

**RCMP-GRC**



# **MANAGEMENT REVIEW REPORT**

**Copy 2 of 6**

**East St. Paul Police Service  
R.M. of East St. Paul, Manitoba  
2007-11-27 to 2007-11-30**

## Executive Summary

The Rural Municipality (RM) of East St. Paul is situated on 42.1 square kilometres of land adjacent to the north-east corner of the City of Winnipeg. The 2006 Stats Canada report shows the population to be 8,733 and with an establishment of 10 sworn officers it creates a Police to Population ratio of 1:873. Additional statistics from the Canadian Centre for Justice Statistics shows an increase in the Criminal Code crime rate of 11% from 2005 to 2006 and that the East St. Paul P.S. clearance/solve rate for Criminal offences is 30%.

In the opinion of the Management Review Team, the East St. Paul P.S. is providing a good service to the citizens of the RM of East St. Paul. This opinion is based on an extensive Client Satisfaction review with citizens, elected officials, business people and various partner organizations as well as an extensive review of current and concluded investigational files and Operational and Administrative policy. They are particularly strong in the areas of initial response to complaints and providing a high level of police visibility through patrol and traffic enforcement. There is a recognition, both within the Police Service and with the people interviewed in the Client Satisfaction review, and a realistic approach to the Police Service's capacity and when required, they are prepared to ask for assistance from other agencies. An example of this is the recent murder in their area where they had the RCMP Major Crime Unit come in and take over that investigation.

Follow up after the initial response, supervision of investigations and advising complainants that their file is to be concluded are areas that require strengthening. The lack of follow-up was noted as being a historical issue, stretching back many years but within the last two to three months, complainants noted a marked improvement in this area. It will be incumbent upon the Chief and Sergeant supervisor to ensure the steps taken recently to ensure follow up on investigations remain in place and in fact are enhanced. It should be noted that concerns with supervision and quality of investigations are a universal policing issue.

In the opinion of the Review team the current number of officers available to provide 24/7 coverage is not adequate. A shift schedule should maximize service delivery while balancing officer health, safety and satisfaction. Based on the current establishment of ten (10) sworn officers, with eight (8) being available to work the rotating shift schedule, the Review team does not feel the aspects of officer health, safety/well being and satisfaction are being adequately addressed with the current 24/7 shift schedule. In addition it is felt the current 24/7 coverage is impacting on the ability of officers to conduct follow-up on their investigations and maintain regular contact with complainants. This opinion is formed taking into consideration training needs/requirements for the officers, Canadian Labour Code standards/requirements, an extensive file review of current and concluded criminal investigations and in light of the recent tragic events across Canada involving police officers working alone.

**Objective of the Management Review**

The Province of Manitoba through the Department of Justice requested that the RCMP head up a Management Review of the East St. Paul Police Service (East St. Paul P.S.) using the following Terms of Reference:

- Structure of police service (patrol units, investigative units)
- Accountability and disciplinary mechanisms
- Training and Supervision standards
- Hiring standards
- Administrative policy manuals and currency
- Operational policy manuals and currency
- Staffing levels and calls for service
- Analysis and recommendations regarding the adequacy of the East St. Paul P.S. to police a rural municipality the size of the RM of East St. Paul

A combination of RCMP and Brandon Police Service (Brandon P.S.) review/audit criteria was used during the course of the Managerial Review to ensure that all the Terms of Reference were addressed.

The purpose of a Management Review is to assess the adequacy and effectiveness of the unit's management, investigative performance, and/or service delivery performance. Results of reviews should be used to improve the operations and administration of a unit and promote sound practices. Assessments are made in consideration of the management framework which includes the five stages of good management and they are:

- Plan for results
- Budget and allocate resources
- Execute and deliver service
- Monitor, measure and evaluate
- Report on results

<b>Unit Overview</b>
----------------------

Name of unit reviewed:	East St. Paul Police Service										
Location:	Rural Municipality of East St. Paul, Manitoba										
Unit commander / manager:	Chief Norm Carter										
Unit line officer:	N/A										
Unit strength:	<p>The East St. Paul P.S. office is co-located with the Administrative offices of the RM of East St. Paul on Birds Hill Road. The current unit establishment is comprised of eleven (11) full-time and one (1) part-time employee.</p> <table style="margin-left: 40px; border-collapse: collapse;"> <tr><td style="padding-right: 20px;">1</td><td>Chief</td></tr> <tr><td>1</td><td>Sergeant</td></tr> <tr><td>8</td><td>Constables</td></tr> <tr><td>1</td><td>Full-time administrative assistant</td></tr> <tr><td>1</td><td>Part-time administrative assistant</td></tr> </table>	1	Chief	1	Sergeant	8	Constables	1	Full-time administrative assistant	1	Part-time administrative assistant
1	Chief										
1	Sergeant										
8	Constables										
1	Full-time administrative assistant										
1	Part-time administrative assistant										
Mandate and impact on service delivery:	<p>East St. Paul P.S. has a written Mission Statement and is accountable to the Reeve, Council and Protection Services Committee of East St. Paul through monthly and as required Council meetings. The current population of the RM, based on 2006 Stats Canada statistics is approximately 8,733 but based on current trends this is expected to grow significantly over the next few years.</p>										
Previous management reviews:	<p>The two most recent reviews into the Police Service were done in 2003 and 2006 by Mr. Robert Tramley of Robert M. Tramley - Investigations/Consultations. Recommendations from these reviews have been addressed in varying degrees by the current Chief of Police.</p>										
Scope of the review:	<p>Time period covered by the Management Review is from 2005-01-01 to 2007-11-27.</p>										
Date(s) of the review:	<p>2007-11-27 to 2007-11-30</p>										

