Winnipeg Police Service Training Academy - Alternate Service Delivery Report
File GL-5.6.1 (Vol. 6) [c/r GF-2 (Vol. 54)]

1. On March 20, 1997, Council adopted a directive called *Reshaping Our Civic Government*. Various alternative service delivery initiatives were identified for administrative review.

On March 25, 1998, Council adopted the Policy and Framework for Alternative Service Delivery in the City of Winnipeg that sets out a framework for reviewing City services and delivery mechanisms on a case-by-case basis.

On February 24, 1999, Council approved a list of 15 potential ASD initiatives to proceed to the next stage of the ASD review process. The Winnipeg Police Training Academy was one initiative approved to develop a feasibility study.

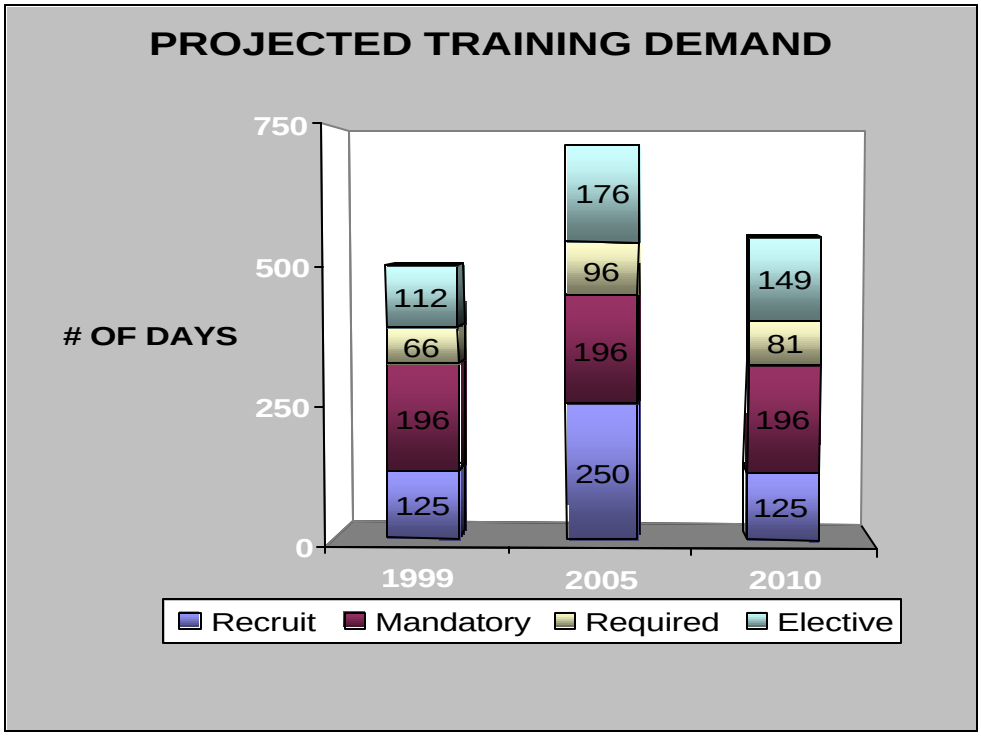
The 22 members of the Training Division are responsible for providing training, professional development and education to the members of the Service, operating under the Mission Statement of:

> "The Training Division is committed to the delivery of quality police education, with the goal of continually enhancing police response to the evolving needs of the community".

One of the major responsibilities of the Training Division is the training of recruits, currently accomplished through 25 weeks of classroom training and 20 weeks of field training. The training is based on the premise that immediately upon entering the operational divisions, each recruit will be working in the community on their own, possibly making life and death decisions, routinely taking actions that could incur liability for the City of Winnipeg, often dealing with politically sensitive issues and expected to conduct themselves at an incident or investigation in a professional manner.

In a general sense, training is a critical component of the policing service provided to the citizens of Winnipeg. Failure by the Service to properly train its personnel would leave the City of Winnipeg open to liability based on the case law of deliberate indifference, whether it be as a result of a citizen complaint or by an accused officer trying to defend him/herself.

The Training Division also delivers in-service training to members through the medium of a course calendar. Courses are categorized as being Mandatory, Required or Elective. Below is a workload analysis for 1999. Projections for the next four years will realize a 100% increase in the area of recruit training due to attrition within the Service.



