Agenda – Executive Policy Committee – March 13, 2013

AUDIT COMMITTEE

Item No. 5 Winnipeg Police Service Civilianization October 2012

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

That the Executive Policy Committee, in its capacity as the Audit Committee, receive as information the Winnipeg Police Service Civilianization October 2012 report dated October 2012.

Audit Department Report
Winnipeg Police Service Civilianization October 2012

The Audit Department conducted an audit of *Winnipeg Police Service Civilianization* as part of the 2011-2014 Audit Plan endorsed by Council. The audit focused on two main objectives:

(1) To determine whether the Winnipeg Police Service has adequate processes in place to ensure it deploys civilian staff in an optimal manner; and
(2) To determine if there is a gap between Winnipeg Police Service civilian positions in terms of duties, salaries and benefits compared to similar City of Winnipeg positions.

The audit covered the period January 1, 2007 to December 31, 2011.

What was working well:

1. The Winnipeg Police Service (WPS) understands the value in terms of enhanced performance and efficiency of fully developing and implementing a civilian staffing strategy. This has been highlighted in their most recent strategic plan.
2. The creation of the Auxiliary Force Cadets is an example of a very successful civilianization initiative led by the WPS that is designed to free up sworn officers to concentrate on core policing duties while at the same time delivering the services offered by the Auxiliary Force Cadets in a more cost effective manner.

Areas for improvement:

1. Although the WPS has identified the need to fully develop and implement a civilian staffing strategy that incorporates civilianization it is not developed. With the exception of the Auxiliary Force Cadets initiative, WPS civilian staffing initiatives have been limited to increasing the numbers of civilian staff where operationally deemed necessary and ensuring newly created positions are correctly classified. There exists opportunities to improve both operational effectiveness and efficiency through the implementation of a civilian staffing strategy that have yet to be explored.
2. The current collective agreement limits the authority of WPS management to act independently to ensure the staff resources are deployed in an optimal manner through civilianization.
3. A significant gap exists between salaries of the civilian staff component of the WPS and the salaries of the City of Winnipeg staff in comparable positions requiring the same duties, experience and qualifications. We identified 173 WPS civilian positions in comparable positions to other City of Winnipeg staff. In 2011, these WPS civilian positions were paid $1.8 million more than comparable positions at the City, this represents a 24% premium. The City has identified the inequity and has attempted to rectify it recently through collective bargaining negotiations, albeit unsuccessfully.

What are the key recommendations:

1. WPS should have the following in place:
   - A plan for civilian staffing supported by clearly defined and measurable goals
   - Criteria to determine whether a position should be performed by a sworn officer or civilian
   - A formal process to review all current positions and new positions against these criteria
   - A workload analysis to determine the optimal number of sworn or civilian staff to deliver the desired level of service
   - A performance management system that would monitor progress against established goals
2. Barriers to civilianization contained in the current collective agreement need to be addressed through future collective bargaining negotiations
3. The City should continue to propose different rate increases for the Staff Component and the Police Component of the Winnipeg Police Association in future collective bargaining negotiations. A comprehensive strategy for future collective bargaining negotiations should be developed which begins by focusing on the positions which are directly comparable with other positions in the City of Winnipeg and includes a complete analysis of the staff component of the police services in other jurisdictions in order to strengthen the City's position in future collective bargaining negotiations.

Management's Position:

- Management was in agreement with all seven recommendations.

Audit Department Report
Winnipeg Police Service Civilianization October 2012

Policy

The report is being submitted in accordance with the City Organization By-law 7100/97 section 19(d)(iv) that the Audit Committee will "Receive and review audit reports, and table such reports with its recommendations at a regular meeting of Executive Policy Committee."

Recommendation:

That the Executive Policy Committee, in its capacity as the Audit Committee, receive as information the Winnipeg Police Service Civilianization Audit dated October 2012.

Winnipeg

Winnipeg Police Service Civilianization Audit OCTOBER 2012

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Audit Department

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EXECUTIVE SUMMARY

"Civilianization is defined as the practice of assigning non-sworn (civilian) employees to conduct police work that does not require the authority, special training, or credibility of a sworn police officer."[1] Sworn officers are best used for jobs that require specific police training. But in order to do their job effectively sworn officers require the support of civilian staff that are trained to perform the support tasks that would otherwise take police officers away from their trained duties. Civilianization within police forces is occurring to varying degrees throughout North America to ensure the most qualified person is performing the job and to ensure police services are delivered efficiently.