**Overall Results**

The Rural Municipality (RM) of East St. Paul is situated on 42.1 square kilometres of land adjacent to the north-east corner of the City of Winnipeg. The 2006 Stats Canada report shows the population to be 8,733 and with an establishment of 10 sworn officers it creates a Police to Population ratio of 1:873. Additional statistics from the Canadian Centre for Justice Statistics shows an increase in the Criminal Code crime rate of 11% from 2005 to 2006 and that the East St. Paul P.S. clearance/solve rate for Criminal offences is 30%.

In the opinion of the Management Review Team, the East St. Paul P.S. is providing a good service to the citizens of the RM of East St. Paul. This opinion is based on an extensive Client Satisfaction review with citizens, elected officials, business people and various partner organizations as well as an extensive review of current and concluded investigational files and Operational and Administrative policy. They are particularly strong in the areas of initial response to complaints and providing a high level of police visibility through patrol and traffic enforcement. There is a recognition, both within the Police Service and with the people interviewed in the Client Satisfaction review, and a realistic approach to the Police Service's capacity and when required, they are prepared to ask for assistance from other agencies. An example of this is the recent murder in their area where they had the RCMP Major Crime Unit come in and take over that investigation.

Follow up after the initial response, supervision of investigations and advising complainants that their file is to be concluded are areas that require strengthening. The lack of follow-up was noted as being a historical issue, stretching back many years but within the last two to three months, complainants noted a marked improvement in this area. It will be incumbent upon the Chief and Sergeant supervisor to ensure the steps taken recently to ensure follow up on investigations remain in place and in fact are enhanced. It should be noted that concerns with supervision and quality of investigations are a universal policing issue.

In the opinion of the Review team the current number of officers available to provide 24/7 coverage is not adequate. A shift schedule should maximize service delivery while balancing officer health, safety and satisfaction. Based on the current establishment of ten (10) sworn officers, with eight (8) being available to work the rotating shift schedule, the Review team does not feel the aspects of officer health, safety/well being and satisfaction are being adequately addressed with the current 24/7 shift schedule. In addition it is felt the current 24/7 coverage is impacting on the ability of officers to conduct follow up on their investigations and maintain regular contact with complainants. This opinion is formed taking into consideration training needs/requirements for the officers, Canadian Labour Code standards/requirements, an extensive file review of current and concluded criminal investigations and in light of the recent tragic events across Canada involving police officers working alone.

**Part I: Observations - Snapshot of Management Review**

**Needs Improvement (NI):**

The unit practices and controls are not adequate to ensure the unit's objectives are achieved effectively.

**Meets RCMP Expectations (ME):**

Overall, the activity's management meets RCMP requirements. Any issues/opportunities for improvement noted are minor in that they do not affect the unit's ability to achieve its objectives.

**Good Practice (GP):**

Practices within the activity reviewed are noteworthy and should be recommended for implementation in other units.

**Recommendation Number (R#)**

	Activity	NI	ME	GP	Comments	R#
1	Review of Administrative and Operational Policy	X			Current policies were adopted in 1995, all need to be updated. Any Chief's memo's that impact the Policy Statements need to be incorporated.	1
2	Morale		X		This was reviewed during employee interviews. Nine (9) employees (seven members and two administrative assistants) plus the Chief of Police were interviewed. Morale was deemed to be good despite some of the pressure that is being felt by the recent negative media attention.	
3	Budget		X		The Police service has a current annual budget of 1.2 million dollars, all accounting is done by the RM's accounting department. No issues identified.	
4	Client Satisfaction		X		Nineteen (19) individuals were interviewed, including citizens, elected officials, business people and personnel from various partner organizations. The overall trend in their responses are that the Police are particularly strong in the areas of initial response to complaints, being professional, and providing a high level of police visibility through patrol and traffic enforcement. Follow-up after the initial response, supervision of investigations and advising complainants that their file is to be concluded are areas that require strengthening.	
5	Accountability and Disciplinary Mechanisms	X			No issues or concerns in the areas of Code of Conduct/Ethics, Personnel Files, Guidance, Discipline, and Harassment Policy. Performance assessments are completed on an annual basis and held on the employees personnel file. Several assessments are over-due.	2

