive subjects or those who pose a risk to themselves or others.

CEW – Demonstrated Force Presence (DFP)

This refers to when an officer removes the CEW from its holster and its visual presence alone is used to deescalate the situation.

CEW – Drive Stun Mode (DSM)

This refers to when an officer removes the CEW from its holster and uses it without probes being deployed and making contact with the subject.

CEW – Full Dart Deployment (FDD)

This refers to when an officer removes the CEW from its holster and deploys probes to contact the subject.

Empty Hand Soft

This involves techniques such as joint locks, compliance techniques, and blocking.

Empty Hand Hard

This involves striking the subject – punch/palm-heel strikes, kicks, knee & elbow strikes, and grounding techniques.

Firearm Discharged

A member of a police force shall not draw a handgun, point a firearm at a person or discharge a firearm unless he or she believes, on reasonable grounds, that to do so is necessary to protect against loss of life or serious bodily harm. This also involves discharging a firearm to destroy an animal that is potentially dangerous or so badly injured that humanity dictates that its suffering be ended.

Firearm Drawn

An officer removes the firearm from their holster but does not aim the weapon at anyone.

Firearm Pointed

An officer removes the firearm from their holster and points the weapon at a subject.

Impact Weapon

Baton.

CS Gas

Used by Tactical Response Units.

PERCEIVED SUBJECT RACE:

As of January 1, 2020, under the *Anti-Racism Act*, police services are required to collect data on the perceived race of those subjects involved in reportable use of force incidents. All information gathered is used to identify, monitor, and address potential racial bias or profiling.

The reporting requirements include identifying the perceived race of the subject at the time that force was applied.

Race groups are categorized by the Ministry and are divided into seven groups: Black, East/Southeast Asian, Indigenous, Latino, Middle Eastern, South Asian, and White.

In all reported incidents, 78.5% of subjects reside locally, and 21.5% reside outside of jurisdiction.

Race	Local	%	Out of Jurisdiction	%	Grand Total	%
Black	3	2.5%	7	5.8%	10	8.3%
East/Southeast Asian	3	2.5%	0	0.0%	3	2.5%
Indigenous	2	1.7%	0	0.0%	2	1.7%
Latino	0	0.0%	2	1.7%	2	1.7%
Middle Eastern	1	0.8%	0	0.0%	1	0.8%
White	86	71.1%	17	14.0%	103	85.1%
Grand Total	95	78.5%	26	21.5%	121	100.0%

FINANCIAL IMPLICATIONS:

The associated training and equipment costs were contained within the 2022 Guelph Police operating budget.

ATTACHMENTS:

Appendix "A" – Annual Use of Force Statistics 2018 – 2022, Annual Use of Force Comparison 2018 – 2022

Appendix "B" – CEW Deployment Comparison 2018 – 2022

Appendix "C" – 2022 Incident Breakdown

Appendix "A"

Annual Use of Force Statistics 2018 – 2022

TYPE OF FORCE	2018	2019	2020	2021	2022
Firearm					
Firearm Discharged	4	1	3	0	3
Firearm Pointed	33	40	42	39	62
Firearm Drawn	8	21	20	18	71 ^{1,2}
ARWEN	-	-	-	2	0
CEW					
CEW - DFP	39	45	53	57	53
CEW - DSM	0	5	3	2	1
CEW - FDD	9	23	14	10	13
Aerosol Weapon	2	2	3	3	2
Empty Hand	21	14	22	12	15
Impact Weapon	1	1	1	1	0
Canine	0	1	0	1	3
CS Gas	0	0	0	0	0
Total Levels of Force	117	153	161	145	223
Total # of Incidents	68	86	83	80	99