Optimal use of civilian staff is about ensuring the right number of the right people are doing the right jobs at the right cost to support the achievement of the objectives of the Police Service. Civilianization of a Police Service deals with designating appropriate work to (non-sworn) civilian employees. Once who should perform the work is established the right number of staff can be determined. Ensuring there are sufficient civilian staff to perform civilian functions is key to furthering the optimization of civilian staff as it reduces the risk that sworn officers are utilized to fill in for civilian staff shortages.

The Winnipeg Police Service (WPS) employs 423 civilian Full Time Equivalent (FTE) staff and 1443 sworn FTE staff to carry out its mandate. The WPS salary and benefits expense was $170,348,556 (84.4% of total operating expenditures) for 2011. The cost of the WPS salaries and benefits accounted for 27.5 percent of the entire City's total expenditures on salaries and benefits in 2011. In light of these increasing costs, the WPS must continue to search for and employ ways to deliver its services in a cost effective manner. Civilianization is seen as a critical part of the solution.

One indicator of the appropriate balance between civilian and sworn staff is the sworn officer to civilian staff ratio. The WPS lags behind other jurisdictions in this performance indicator. The WPS ratio of 3.80:1 is the second least favorable out of nineteen jurisdictions. Toronto had the most favorable ratio of 2.05 and the average was 2.90.

From our discussions, it is clear that WPS management is aware and understands the value in terms of performance and efficiency, of fully developing and implementing a civilian staffing strategy that has civilianization as its cornerstone. This is highlighted in their most recent strategic plan which does highlight the need to develop and implement a civilian staffing plan. Prior to the development of this plan the WPS did not have a formal civilian staffing strategy or processes and practices in place to optimize the use of civilian staff. The initiative to introduce the Auxiliary Force Cadets is an example where the WPS has had success at civilianization of police work. Otherwise, WPS civilian staffing initiatives have been limited to increasing the numbers of civilian staff where operationally deemed necessary and ensuring newly created positions are correctly classified.

[1] Civilianization in the Vancouver Police Department, March 13, 2006, pg. 8.

To further civilianization efforts and ensure the WPS deploys sworn and civilian staff in an optimal manner, the WPS civilian staffing strategy should include:

- A plan for civilian staffing supported by clearly defined and measurable goals;
- Criteria to determine whether a position should be performed by a sworn officer or a civilian;
- A formal process to review all current and new positions against these criteria;
- A workload analysis to determine the optimal number of sworn or civilian staff to deliver the desired level of service; and
- Performance management system in place that would monitor progress against established goals.

In the absence of the implementation of a civilian staffing strategy, sworn officers will continue to perform tasks that could and should be performed by civilian staff. WPS management has identified, at a high level, twenty-seven positions of this nature, some of which are currently used to accommodate injured sworn officers. Employing civilians in these positions could result in a total cost reduction estimated at $890,000 annually if the total complement were maintained through a reduction in the authorized sworn complement through attrition and an increase in the authorized civilian complement. This would also lead to the re-deployment of those sworn officers to perform core police duties that they were trained to perform.

In the future, business cases supporting the need for civilian staff should continue to be developed to support the initiative. An effective business case should demonstrate to City Council or the Provincial Government how additional civilian resources will ultimately result in a more efficient and effective Police Service. From a citizen's perspective, increased public safety comes from adding sworn officers, but it can also be accomplished through re-deploying sworn officers away from positions better suited to a civilian and ensuring those officers perform the duties for which they were trained. While a strong business case may not ensure the acceptance of an initiative it ensures decision makers are making fully informed decisions. Another stakeholder group, the Winnipeg Police Association (WPA), represents both the sworn officers and the civilian staff. Civilianization will obviously impact their membership and the current collective agreement places restrictions on the ability of the WPS to fully implement a civilianization strategy. This will need to be an area of focus in future negotiations.