6	Hiring Standards	X			A review was done on past (circa 1999) and current (2006 and later) hiring policies/standards. There have been dramatic improvements in the hiring process of those members below the rank of Chief and it is felt if these changes, along with the those outlined in Recommendation # 3 are included in the RM's hiring policy that the Police Service will be well served in identifying good quality candidates for the various positions (including Chief) in the organization.	3
7	Supervision	X			An overall trend is that, although the operational files are being reviewed and up until recently, almost exclusively by the Chief, files were not being returned to the investigating member in a timely manner. This "bottle neck" issue has begun to be addressed by having the Sergeant supervisor take on the review function.	4
8	Training (Initial Requirements & Ongoing)	X			Some of the mandatory training has not been completed. Entry level requirements for this service are consistent with that of Brandon P.S.. Additional developmental training is received through RCMP, Winnipeg P.S. and Brandon P.S..	5
9	Quality of Investigations	X		X	A total of 27 operational and 33 Public Complaint files were reviewed. For the most part the criminal code investigations are very well done, some issues with lack of supervisor comments and follow up with initial complainants, consistent with feedback from Client Satisfaction interviews. Good Practice in File #2007-03832.	6
10	Shift Schedule	X			The Police Service is providing 24/7 coverage with eight officers (Chief and Sergeant not part of the schedule rotation). This is very popular with citizens and elected officials. Some issues with one officer working at times and limiting time available for training opportunities surfaced during employee interviews.	7
11	Community Policing		X		Police Service employees are actively involved in the municipality of East St. Paul. Same is evident by the significant number of community programs the officers are involved in.	
12	Public Complaints	X			Chief Carter is very sensitive to any potential public complaints and has ensured that any that are received are dealt with in a timely fashion.	8

13	Exhibits	X		No major concerns but a procedure should be put in place to ensure both regular and spot checks of the status of the exhibits and exhibit room are completed.	9
14	Issues outside the Mandate of the Review	X		Two complaints received by the Department of Justice prior to the start of the Review were dealt with by Mr. Goddard, the Department of Justice representative on the Review team. No other specific or individual complaints were identified during the course of the Review.	10
15	Feedback from Crown Attorneys	X		The majority of the files received from East St. Paul P.S. are traffic incident related. There have been instances of solid work but there are concerns relating to the quality of notes, court attendance and courtroom presentation.	11

**Part II: Observations and Recommendations (Comment on all activities reviewed. All major findings, positive and negative, should be reported.)**

**1. Administration and Operational Policy**

Current policies were adopted in 1995, all need to be updated. Any Chief's memos that impact the Policy Statements need to be incorporated. This was discussed with Chief Carter and the CAO on 07-11-28. A Policy Review Committee has been struck. Consideration should be given to including a representative of the Police Association on this committee. The assistance of Brandon Police Service has been offered to assist in this policy review/update. East St. Paul P.S. may wish to look at Report Flow policy from Brandon P.S.. East St. Paul P.S. could utilize the Brandon P.S. policy as a reference overall but specifically in the following areas: Administrative Reporting, Report Flow and Processing of Court documents.

**Recommendation #1 to Chief Carter:**

- (i) Working with the recently established Policy Review Committee conduct a thorough/complete review of all Operational and Administrative policy with a goal of updating and formalizing existing and developing new policy as required.
- (ii) Ensure that the Police Service policies are divided into two manuals, one with all Operational Policies and one with Administrative Policies. It may be possible to adopt some of the RM of East St. Paul Administrative policies into the Police Administrative policy manual.



**2. Morale**

This was reviewed during employee interviews. Nine (9) employees (seven members and two administrative assistants) plus the Chief of Police were interviewed. All interviewed were satisfied with their duties and responsibilities. All of the nine employees felt that the Chief was a competent leader who led by example and that he is very approachable and available for guidance and direction anytime day or night. They all expressed that the Chief supported them, brought forward their concerns/requests to CAO and Council.

Some employees indicated that the Chief has difficulty delegating responsibilities and monitors/reviews every aspect of the operation. They expressed that as of late with the Sergeant position being filled, some reviewing responsibilities have been delegated to the Sergeant. Most members would like to be considered for additional training and courses, and do understand that due to resource shortages during training sessions this is difficult. Areas of discussion around the 24 hour shift were that there are not enough members to fully cover the shift, to a shorter shift with on call provisions. Mandatory Training is behind as well as annual performance assessments. Equipment shortages such as police vehicles due to accidents is an issue, however they do understand procurement delays. Morale is at a medium scale and the recent media attention and inquiries have not helped the situation. One common theme is that Chief Carter has taken the Service a long way in a short period of time. Morale at the unit is moving forward and when the inquiries/reviews are completed the Service can get on with business.

**3. Budget**

No issues here, during the interview of Cheif Carter he stated that he has input into the level of funding that is determined by Reeve and council and generally meets the needs of the Police Service. The Police Service has a current annual budget of 1.2 million dollars, all accounting is done by the RM's accounting department and no issues were identified by the CAO.

