Minute No. 639
Report – Standing Policy Committee on Protection and Community Services - September 13, 2010

Item No. 1 **Increase of Civilian Staff Complement – Winnipeg Police Service Division No. 36 Communication Centre**
eFile GF-2.1.1.1

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and adopted the following:

1. That the complement of the Winnipeg Police Service civilian component be increased as follows:

   A. Call Handlers (authorized 12) – increase by 11 FTE, for a total of 23 positions;

   B. Police Communications Officers (authorized 54) – increase by 8 FTE, for a total of 62 positions.

2. That an additional appropriation totaling $65,528 be approved for the Winnipeg Police Service 2010 Budget.

3. That the additional financial and human resources requirements be included in the 2011 Operating Budget.

4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

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DECISION MAKING HISTORY:

Moved by Councillor Pagtakhan,

That the recommendation of the Standing Policy Committee on Protection and Community Services be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 15, 2010, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On September 13, 2010, the Standing Policy Committee on Protection and Community Services concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Issue: Approval for Increase of Civilian Staff Complement – Winnipeg Police Service Division #36 Communication Centre

Critical Path: SPC PCS – EPC - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Musgrove	K. McCaskill	M Ruta	Alex Robinson Deputy CAO

RECOMMENDATIONS

1. That approval be received to increase the complement of the Winnipeg Police Service (WPS) civilian component as follows:
    - Call Handlers (authorized 12) – increase by 11 FTE, for a total of 23 positions
    - Police Communications Officers (authorized 54) – increase by 8 FTE, for a total of 62 positions

2. That an additional appropriation totaling $65,528 be approved for the WPS Service 2010 budget.

3. That the additional financial and human resources requirements be included in the 2011 operating budget.

4. That the proper officers of the City of Winnipeg do all things necessary to affect the intent of the foregoing.

REASON FOR THE REPORT

To obtain approval from Council to increase the complement of civilian members in the WPS Division #36 Communication Centre.

To bring the WPS Communication Centre up to meet industry standards (answering 90% of 911 calls within **10** seconds) 100% of the time.

IMPLICATIONS OF THE RECOMMENDATIONS

- At times the WPS Communication Centre, which is the primary Public Safety Answering Point (PSAP) for Winnipeg must rely on using various forms of overtime (hold over, call outs, call backs) to ensure adequate staffing levels. While these measures mitigate risk, they do not eliminate liability to the WPS or the City of Winnipeg.

- When staffing shortages have occurred, the WPS Communication Centre has at times failed to meet NENA[1] (National Emergency Number Association) standards[2], falling short of levels achieved by benchmarked cities of Calgary[3] and Hamilton[4].

- The WPS Communication Centre's average answer time in June/July of 2010 was 7.8 seconds. NENA standard was attained 88.75% of the time (which means the NENA standard of 90% of the calls in 10 seconds was met only 88.75% of the time – this needs to be 100%). During peak periods (i.e. Night Shift on weekends) the longest wait time on 911 was 6 minutes, 31 seconds.

- The WPS Communications Centre 911 operator triages calls not only to Police but also to Fire and Ambulance. WFPS is entirely dependent upon timely answer/transfer from 911.

- Even after calls are handled by 911 Operators, wait times to speak with a Police Call Handler can also occur, creating further risk.

- The Communication Centre has exhausted all available options within existing budgets to manage staffing shortages.

[1] USA Federal regulatory body based in Arlington Virginia setting Public Safety Answering Point standards.
[2] NENA standards: 90% of 911 calls answered within **10 seconds** and 95% within **20 seconds**
[3] Calgary (2009): average answer time 6 seconds, 97% of 911 calls answered within 20 seconds
[4] Hamilton (Jan 2008 – May 2010): average answer time 6.83 seconds, 91.5% of PSAP calls answered within 10 seconds

- Incoming 911 calls have increased steadily in recent years.
  2007 – 205338
  2008 – 226989 - increase of 9.5% from previous year
  2009 – 228141 - increase of 0.5% from previous year
  2010 – 161985 to Aug 31/10 - projected 7.5 % increase

- Duplicate Calls on the same event. Available software does not allow measurement of the percentage of duplicate calls received on the same event. 911 operators and call handlers are still required to triage and determine caller involvement on each call. The amount of time required is dependent upon the nature of the event. (Ie: lights out, MVC, Fire, major incident.)

- Queue Time: has shown steady improvement since 2007 resulting in improved response time for front line resources. Response times are impacted for Police, Fire and Ambulance when 911 answer and event entry time is delayed. Year to year comparison data is not available at time of writing. In 2009 average "dispatch time" for incidents involving immediate harm to the public was 6.5 minutes or less. Average "on scene" time was 11 minutes or less.