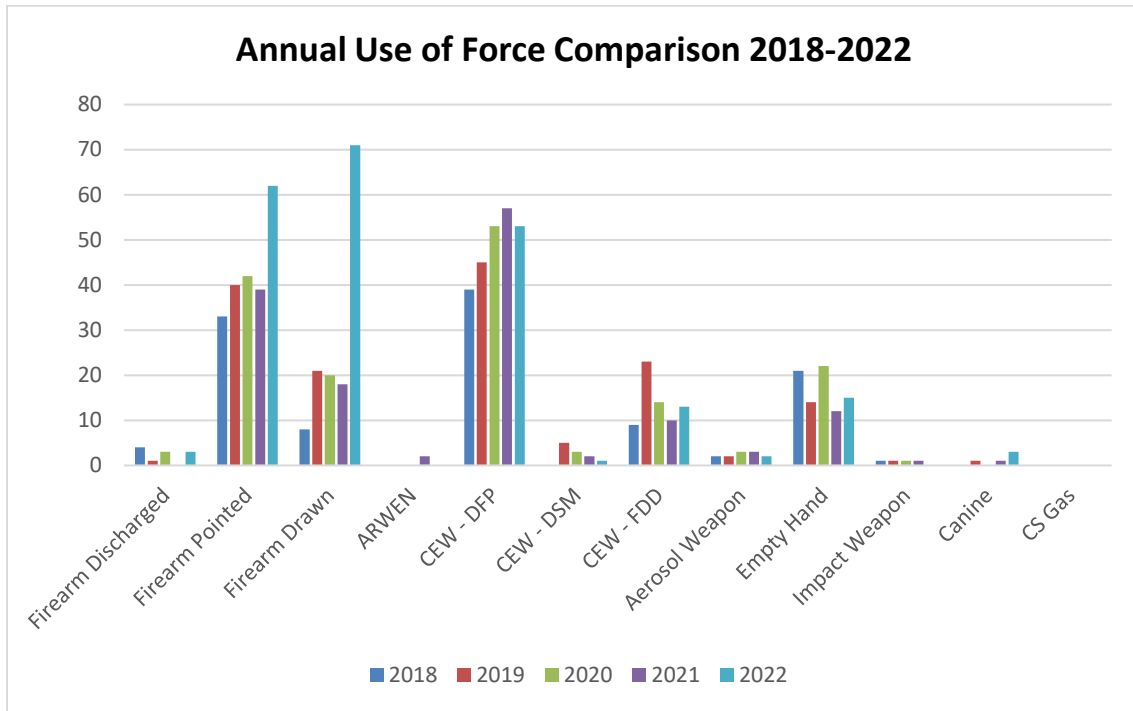
* CEW – DFP Demonstrated Force Presence

**CEW – DSM Drive Stun Mode

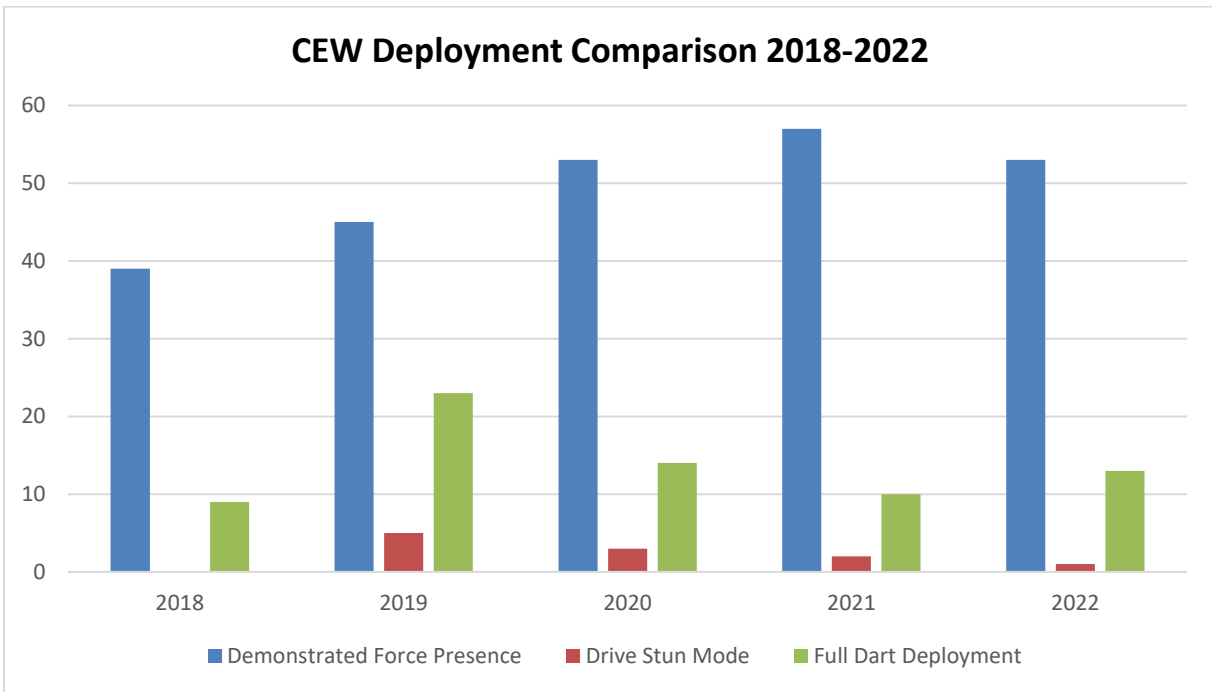
***CEW – FDD Full Dart Deployment

¹Previously, when a use of force incident was reported, only the highest level of force used in an incident was reported. Starting in 2022, all levels of force used during an incident are reported. For example, in a scenario where a firearm was both drawn and pointed in one incident, prior to 2022 only one level of would be reported for the incident (for the firearm pointed, the highest level of force). In 2022 and onward, this scenario would result in two use of force levels of force being reported for the incident, one for the firearm drawn and one for the firearm pointed.

² In 2022 Tactical Response Units were deployed to all *Criminal Code* search warrants, local and non-local, contributing to the increase in Firearm Drawn.



Appendix "B"



Appendix "C"

2022 Incident Breakdown

Number	Occurrence Type	Initiated By	Weapon Carried by Subject / Behaviour	Officer Response / Force Option Used	Number of Subjects & Perceived Race	Local/Out of Jurisdiction	Injury to Officer?	Injury to Subject?
1	Search Warrant	Officer initiated	TRU - firearms, subjects known to be violent	Firearm pointed, CEW DFP	White (2)	Local	No	No
2	Search Warrant	Officer initiated	TRU - firearms, subjects known to be violent	Firearm pointed, CEW DFP	White (5)	Local	No	No
3	Domestic Dispute	Citizen complaint	Active resistant	Empty hand soft	East/Southeast Asian	Local	No	Yes
4	Phone Calls	Citizen complaint	Firearms / Active resistant	Firearm drawn, firearm pointed, CEW DFP	White	Local	No	No
5	Search Warrant	Officer initiated	TRU - potential weapons,	Firearm drawn, firearm pointed	White	Local	No	No
					Black	OJUR	No	No
6	Mental Health Call	Citizen complaint	Assaultive, active resistant	CEW DFP, CEW FDD	Indigenous	Local	No	No
7	Domestic Dispute	Citizen complaint	TRU - Firearms / Assaultive	Firearm drawn, firearm pointed, CEW DFP	White	Local	No	No