**4. Client Satisfaction**

During this review, a significant number of people (19) were interviewed, including the Reeve, two of the remaining four elected councillors, all three of the citizen-at-large members of the Protection Services Committee, the CAO of the R.M., school teachers, local business owners, members of the volunteer Citizen on Patrol committee, personnel at the Winnipeg Police Service District #4 and Oakbank RCMP Detachment, Crown Attorneys as well as a number of local citizens. The overall trend in their responses are that the Police are providing a good service, particularly strong in the areas of initial response to complaints, being professional, and providing a high level of police visibility through patrol and traffic enforcement. Follow up after the initial response and advising complainants that their file is to be concluded are areas that require strengthening. This is addressed further in the Supervision and Quality of Investigations components of the Review.

**5. Discipline**

Conduct/Ethics, Personnel Files/Guidance/Discipline, and Harassment Policy was looked at for this component of the Review.

Employee Code of Ethics and Police Officer's Code of Ethics are contained in the Police Policy and Procedures Guidelines Manual. It was noted that new employees signed off on the Code of Ethics

and a copy placed on their personnel file. Each employee has signed off the policy manual as reviewed. The Code of Ethics are clear and meaningful. No concerns or recommendations in this area.

Personnel files are maintained on each employee at East St. Paul P.S. The Chief has files secured in a locked filing cabinet. Review of 5 personnel files revealed same were well documented. In two instances discipline under Section 5 of the Discipline Index was administered and filed on the members personnel file which is appropriate. Last annual assessments held on file also. All training certificates are held on personnel files. Operational guidance (good and unsatisfactory) is also documented on file. No concerns or recommendations in this area.

Sexual Harassment statement and policy held on the Police Policy and Procedures Guidelines Manual and it mirrors the Brandon Police Service policy. Each employee has signed off the manual as reviewed. No issues or concerns in this area.

Chief Carter advised that performance reviews have not been completed for 2006-2007 for all members and all assessments are due the end of November. Assessments were completed on the anniversary date of the employee, however this is now changed. This transition has created a delay in completion of reviews. Completed reviews are held on members and municipal employees personnel files. During personnel interviews several members indicated that they had not received an annual performance for 2-3 years. Annual assessments form an important part of employee development and should be completed on schedule.

#### **Recommendation #2 to Chief Carter:**

The Chief implement a process whereby all employee performance reviews are completed on an annual basis and those reviews are discussed with the employee.

## **6. Hiring Standards**

On 2007-11-23 a meeting was held with Chief Carter, the Human Resources Officer (HRO) and the Chief Administrative Officer (CAO). All were very open with respect to past and current hiring practices and receptive to suggestions brought forward as a result of our meeting. All documentation, past and current, relative to work descriptions for all Police staff and hiring practices for Constable positions were received from Chief Carter and the CAO.

#### **Historical Hiring Practices:**

##### **1999 (Below rank of Chief of Police)**

These procedures were established by the Police Chief of the day. The Chief was solely responsible for hiring of Constables. His recommendation to Mayor and Council were normally approved. Chief Carter could not recall a recommended candidate not being approved by Mayor and Council. It included a test that was administered to applicants. The CAO and Protection Services Committee (PSC) were not part of the hiring process. The process was not always followed. In at least two cases the Chief of the day refused to have background investigations done.

## **2007 (Below rank of Chief of Police)**

There are new hiring practices currently being developed by Chief Carter and include:

- Testing, Pre-Employment Polygraph Questionnaire, Polygraph and mandatory background investigations on all candidates.
- Human Resources (HR) manage this process, with Chief maintaining control over the process. This will not be delegated down below the Chief's level.
- HRO and Chief Carter modified the screening test administered to all applicants.
- Processing time for applicants ranges from 4-6 months.
- Candidates who make it to the interview stage are interviewed by HRO, the Chief and a representative of the PSC.
- Recommended candidate(s) are referred to Mayor and Council for approval.

## **Historical Hiring Practice for Chief of Police:**

Previous to the hiring of the previous Chief, there was no established practice for hiring the Chief of Police. In 2004 the previous Chief was hired through an external firm who administered all aspects of the process. Their recommendation was taken to the PSC, who interviewed the recommended candidate. With the PSC's approval, the name of the candidate was forwarded to Reeve and Council, who approved same.

## **2007:**

The practice of hiring a Chief of Police for the RM of East St. Paul is the same practice used to hire any other manager within the Municipality. There is no specific policy established to hire a Chief of Police. The process is done internally and managed by the HRO and will follow the established practices of the Brandon P.S., the Pre-Employment Polygraph Testing (similar to the RCMP process) background investigation and an interview. Sitting on this interview panel is the HRO, the CAO and a representative of the PSC. There is no Subject Matter Expert (SME) on this interview panel.

## **Recommendation #3 to the CAO, HRO and PSC of the RM of East St. Paul:**

- (i) Complete a re-write of "Work Descriptions" for all positions within the East St. Paul Police Service.
- (ii) Establishment of an "Organizational Chart" with all positions, up to and including the CAO showing clear lines of reporting.
- (iii) The practice of the Chief of Police overseeing the hiring process of Constables be re-assigned to the HR Manager for the RM of East St. Paul.
- (iv) The Chief of Police/Sergeant assume the role of SME for interview purposes only during the selection process.