While the benefits from civilianization are significant, they are to some degree dampened by the greater compensation (in comparison to other City staff holding similar positions) paid to civilian members of the WPS. With assistance from Corporate Support Services, we identified 173 similar positions (based on duties, knowledge, complexities, responsibilities, education and experience) and noted that, on average, a WPS civilian was compensated by an additional twenty-four percent in pay in 2011. This translates to an annual premium of $1.8 million paid to WPS civilian staff as compared to other City staff performing similar duties.

The City has identified the inequity and attempted to remedy through labour negotiations and the arbitration process, unsuccessfully to date. This wage gap will continue to widen as the WPA has traditionally been able to negotiate higher salary increases than either CUPE or WAPSO. We have identified some opportunities for the City to adjust their approach to the negotiations with the expectation that it could improve the chances of success, if an Arbitration Board becomes involved.

MANDATE OF THE CITY AUDITOR

The City Auditor is a statutory officer appointed by City Council under the *City of Winnipeg Charter Act*. The City Auditor reports to Council through the Audit Committee (Executive Policy Committee) and is independent of the City's Public Service. The City Auditor conducts examinations of the operations of the City and its affiliated bodies to assist Council in its governance role of ensuring the Public Service's accountability for the quality of stewardship over public funds and for the achievement of value for money in City operations. Once an audit report has been communicated to Audit Committee, it becomes a public document.

AUDIT BACKGROUND

Efforts to increase the use of civilians has been an increasing trend across North America as police services require competencies and specialized skills that go beyond those historically provided by sworn officers to perform certain duties and functions. Civilianization is also seen as a method to deliver the service more efficiently and to address the current fiscal challenges facing the WPS.

The audit was identified in the City Auditor's Audit Plan for 2011 to 2014 and endorsed by the Audit Committee.

AUDIT OBJECTIVES

The objectives of this audit were to:

- determine whether the WPS has adequate processes in place to ensure it deploys civilian staff in an optimal manner; and
- determine if there is a gap between WPS civilian positions in terms of duties, salaries and benefits compared to similar City of Winnipeg positions.

AUDIT APPROACH

We have conducted the audit in accordance with generally accepted auditing standards. **Appendix 1** provides a flowchart of the audit process.

- We conducted interviews with the management and staff in order to obtain an understanding of current processes, procedures and practices.
- We obtained and reviewed financial and statistical data related to salaries and benefits costs of the Winnipeg Police Service and the City of Winnipeg.
- We reviewed Winnipeg Police Service's standards, procedures, practices and other relevant background information as well as industry and other jurisdictional data to gain an understanding of civilianization practices locally and within North America.

AUDIT SCOPE

The audit covered the period January 1, 2007 to December 31, 2011.

We believe that this scope affords us the ability to analyze emerging trends without a pervasive risk of losing context in the examination due to continually changing social, environmental and economic circumstances.

We have undertaken appropriate procedures in an attempt to verify the accuracy of the information we were provided. At various times during the review, due to information system limitations, we were unable to obtain information to conduct our analysis. We will identify those instances in the relevant section of the report.

Our conclusions are based on our assessment of the best available data. Our review was limited to a review of the processes, policies and practices in place to ensure that WPS is utilizing civilian staff in an optimal manner. We do not draw a conclusion about whether the Winnipeg Police Service overall, or on a unit-by-unit basis, is staffed at the appropriate levels and we did not conduct the detailed workload analysis that would be necessary to draw such a conclusion. Further, we did not evaluate existing sworn positions in police operations to determine if they were eligible to be civilianized. This was beyond the scope of the audit and so we did not make any specific recommendations in this regard.

AUDIT CONCLUSIONS

The audit work performed led us to the following conclusions:

- The WPS has implemented a major initiative with the creation of the Auxiliary Force Cadets that has furthered civilianization efforts as it is designed to free up sworn officers to concentrate on core policing duties. The creation of the program, while successful, was accomplished in the absence of a formal strategy or process. To further civilianization efforts and ensure the WPS deploys sworn and civilian staff in an optimal manner, the WPS should have the following in place:
    - A plan for civilian staffing supported by clearly defined and measurable goals;
    - Criteria to determine whether a position should be performed by a sworn officer or a civilian;
    - A formal process to review all current and new positions against these criteria;
    - A workload analysis to determine the optimal number of sworn or civilian staff to deliver the desired level of service; and
    - Performance management system in place that would monitor progress against established goals.