8	Mental Health Call	Citizen complaint	TRU - Knife / Suicidal	Firearm drawn, firearm pointed, CEW DFP	White	OJUR	No	No
9	Suspicious Person/Vehicle	Citizen complaint	Edged weapon / Active resistant	Firearm pointed	White	Local	No	No
10	Search Warrant	Officer initiated	TRU - Potential weapons, subject known to be violent	Firearm drawn, firearm pointed	White	Local	No	No
					White	OJUR	No	No

Number	Occurrence Type	Initiated By	Weapon Carried by Subject / Behaviour	Officer Response / Force Option Used	Number of Subjects & Perceived Race	Local/Out of Jurisdiction	Injury to Officer?	Injury to Subject?
11	Dispute	Citizen complaint	Knives / Assaultive, threatening to kill other members of household	Firearm pointed, CEW Pointed	Black	OJUR	No	No
12	Mental Health Call	Citizen complaint	TRU - Knife / Suicidal, assaultive	Firearm drawn, firearm pointed, CEW DFP	White	Local	No	No
13	Attempt Suicide	Citizen complaint	Knife / Active resistant, assaultive	Empty hand soft, CEW DFP	White	Local	No	No
14	Domestic Dispute	Citizen complaint	Assaultive	CEW DFP	White (2)	Local	No	No
15	Intoxicated Person	Citizen complaint	Wooden log / Active resistant, assaultive, under the influence of drugs	CEW DFP	Black	OJUR	No	No
16	Search Warrant	Citizen complaint	TRU - Firearms	Firearm drawn, firearm pointed, CEW DFP	Black (1), Latino (1)	OJUR	No	No
17	Mental Health Call	Citizen complaint	Active resistant, assaultive	CEW DFP	White	Local	No	No
18	Weapons Call	Officer initiated	Firearm / Assaultive	Firearm drawn, firearm pointed	White	Local	No	No
19	Impaired Driver	Officer initiated	Flee from police, active resistant	Empty hand soft	White	OJUR	No	Yes
20	Break & Enter	Citizen complaint	Crowbar / Active resistant	Canine	White	OJUR	No	Yes
21	Search Warrant	Officer initiated	TRU - Potential weapons	Firearm drawn, firearm pointed	White (2)	Local	No	No
22	Search Warrant	Officer initiated	TRU - Potential weapons	CEW DFP	White	Local	No	No