(v) Adopt a clear set of guidelines to be used as a hiring practice, similar to the ones currently being discussed/developed by Chief Carter and the HRO at East St. Paul.

**Hiring Practice for Chief of Police:**

(vi) Have the HRO for the RM of East St. Paul establish a clear set of guidelines and process for the hiring of a Chief of Police, consistent with either Brandon or Winnipeg P.S. and include the pre-employment polygraph.

(vii) A re-write of the work description for the Chief of Police. A good example to work from is that of Brandon P.S..

(viii) Ensure Pre-Employment Polygraph Testing, background field investigations and a formal interview is part of the selection process.

(ix) Have a SME, a member of the Senior Management from from either the Brandon or Winnipeg P.S. participate in the interview of those candidates who make it to the interview stage. Ensure the SME has no relationship to any of the candidates (ie: past co-worker, friend, acquaintance, etc.)

**7. Supervision**

Good initial response to calls however follow-up is lacking. More supervision, guidance, and direction required on investigational files. On some files Diary Dates were overdue by months. The Chief or Sergeant is identified as the file reviewer in most instances however guidance/direction is not consistently documented on the file (some guidance is by way of a note placed on the file jacket). Reviews need to be conducted by management on all files coupled with meaningful direction to ensure policy and legal requirements are met. The file must be returned to the investigating member in a timely manner.

Chief Carter has traditionally done all the file review/supervision. During the course of the Review, and in particular in his employee interview, he acknowledges the need for him to delegate the file review/supervision role to the Sergeant supervisor so that he can concentrate on traditional Chief of Police duties. It is Chief Carter's tremendous commitment and dedication to the East St. Paul P.S. that has had him working 12-14 hour days on a regular basis to try and ensure that "everything" gets done. While this is both commendable and understandable it has the potential to have a negative impact on his health and well being and also does not allow other employees to grow and develop.

**Recommendation # 4 to Chief Carter:**

(i) The Chief establish a process whereby investigations are reviewed by management for compliance with East St. Paul P.S. policy and legal requirements (upon opening the file, periodically during the course of the investigation and upon conclusion of the file).

(ii) Chief CARTER expand the supervisory duties of the Sergeant supervisor position. This will enable Chief CARTER to concentrate on traditional Chief of Police duties, including: planning, overall training requirements, liaison with the CAO and Reeve/Council and other administrative duties.

## 8. Mandatory Training

A training file is maintained and at the end of each year the Chief forwards a call letter to members requesting training that each member requires. In 2006, 8 courses were taken by 12 members and in 2007, 3 courses were taken by 3 members. All training certificates are held on the members' files.

There is a monitoring system in place to identify those members who require training. Mandatory training (Firearms, OC Spray, Baton, Carotid) is completed and a letter of confirmation from WPS instructors is held on file. During member interviews it was noted that several members were overdue on some mandatory training. It was suggested to Chief Carter that he develop a Training/Mandatory matrix for ease of tracking all training and due dates to ensure all mandatory training is up to date.

Entry level requirements for this service are consistent with that of Brandon P.S.. Additional developmental training is received through RCMP, Winnipeg P.S. and Brandon P.S..

In the interview with Chief Carter he indicated that as he plans for training he has to consider that some of his officers may only remain with the Police Service for a relatively short period of time and then move on to other Police Services. The potential to lose someone who has recently received training can be perceived as a significant loss to the Police Service and not an effective use of training funds. The discussion led to another perspective, that being, by offering a wide variety of value added training to its members, East St. Paul P.S. could very well establish a reputation of being a Force that values learning and development. This could very well attract many young and energetic police officers who may not remain with East St. Paul for a long time but while there would provide a top notch/energetic service. Based on this, the cycle of attracting excellent candidates would probably continue and there would always been a good base of these type of officers on the Force.

### **Recommendation # 5 to Chief Carter:**

It is recommended that a master training matrix be developed to track mandatory training as well as developmental training and courses.

## 9. Quality of Investigations

East St. Paul shows a criminal code investigation count of 272 in 2005, 275 in 2006, and 315 in 2007. The majority of the criminal code caseload is property crime with a very small number of persons offences. Included among the files/complaints received during the review period (2005 - 2007) were 3 sexual assaults, 9 assault causing bodily harm, 10 assault, 63 break & enter's, 54 impaired driving, and 5 weapons cases. There were also 38 Mental Health Act and 11 Fatality Inquiries Act investigations during this time frame. A random sample from each of these areas was selected and reviewed. The majority of the files that were reviewed were serious Criminal Code investigations and they took a significant amount of time to properly review.

During the course of this review a total of 27 operational and 33 Public Complaint files were examined. For the most part the Criminal Code investigations are very well done, some issues with lack of supervisor comments and follow up with initial complainants was noted. The computer documentation is generally complete and all of the necessary information is recorded by the members involved in the investigation. The hard copy files are difficult to review as they consist of loose documents placed in a file folder in no particular order. There is the potential to misplace

important papers with the current file assembly practice. A process needs to be implemented to ensure all files are constructed in a manner that will ensure documents are secure and available for review.