HISTORY

As the primary PSAP for the City of Winnipeg the mission statement for the Communication Centre is "to provide a trusted lifeline between members of the community and the public service they require." It is imperative that the Communication Centre be staffed adequately in order to properly function in its critical role with respect to public and officer safety. The primary functions are to answer all 911 calls, handle police related non-emergency calls and dispatch/monitor police resources in the field.

Internal and external factors since 2002 have increased the demands on the Communication Centre, adversely impacting its ability to manage this ever increasing workload while maintaining a constant staffing level.

In 2002 the Inquest Report with respect to the deaths of Doreen LeClair and Corrine McKeown was released and it focused on the administrative and operational practices of the Communication Centre. A number of recommendations were made, including staff training specifically that more formalized and increased training occur. This, along with an increase in statutory holidays, has decreased the available hours to staff the Communication Centre per employee per year.

Effective 2007 new provincial legislation requires that employers grant 60 hours of discretionary leave annually (3 paid/3 unpaid). Most employees are exercising the allocation of this time allotment. If all employees used their allotted discretionary leave, the impact would be equivalent to an additional 3% reduction of staff.

Violent crimes and events in progress require Call Handlers to stay on the phone with callers until a police unit arrives. An increase of these call types contributes to additional "time on call" effectively reducing availability of a Call Handler to process other calls waiting.

Information technology and communication must be seamless and smooth. The speed at which technology has been changing combined with the complexity of the challenges can be overwhelming. Along with historical challenges faced by the Communication Centre such as the misuse of 911, advancements in communication technology bring about new challenges. For example, the increased usage of cell phones by the public and by extension, the increase in 911 "hang-up" calls. Not having the ability to access cell phone subscriber information as we do with landlines, the workload and time spent on this nature of call has increased dramatically as we are obligated to ensure the safety of the caller.

Internally, although new Record Management and Computer Aided Dispatch Systems have enhanced the Service's ability to manage information and improve on our delivery of service, they have also increased the time required by Communication employees to meet those expectations

The Communication Centre relies on staffing by using various forms of overtime (hold over, call outs, call backs). While temporary measures are being taken to achieve Communication Centre staffing minimums, these do not decrease liability to the WPS or the City of Winnipeg. While the Communication Centre resources are under constant and ever increasing strain, since 2002 the human resource component has remained constant.

In January 2010, management of the Communication Centre commenced an evaluation process to determine the appropriate staffing levels in the Communication Centre.

Despite all measures currently employed in the Communication Centre to achieve adequate staffing levels within existing budgets, the Communication Centre's management concluded that the inability to correlate staffing levels with the demands of an ever increasing workload, especially during peak periods were creating risk that is not acceptable.

On July 28th, 2010, in an effort to address not only the immediate needs but the future as well, the WPS Executive Management Team was advised of the challenges and the many contributing factors that have increased the workload and eroded the ability for available resources to adequately meet workload demands.

CONCLUSION

On July 28, 2010 the WPS Executive Management Team, to mitigate risk and reduce overtime costs, approved in principle the recommendation to address resource requirements for the Communication Center with the following staffing additions:

- **11 Call Handlers** and **8 PCO** (2 CH to be utilized as 1 peak A-side 1 peak B-side).

This recommendation is considered ideal to bring the WPS Communication Centre to meet industry standards (answering 90% of 911 calls within **10** seconds) 100% of the time.

FINANCIAL IMPACT

Financial Impact Statement **Date:** Sept 1/10

Project Name: Comm Centre Expansion **First Year of Program** **2010**

	2010	2011	2012	2013	2014
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ 65,528	$ 1,237,539	$ 1,410,244	$ 1,438,449	$ 1,467,218
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ 65,528	$ 1,237,539	$ 1,410,244	$ 1,438,449	$ 1,467,218
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ 65,528	$ 1,237,539	$ 1,410,244	$ 1,438,449	$ 1,467,218

Additional Comments: The plan is ultimately to have an addition of 11 Call Handlers and 8 Police Communication operators. Hiring will begin in December 2010. A class of 12 will be hired and graduate in March 2011, allowing an additional 8 PCO to be promoted from existing Call Handlers. An additional 7 Call Handlers will be hired in April to increase complement by the remainder of 4 plus the new 7 for a total of 11 new positions in Complaint handlers. No equipment required. Assume top of increments at all levels and 2% collective agreement increases.

original signed by Ron Smolik Sept 1/10
Department Controller

CONSULTATION

In preparing this report there was consultation with:

Kim Carswell – WPS Legal Advisor :

SUBMITTED BY

Department: Winnipeg Police Service
Division: Organizational Development, Division 32
Prepared by: M. Musgrove, Research Analyst
Date: September 9, 2010
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