Number	Occurrence Type	Initiated By	Weapon Carried by Subject / Behaviour	Officer Response / Force Option Used	Number of Subjects & Perceived Race	Local/Out of Jurisdiction	Injury to Officer?	Injury to Subject?
23	Impaired Driver	Citizen complaint	Firearm / Assaultive	Firearm drawn, firearm pointed	White	OJUR	No	No
24	Mental Health Call	Citizen complaint	Knife / Assaultive	CEW DFP	White	Local	No	No
25	Mental Health Call	Citizen complaint	Assaultive, suicidal	CEW FDD	White	Local	No	No
26	Weapons Call	Citizen complaint	TRU - Firearms	Firearm pointed, firearm drawn	White (3)	Local	No	No
27	Assist Other Police Service	Citizen complaint	TRU - Weapons potential / Active resistant	Firearm pointed, firearm drawn, CEW DFP	White	OJUR	No	No
28	Domestic Dispute	Citizen complaint	TRU - Firearms	Firearm drawn, firearm pointed	White (2)	OJUR	No	No
29	Domestic Dispute	Citizen complaint	TRU - Firearms	Firearm drawn, firearm pointed, CEW DFP, Empty hand soft	White	OJUR	No	No
30	Weapons Call	Citizen complaint	Firearm / Assaultive	Firearm drawn	White	Local	No	No
31	Arrest - Warrant/R&PG	Citizen complaint	TRU - Potential weapons /Subject known to be violent	CEW DFP	White	OJUR	No	No
32	Assault	Citizen complaint	TRU - weapons / Assaultive, stabbed person	Firearm pointed	White	Local	No	No
33	Domestic Dispute	Citizen complaint	Weapons / Assaultive	CEW DFP	White	Local	No	No
34	Weapons Call	Citizen complaint	Weapons / Assaultive	Firearm drawn, firearm pointed	White	Local	No	No
35	Intoxicated Person	Citizen complaint	Assaultive	CEW DFP	White	Local	No	No

Number	Occurrence Type	Initiated By	Weapon Carried by Subject / Behaviour	Officer Response / Force Option Used	Number of Subjects & Perceived Race	Local/Out of Jurisdiction	Injury to Officer?	Injury to Subject?
36	Stolen/Recovered Vehicle	Citizen complaint	TRU - Weapons potential / Subject known to be violent	CEW DFP	White	Local	No	No
37	Impaired Driver	Citizen complaint	Weapons potential / Flee from police	CEW DFP	Latino	OJUR	No	No
38	Arrest - Warrant/R&PG	Citizen complaint	TRU - Weapons potential	Firearm drawn, firearm pointed, CEW DFP	White	OJUR	No	No
39	Disturbance	Officer initiated	Active resistant, assaultive	Aerosol	Black	OJUR	No	No
40	Attempt Suicide	Citizen complaint	Active resistant	CEW FDD, Firearm drawn, Empty hand soft	Black	Local	No	No
41	Robbery	Citizen complaint	Knife / Assaultive, active resistant	Firearm drawn, firearm pointed	White	Local	No	No
42	Homicide	Citizen complaint	TRU - Weapons potential	CEW DFP, Empty hand soft	White	Local	No	No
43	Homicide	Citizen complaint	TRU - Weapons potential	Firearm drawn	White (2)	Local	No	No
44	Racing/Stunt Driving	Officer initiated	Motor vehicle / Assaultive, active resistant	Aerosol, empty hand hard, empty hand soft	Middle Eastern	Local	No	No
45	Weapons Call	Citizen complaint	Firearm	CEW DFP, Firearm drawn, firearm pointed	White	Local	No	No
46	Weapons Call	Citizen complaint	TRU - Knife / Assaultive	CEW DFP, Firearm drawn, firearm pointed	White	Local	No	No
47	Mental Health Call	Citizen complaint	TRU - Knife / Assaultive, suicidal	CEW DFP	White	Local	No	No