Initial police response to calls for service is done effectively however the timeliness of the follow-up investigation can be improved (ie: obtaining statements, updating complainants, and preparing court documents). Statements that have been taken from victims/witnesses/accused comply with requirements for court however statements are not taken or attempted in all cases. On some files Diary Dates were overdue by months. The Chief or Sergeant is identified as the file reviewer in most instances however guidance/direction is not consistently documented on the file (some guidance is by way of a note placed on the file jacket). Reviews need to be conducted by management on all files coupled with meaningful direction to ensure policy and legal requirements are met.

East St. Paul Police generates a significant number of Common Offence Notices or Provincial Offence Notices for a variety of Provincial Statute offences. Each CON/PON is logged into the computer system and each disputed CON/PON is again subject of a separate computer file. A considerable amount of time appears to be expended to data entry. This process needs to be reviewed to determine if there is a more efficient/effective way to capture CON/PON & CON/PON trial data.

#### **Recommendation # 6 to Chief Carter:**

- (i) The Chief review the current data entry practice for CON's and CON trials to determine if this method is efficient/effective.
- (ii) The Chief establish a policy with respect to the assembly of "hard copy" investigational files. A possible resource in establishing this policy is Brandon P.S. as they have developed a file check list to verify all necessary information is in the file.
- (iii) See Recommendation #4 as it pertains to both Supervision and Quality of Investigations.

#### **10. Shift Schedule**

Chief Carter was interviewed and the shift schedule examined. Chief Carter advises that his members fall under the Municipality Collective Agreement. The shift schedule is prepared a year in advance and consists of a ten (10) hour shift for the Constables. The shift schedules for 2005, 2006, 2007 & 2008 and the Collective Agreement were reviewed as part of this process. Officers work five (5) x ten (10) hour shifts and then have four (4) days off.

##### **Shifts are:**

D	7am to 5pm
D2	9am to 7pm
E	6pm to 5am
N	9pm to 7am

Chief Carter advises that he has not completed a Police Deployment of Human Resources (PDHR) study nor is he aware that one has ever been completed. A PDHR study would determine when calls for service are being received and whether or not sufficient resources are scheduled during peak times.

Chief Carter advised that from his experience the busiest times are during day shifts and it is generally quieter during the evening and night shifts. Chief Carter advised that his expendable shift is the D2 shift 9am to 7pm and it is the shift he will cancel when a leave request is received.

Chief Carter advises that during certain times there might only be one officer on duty. This occurs generally from 5am until 7am when the day shift officer comes on duty. Chief Carter advised that officers are aware that if back up is required that he is to be contacted and that he will authorize another officer being dispatched. Chief Carter advised that the only exception to this rule is when a Breathalyzer technician is required. In such cases the officer on duty has blanket authority to call in a Breathalyzer (Data Master) technician.

Chief Carter is of the opinion that he has adequate resources to police the municipality on a twenty four (24) hour basis. Chief Carter feels that his department provides excellent coverage and is proud of the response time it takes his officers to respond to calls.

For information/comparisons purposes, the RCMP would use a PDHR analysis/report as well as a Police Resource Methodology (PRM) to assist them in deciding whether or not to implement a shift schedule that provided 24/7 coverage at any of their detachments. As a result of these studies/analysis the RCMP in Manitoba have determined that any Unit that is considering implementing a 24/7 shift schedule will be guided by the following:

- 8 officers are insufficient
- 10 is an absolute minimum and will most likely fail in day to day scheduling (i.e. annual leave, off duty sick, officers attending off-site training courses)
- 12 allows some flexibility.
- 14 allows both flexibility, coverage and backup.

#### **Points to Consider:**

- Chief Carter advises that the busiest times for service are during day shifts, however, indicated that his D2 shift 9am to 7pm is expendable and the shift he will cancel if the need arises. This should be re-visited as this is the shift when the majority of calls for service are received.
- Chief Carter advised that the Sergeant shift schedule is flexible and he will change his shift to cover shifts if, for example a member calls in sick. Is this a proper use of the Sergeants expertise? Should the Sergeants schedule be constant and he be used in a supervisory role to review files and offer guidance for junior officers?
- Officer interviews indicate that not all members are satisfied with the current shift schedule. Officers advise that they are not permitted to double up while on patrol and that there is not a need for 24 hour coverage. Officers feel that a modified shift schedule that does not provide 24 hour coverage would allow more time for items such as officer training. Officers also report that at times they are required to work alone which they are not comfortable

with. Is there a need to examine the shift schedule to examine if 24 hour coverage is required. If it is determined that 24 hour coverage is required does the department have adequate resources to safely provide such a service, taking into consideration the factors of annual leave, off duty sick and attending off-site training courses.

**Recommendation # 7 to Chief Carter:**

(i) That Chief Carter undertake a PDHR study to determine if the current shift schedule adequately deploys resources consistent with the calls for police services.

(ii) That a review be conducted to determine if East St. Paul P.S. has adequate resources to provided 24 hour police coverage taking into account officer safety.