Since early 1999, stakeholders within the Service have met to review the ASD options in regard to training initiatives of the Police Academy. Considerable review and research has been completed regarding numerous opportunities. Ultimately, given all the dimensions, three options were identified as follows:

1) New recruit training model and developing partnerships with agencies
2) Training sold to the general public
3) Partnership with post-secondary institution to provide a portion of training

After careful consideration of the pro's and con's of each model, the first model was recommended by the team.

Coupled with the projected increase in recruit training, the review team concluded the new recruit training model and developing partnerships with agencies maximizes efficiencies, and assists with implementing best practices. The reduction in recruit training time takes into consideration liability concerns, and by comparison to the national average, is close to, or just below the national average. The team concluded any further reduction places the recruits, field trainers, Service and ultimately the public at high, and avoidable risk. The implementation of this model will create operational efficiencies by:

1. A reduction of five weeks in the Academic phase is achieved by separating the current 25 continuous weeks, into two blocks. Block one consists of 16 weeks, which prepares the recruit for field training, and block two commences after field training for a period of four weeks.

2. Field training would be reduced from the current 20 weeks to 16 weeks, and the review and graduation phase will be reduced from two weeks to one week, for a total of 37 weeks (16+16+4+1).

3. The impact of these two initiatives is that new officers will be on the street 16 weeks after being hired, and will be considered fully operational ten weeks earlier than present.

4. The timing of the blocks, and a significant impact of the change, will be such that all recruits in the training program will be on the street during the summer prime time holiday period, i.e. July and August. This will reduce the staffing problems experienced during peak holiday time. In addition, it will improve the service required in order to respond to the increased calls for service during the summer and winter holiday period.

5. Reducing the overall training time and maintaining a credible, defendable program will be accomplished by:
    a) A thorough analysis of all training objectives
    b) The study and re-evaluation of training priorities
    c) Creative instructional methods, styles and techniques such as:
        i) self teaching workbooks
        ii) facilitative training
        iii) structured preview/review process
        iv) instructional partnerships
        v) outside class assignments
    d) Grouping specific training subjects into two categories: fundamentally required, or specialized
    e) Covering all fundamentally required training in block one, wherein the main objective will be to turn out functional recruits for field training
    f) Field training will add context and experience to basic training received
    g) Utilize the field training experience as an instructional asset to incorporate specialized training and increased levels of practical exercise into the final training block at the Academy

6. The Finance Division agreed that start dates in September and March can be accommodated. Funding available will determine the number of recruits in any given class.

7. Legal Services has indicated utilizing these training methods should not incur difficulty with the Working Agreement.

This option also includes the ability to offer training to outside agencies for a fee, based on the Training Division's ability without negatively affecting its primary training responsibilities to the Winnipeg Police Service. The Training Division currently invite personnel from other agencies to participate in existing in-service courses where there is space and respond to requests to conduct specific training when possible. Both these initiatives can generate a small amount of revenue. With sharpened awareness of the potential to sell training, sales are forecasted to gain marginal growth on an annual basis.