Number	Occurrence Type	Initiated By	Weapon Carried by Subject / Behaviour	Officer Response / Force Option Used	Number of Subjects & Perceived Race	Local/Out of Jurisdiction	Injury to Officer?	Injury to Subject?
48	Weapons Call	Citizen complaint	TRU - Firearm / Assaultive	Firearm drawn, firearm pointed, CEW DFP	White	Local	No	No
49	Property Damage	Citizen complaint	Weapons potential	Firearm drawn, firearm pointed	White (2)	Local	No	No
50	Assist Other Police Service	Officer initiated	TRU - Weapons potential	Firearm drawn	NO SUBJECTS ³	N/A	No	No
51	Weapons Call	Citizen complaint	Weapons potential	CEW DFP, Firearm drawn, firearm pointed	White	Local	No	No
52	Weapons Call	Citizen complaint	Knife	CEW DFP	White	Local	No	No
53	Property Damage	Officer initiated	Hammer / Assaultive	CEW DFP	White	Local	No	No
54	Domestic Dispute	Citizen complaint	Baseball bat / Assaultive	CEW DFP	White	Local	No	No
55	Dispute	Citizen complaint	Knife	Firearm drawn	White	Local	No	No
56	Assault	Citizen complaint	TRU - Weapons potential	Firearm drawn, firearm pointed, CEW DFP	White	Local	No	No
57	Search Warrant	Officer initiated	TRU - Weapons potential / Active resistant	Firearm drawn, firearm pointed	White (2)	Local	No	No
58	Search Warrant	Officer initiated	TRU - Weapons potential	Firearm drawn, firearm pointed	White	Local	No	No
59	Search Warrant	Officer initiated	TRU - Weapons potential	Firearm drawn, firearm pointed	White	OJUR	No	No
60	Domestic Dispute	Citizen complaint	Knives / Assaultive, active resistant,	CEW DFP, CEW FDD, Firearm drawn,	White	Local	No	No

³ Members of the public not involved in call observed officer with firearm drawn.

Number	Occurrence Type	Initiated By	Weapon Carried by Subject / Behaviour	Officer Response / Force Option Used	Number of Subjects & Perceived Race	Local/Out of Jurisdiction	Injury to Officer?	Injury to Subject?
			flee from police	firearm pointed				
61	Shoplifting	Citizen complaint	Assaultive	CEW DFP, CEW FDD	Black	Local	No	No
62	Domestic Dispute	Citizen complaint	Assaultive, active resistant	CEW DFP	White	Local	No	No
63	Domestic Dispute	Citizen complaint	Knife / Assaultive, active resistant	CEW DFP	White	Local	Yes	No
64	Suspicious Person/Vehicle	Citizen complaint	Dangerous driving / Assaultive, active resistant	CEW DSM, CEW FDD, Empty hand soft, Empty hand hard	White	OJUR	Yes	No
65	Arrest - Warrant/R&PG	Citizen complaint	Knife / Assaultive, active resistant	CEW FDD	White	Local	No	No
66	Suspicious Person/Vehicle	Citizen complaint	Crowbar / Assaultive, active resistant	CEW DFP	White	Local	No	No
67	Search Warrant	Citizen complaint	TRU - Potential weapons	Firearm drawn, firearm pointed	White (3)	Local	No	No
68	Search Warrant	Citizen complaint	TRU - Potential weapons	Firearm drawn	NO SUBJECTS ⁴	N/A	No	No
69	Search Warrant	Citizen complaint	TRU - Potential weapons	Firearm drawn	NO SUBJECTS ⁵	N/A	No	No
70	Search Warrant	Citizen complaint	TRU - Weapons potential	Firearm drawn, firearm pointed	White	Local	No	No
71	Assault	Citizen complaint	Knife / Assaultive, holding hostages	CEW DFP, Firearm drawn, firearm pointed	Black (1), White (2)	Local	No	No
72	Break & Enter	Citizen complaint	Active resistant	Canine	White	Local	No	Yes

⁴ Members of the public not involved in call observed officer with firearm drawn.

⁵ Members of the public not involved in call observed officer with firearm drawn.