**11. Community Policing**

East St. Paul P.S. personnel are actively involved in the municipality of East St. Paul. This is evident by the large number of community programs the officers are involved in. These include: School liasion, Block Parent, Citizens on Patrol, Speedwatch, Neighbourhood Watch, Victim Services, Bicycle Patrol and School Patrols. No recommendations are being made regarding Community Policing.

**12. Public Complaints**

Chief Carter advised that if a complaint is made directly to the Law Enforcement Review Agency (LERA), he will be contacted by them and asked to provide a copy of the file, members notes and anything else they might have on file. Chief Carter advised that he will then be advised by LERA that the matter has been resolved or if a hearing is being set. Chief Carter advised that he is aware of the process in that if LERA felt that a member required operational guidance that he would either agree or disagree. If he agrees he would provide the guidance and supply LERA with a copy of same. Chief Carter advised that since he has been Chief that process has not occurred.

Chief Carter advised that if a citizen came to the office to personally complain about a member and if the complaint was within the LERA guidelines he would complete the LERA complaint form or assist the person in completing the form. Chief Carter advised that all members are aware of the LERA process and if a complaint was received by them, they also have been instructed to complete the complaint form or assist the complainant in the process. Chief Carter had a number of LERA pamphlets in his office. A copy of an internal memo to all members of the department regarding LERA complaints was issued by Chief Carter in February 2006.

Chief Carter advises that if a citizen comes to the office to personally complain about the conduct of a member he would obtain the details and open a file that he keeps in his office. Chief Carter advised that in such cases he does not generate a computer file or record the matter in the sequential file system. Chief Carter advised that he would attempt to deal with the matter and then he would advise the citizen of the outcome. Chief Carter advised that in certain instances the person just wanted to inform him of a situation and did not want any action as a result. Chief Carter provided the review team with all public complaint files in his possession.



**Public Complaint Files**

2005 - 2 files  
2006 - 11 files  
2007 to date - 16 files

The 2005, 2006 and 2007 files were reviewed. The details are recorded and given a file number immediately. There have been 16 received to date in 2007, a good number of these may well have been more accurately described as inquiries as opposed to complaints. The majority of inquiries dealt with the issuing of traffic tickets. In one instance the subject was upset that the issuing officer did not show him the vehicle speed. Chief Carter advised that there was no legal obligation to show the vehicle speed. In other complaints Chief Carter dealt with any issue. In one instance Chief Carter provided operational guidance to a member who admitted to speaking harshly with a difficult subject who was stopped for a traffic violation. Several files indicate a general concern about members conduct, however, no specific members are named and the conduct dealt with the general driving habits of members. One complaint was anonymous. In the majority of the files Chief Carter initially spoke with the person or subsequently made contact with the complainant. In several cases after repeated phone calls placed by Chief Carter were left unanswered the file was concluded.

**Recommendation # 8 to Chief Carter:**

- (i) General public inquiries be treated as same and dealt with accordingly. If a public complaint is not made a file should not be opened.
- (ii) If a complaint is received the administrative file should be retained for a lengthy period of time if the file is not being added to any computer system. Written policy in this regard should be reviewed.
- (iii) In public complaints a letter should be written to the complainant explaining what actions have been taken if subsequent contact with the complainant is unsuccessful.

**13. Exhibits**

The exhibit custodian and Chief Carter have sole access to the main locker. The room is alarmed and each have a unique code for the alarm system to access the room.

**Recommendation # 9 to Chief Carter:**

- (i) There should be a formalized policy on Evidence Handling and Property Management including a process for annual inspections, unannounced spot inspections and a complete inspection and inventory when the exhibit custodian is replaced. These reviews should be conducted by the Chief or his/her delegate.
- (ii) Increase the level of security to location of the overnight lockers.
- (iii) The Chief comply with the recommendations from the 2003 and 2006 reviews and complete a full audit of the exhibits under the control of East St. Paul P.S. and in addition identify the exhibits that no longer need to be retained in police custody.

#### 14. Issues Outside the Mandate of the Managerial Review

Prior to the start of the Review the Department of Justice received two separate/specific complaints about the service delivery by the East St. Paul P.S.. Mr. Drew Goddard as the Department of Justice representative on the Review team addressed these complaints by conducting personal interviews with the individual complainants.

The two issues raised by the individual complainants, because they were reported to the East St. Paul P.S. during the time period covered by the time lines of the Review, were subject to a file review by the Review team. The results of the file reviews were provided to Mr. Goddard who will be dealing with both the complainants and Chief Carter to hopefully bring a successful resolution to the complaints.

There were no other specific complaints identified during the course of the Review.

#### **Recommendation #10 to Chief Carter and the Sergeant Supervisor:**

Any complaints received by the East St. Paul Police Service that cause an inquiry/investigation to be initiated should be followed-up by timely updates to the complainant. At the conclusion of any inquiry/investigation, the complainant should be advised of the outcome and any outstanding issues. Updates and concluding interviews with complainants should be noted on the operational file.