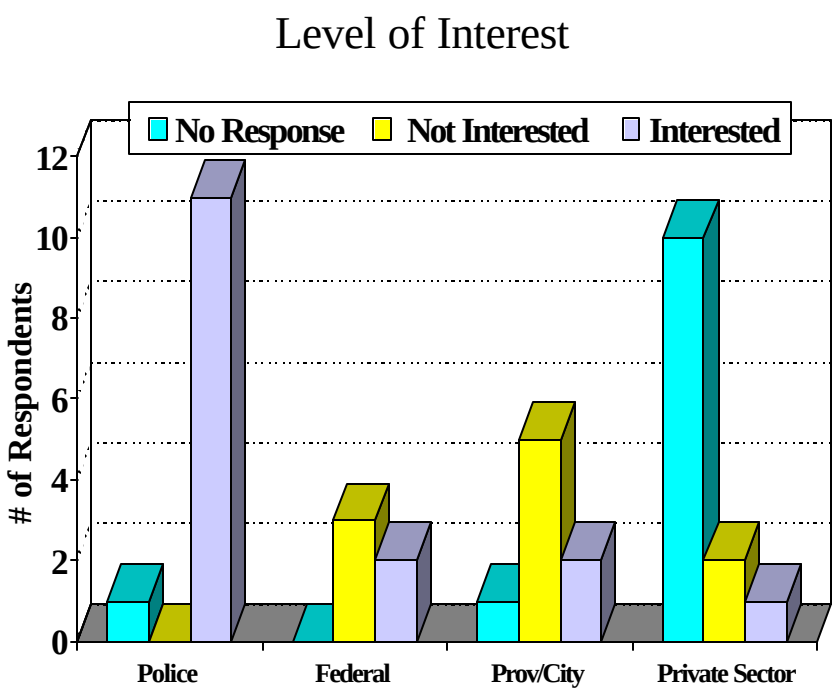
REVENUE GENERATED

TYPE	1997	1998	1999	2000
# of custom courses	4	4	4	3
# of students in regular WPS courses	10	75	54	56
Total sum made:	**$1,239**	**$573**	**$5,107**	**$19,842**
# of recruits	0	4 @ $5.000	0	3 @ $5,000
Combined total:	**$1,239**	**$20,573**	**$5,107**	**$34,842**
Academy Budget *variations are largely due to recruit salaries	**$2,950,518**	**$2,691,285**	**$2,927,909**	**$3,841,660**

Options 2 and 3

In regard to the other options, the team analyzed market research data prepared for this initiative. After examining the research results, it was apparent that the external demand was not sufficient enough to market training opportunities at this time. As noted above, current partnerships and revenue generating initiatives are expected to gain in marginal growth. After the intense recruit training period, expected to last at least four years, further review of these options is warranted.

Benchmarking with other cities was also completed. For comparison purposes, Calgary and Edmonton were the only two cities found to be comparable in regard to the structure of corporate financing. All other cities have well-developed provincial partnerships, and are strongly funded by the Province. Several attempts to develop such partnerships in Manitoba were met with a negative response from the Provincial perspective. In regard to the benchmarking initiative, Calgary and Edmonton recently underwent marketing research with a view of charging/selling training. The results are very similar and do not support the financial viability of any widespread concept of selling training.



Note: Agencies in the Police category indicated current budget restraints do not have the provision to pay fair market value. As the RCMP offer similar training at less than market value, increases by the Winnipeg Police Service would likely exclude their participation.

Financial Implications:

Efficiencies gained through implementation of new recruit training model will have limited budget impact. What will be gained is enhanced service to Winnipeg's citizens through having recruits deployed to operations 10 weeks earlier than the current model and scheduled to provide additional human resources during peak holiday periods. This enhanced service is translated into "opportunity savings" in the following chart:

NET ESTIMATED OPPORTUNITY SAVINGS					
	2002 ($)	**2003 ($)**	**2004 ($)**	**2005 ($)**	**2006 ($)**
Baseline	1,218,600	1,242,900	528,000	538,500	915,625
New recruit Model	974,880	994,320	422,400	430,800	732,500
Savings	**243,720**	**248,580**	**105,600**	**107,700**	**183,125**

Assumptions:

- Police officers will continue to be paid from the time classroom training begins
- Summer shortages of personnel will continue to be addressed through established protocol which seeks to minimize overtime and call back expenses
- Negotiated wage increases will be 1.9% for 2001 and 2% for each year thereafter

Conclusion:

The new recruit training model and developing partnerships with agencies meets wider objectives corporately and within the Service:

- Meets the objectives set by senior managers at the Gimli Operational Review Retreat by making Training Division operations more effective and efficient.

- If the City and Winnipeg Police Association negotiate non-payment of recruits in training, the period of non-payment would be 16 weeks instead of 25, which would be less of an obstacle to potential employees and somewhat less likely to cause them to withdraw from the recruitment process.

- The availability of suitable applicants is a serious problem shared by all police agencies. Competition is such that a good candidate will apply to several agencies and be able to choose the best offer, typically having regard to salary, increments, tuition or accommodation fees, payment or not during training, and employment start date. The accelerated model recognizes fiscal restraints while allowing the Service to remain competitive with other agencies.

The Alternate Service Delivery Committee recommends:

I. That approval be given to the recommendation of the Alternate Service Delivery (ASD) review team (members from Training, Finance, Legal, Personnel and Corporate Finance) to adopt a new recruit training model and initiatives to develop partnerships with other agencies (status quo with enhancements) for the Winnipeg Police Training Academy. Implementation and ongoing operation to be based on the following major principles:

   A. Recruit training be reduced by 10 weeks (from 47 to 37 weeks) through restructuring of classroom and field training.
   B. Changes are founded on the principle that classes commence each March and September to maximize opportunity savings during peak holiday periods.
   C. Focus and develop partnerships in training with outside agencies as resources permit.

II. That the Winnipeg Police Service Training Alternate Service Delivery (ASD) initiative be removed from the ASD Agenda and referred back to Administration for implementation.