Number	Occurrence Type	Initiated By	Weapon Carried by Subject / Behaviour	Officer Response / Force Option Used	Number of Subjects & Perceived Race	Local/Out of Jurisdiction	Injury to Officer?	Injury to Subject?
73	Mental Health Call	Citizen complaint	Wooden club / Assaultive	CEW DFP, CEW FDD, Firearm drawn, firearm pointed	White	Local	No	No
74	Attempt Suicide	Citizen complaint	Potential weapons / Active resistant	CEW DFP, CEW FDD	White	OJUR	No	No
75	Mental Health Call	Citizen complaint	Knife / Assaultive	CEW DFP, Empty hand soft, firearm drawn	White	Local	No	No
76	Weapons Call	Citizen complaint	Knife / Stabbed person	CEW DFP, Empty hand soft	White	Local	No	No
77	Motor Vehicle Collision	Citizen complaint	Animal in distress - struck by vehicle	Firearm discharged	Animal	N/A ⁶	No	N/A
78	Suicide	Citizen complaint	N/A	Firearm drawn	NO SUBJECTS ⁷	N/A	No	No
79	Search Warrant	Citizen complaint	TRU - Potential Weapons	Firearm drawn, firearm pointed	White (2)	Local	No	No
80	Assist Other Police Service	Citizen complaint	TRU - Potential weapons	Firearm drawn, firearm pointed	Black	OJUR	No	No
81	Weapons Call	Citizen complaint	Potential weapons	Firearm drawn	White (4), East/Southeast Asian (1)	Local	No	No
82	Disturbance	Citizen complaint	Active resistant, subjects known to be violent	Firearm drawn, firearm pointed	White	Local	No	No
83	Mental Health Call	Citizen complaint	Assaultive	CEW DFP	White	Local	No	No
84	Assist Other Police Service	Citizen complaint	Subject known to carry weapons / Assaultive	CEW DFP	East/Southeast Asian	Local	No	No

⁶ Humane dispatch of an injured animal.

⁷ Members of the public not involved in call observed officer with firearm drawn.

Number	Occurrence Type	Initiated By	Weapon Carried by Subject / Behaviour	Officer Response / Force Option Used	Number of Subjects & Perceived Race	Local/Out of Jurisdiction	Injury to Officer?	Injury to Subject?
85	Animal Complaint	Citizen complaint	Animal in distress - struck by vehicle	Firearm discharged	Animal	N/A ⁸	No	N/A
86	Search Warrant	Officer initiated	Subject known to carry weapons	Firearm drawn, firearm pointed	Black	OJUR	No	No
87	Domestic Dispute	Citizen complaint	Knife / Assaultive	Firearm drawn	White	Local	No	No
88	Mental Health Call	Citizen complaint	Subject known to carry weapons	CEW DFP	White	Local	No	No
89	Stolen/Recovered Vehicle	Citizen complaint	Assaultive, flee from police	Canine	White	OJUR	No	Yes
90	Domestic Dispute	Citizen complaint	TRU - Potential weapons	CEW, DFP, firearm drawn, firearm pointed	White	Local	No	No
91	Break & Enter	Citizen complaint	Firearm / Assaultive	Firearm drawn, firearm pointed	Indigenous	Local	No	No
92	Stolen/Recovered Vehicle	Citizen complaint	Motor vehicle / Assaultive	Firearm drawn, firearm pointed	White	Local	No	No
93	Stolen/Recovered Vehicle	Citizen complaint	Motor vehicle / Assaultive	Firearm drawn, firearm pointed	White (1)	Local	No	No
					White (2)	OJUR	No	No
94	Motor Vehicle Collision	Citizen complaint	Animal in distress - struck by vehicle	Firearm discharged	Animal	N/A ⁹	No	N/A
95	Search Warrant	Officer initiated	TRU - Potential weapons	Firearm drawn, firearm pointed	White (2)	Local	No	No
96	Search Warrant	Officer initiated	TRU - Potential weapons	Firearm drawn, firearm pointed	White (2)	Local	No	No

⁸ Humane dispatch of an injured animal.

⁹ Humane dispatch of an injured animal.

Number	Occurrence Type	Initiated By	Weapon Carried by Subject / Behaviour	Officer Response / Force Option Used	Number of Subjects & Perceived Race	Local/Out of Jurisdiction	Injury to Officer?	Injury to Subject?
97	Search Warrant	Officer initiated	TRU - Potential weapons	Firearm drawn, firearm pointed	White	Local	No	No
98	Arrest - Warrant/R&PG	Citizen complaint	Subject known to be violent / Active resistant	CEW DFP	White	Local	No	No
99	Mental Health Call	Citizen complaint	Knives / Assaultive	CEW DFP, firearm drawn, firearm pointed	White	Local	No	No