#### 15. Feedback from Crown Attorneys

An overall Crown submission was received from the Winnipeg Crown office as the majority of the files received from East St. Paul P.S. are traffic incident related and are normally handled by a variety of articling students and/or junior prosecutors. Matters that are more serious, usually impaired driving matters, are assigned appropriately to more senior staff.

There have been instances of solid work but there are concerns relating to the quality of notes, court attendance and courtroom presentation. Due to the relatively low number of cases that have been received some of the Crowns who provided feedback have had very limited contact with East St. Paul P.S. files. As a result one or two experiences, especially if negative, would be memorable.

In summary the Crown feedback speaks to a lack of consistency, whether this relates to quality of the work done by one officer as compared to another in the same case or something as basic as whether or not an officer attends court. They also feel that training or an exchange of information between their office and the East St. Paul P.S. officers would assist in the areas of concern. The Crown office is certainly interested in being involved in assisting in any training delivered to the East St. Paul P.S. officers.

#### **Recommendation #11 to Chief CARTER:**

(i) That Chief Carter arrange with Winnipeg Prosecutions staff to meet with East St. Paul P.S. administrative staff to ensure that the most effective file management process is in place between the parties.

(ii) That Chief Carter arrange a meeting with the Prosecutions' Disclosure Manager and the East St. Paul P.S. to ensure that the content of individual files meets Crown disclosure needs.

(iii) That Chief Carter meet with the Winnipeg Prosecutions staff to determine what co-training sessions can be established between both parties. This should include involvement in training with respect to specific legal issues as well as general information such as courtroom preparation.

### **Part III: Good Practices**

File # 2007-03832: The investigating constable took a number of statements regarding this file. Attached to each statement is a photocopy of the subject's drivers licence which includes the photograph of the individual. Excellent idea especially for court identification purposes should the need arise.

### **Part IV: Unit Management Interim Action(s)**

Chief Carter, within the past three months, has delegated much of the operational file review/supervision to the Sergeant supervisor. This has already had a positive consequence of freeing Chief Carter up to perform more planning and administrative functions. It has also improved the time lines for the file review and return to the investigators for any required follow-up.

### **Part V: Unit Management Action Plans**

Upon his appointment as the Chief of Police in March of 2006, Chief Carter began implementing many of the recommendations that came out of the 2003 and 2006 Reviews by Robert Tramley. During the course of this Review, Chief Carter and his entire staff were very open to any suggestions to improve the service delivery by Review team members. The Review team is of the opinion that by implementing the recommendations of the Tramley Reviews and those that come from this current review, the East St. Paul P.S. will be in a position to enhance an already good service delivery. It is also felt with the governance provided by the PSC through the CAO that an adequate monitoring process is in place to ensure there is progress in the implementation of the recommendations. One additional step would be to have a scaled down version of this Management Review team return in one year to assess the progress made in implementing the recommendations.

**CONCLUSION:**

As previously stated it is the opinion of the entire Review team that the East St. Paul P.S. is providing a good service to the citizens of the Rural Municipality of East St. Paul. They are particularly strong in the areas of response time to initial calls for service, police visibility and traffic enforcement. Areas that have room for improvement are in follow-up of investigations and keeping complainants updated on the progress of the investigation. In addition there is a need to update all of the Police Service's operational and administrative policy manuals. It is noted that Chief Carter has already taken the initial steps to address these areas of concern.

The cooperation of Chief Carter and his entire staff was outstanding. They provided us with any information or material that was asked for. They were very open to any suggestions and advice the Review team members had for improving the Force's service delivery. On behalf of the Review team I want to thank them for this.

**Certification**

This report was completed following the guidance put forth in the Management Review Handbook. The observations from the review team mentioned in this report are based on actual and measurable facts related to law, management directives, and known management practices.

This report is an evaluation of the unit risks at the time of the review. It is the reality of the unit based on the gathering of information through interviews, walk-throughs and document reviews.

<b>Review Team</b>		
Review Principal David ROPER, Supt.	Signature (D.B. ROPER) Supt.	Date 2007-12-21
Reviewers David ROPER, Supt. (RCMP)	Activities reviewed Client Satisfaction and East St. Paul P.S. member interviews	
Ian GRANT, Insp. (Brandon P.S.)	Operational & Administrative Policy review, member interviews and client satisfaction interviews	
Mr. Drew GODDARD (Manitoba Justice)	Client Satisfaction interviews	
S/Sgt. David MANCINI (The Pas RCMP)	Shift schedule, Public complaints, Internal discipline, operational file review, quality of investigation/supervision	
S/Sgt. Ron OBODZINSKI (RCMP Customs & Excise Section)	East St. Paul P.S. employee interviews, Morale and Operational file review	
S/Sgt. David ALLISON (RCMP Manitoba West District-Dauphin)	Operational & Administrative Policy review, quality of Investigation/supervision, operational file review	

<b>Distribution List</b>		
Name Honourable Dave CHOMIAK	Title Minister of Justice and Attorney General for the Province of Manitoba	Date 2007-12-27
C/Supt. Doug LANG	Criminal Operations Officer, "D" Division	2007-12-21
Chief Norm CARTER	Chief of East St. Paul P. S.	2008-01-11