- A significant gap exists between the salaries of the civilian staff component of the WPS and the salaries of City of Winnipeg staff in similar positions requiring the same duties, experience and qualifications. We identified 173 civilian positions in the WPS that are comparable to positions in the City of Winnipeg within CUPE and WAPSO. In 2011, this represented an estimated total dollar amount

difference of $1.8 million between the cost of those civilian positions in the WPS versus CUPE and WAPSO. The City of Winnipeg has identified the inequity and has attempted to rectify in recent labour negotiations, albeit unsuccessfully. Going forward, the City should narrow the focus of the proposal to include only positions that are directly comparable with other City positions. Adjusting their approach may increase the City's chances of success in future labour negotiations.

ACKNOWLEDGEMENT

The Audit Department wants to extend its appreciation to the management and staff of the Winnipeg Police Service and Human Resource Labour Relations and Total Compensation Division of the Corporate Support Services Department.

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Brian Whiteside, CA•CIA
City Auditor

October 2012
Date

BACKGROUND
WINNIPEG POLICE SERVICE CIVILIAN STAFFING

Optimal Utilization of Civilian Staff

Optimal use of civilian staff involves WPS ensuring the right number of the right people are doing the right jobs at the right cost. The WPS cannot optimize the utilization of civilian or sworn resources from a service level and a cost perspective if sworn staff are performing duties that are better performed by trained civilians. Simply put, a qualified civilian can perform a civilian position more effectively and efficiently than a sworn officer. When each position within the WPS has been correctly classified as either sworn or civilian, management can determine the optimal number of staff to deliver the desired level of service. A key principle of human resource management is ensuring staff are compensated fairly. Within the City similar compensation for identical or comparable work should be maintained. Adhering to this principle ensures WPS is running its operations as efficiently as possible while still being able to attract and retain a sufficient number of qualified staff to deliver its services at the desired level. The first and most critical step of ensuring the right person is doing the right job is directly addressed through civilianization.

What is Civilianization?

"Civilianization is defined as the practice of assigning non-sworn (civilian) employees to conduct police work that does not require the authority, special training, or credibility of a sworn police officer."[2] A 1998 Kansas City audit further identified that: 'Law enforcement experience often is not necessary for providing effective police support.' An Indianapolis police department administrator emphasized the importance of matching relevant professional experience with the actual responsibilities of police support saying, "You don't have to be a pilot to be an air traffic controller."

These views are further supported by the model policy on civilianization created by the International Association of Chiefs of Police (IACP) which states that:

> "The efficiency and effectiveness of law enforcement agencies is enhanced when sworn and non-sworn personnel are appropriately used to perform those functions that are best suited to their special knowledge, skills and abilities. Therefore, this agency shall employ civilians for selected functions that do not require the authority of a commissioned officer, thereby freeing sworn personnel for enforcement functions and capitalizing upon the talents of all employees."

Civilianization, as stated above is essentially ensuring that the right people are hired for the right position. Civilianization can be done in two ways. The first way involves a comprehensive review of positions and duties within the service against set criteria. This process challenges some commonly held beliefs of what positions and duties can and

[2] Civilianization in the Vancouver Police Department, March 13, 2006, pg. 8.

should be done by a sworn officer. The result is some positions traditionally performed by sworn officers are reassigned to civilians where it is merited. The second way is to review the ratio of civilian to sworn staff to determine if it is reasonable. A high ratio is an indicator that sworn officers could be performing administrative functions which are clearly more suited to civilian staff. The second way focusses on determining whether there is sufficient civilian staff to support the sworn staff more from an administrative and operational support perspective. The optimal staffing is based on workload analysis, target service levels and available budget. Any civilianization decision should consider both cost and performance results.

Civilianization in the police service has been an increasing trend across North America as police services have become more focused on efficiency and ensuring the right people are performing the duties and functions necessary for the police service to be successful. Since 1965 the use of civilianization has been increasing in police departments across Canada.

Comparison of Police Officers to Civilian Personnel in Canada Police Departments: 1965 - 2010						
	1965	1975	1985	1995	2005	2010
Police Officers per civilian employee	4.2	3.5	2.8	2.9	2.6	2.5

Source: Statistics Canada, Canadian Centre for Justice Statistics, Police Administration Survey and Uniform Crime Reporting S

Why is Civilianization needed?

A number of audits and reports have been prepared in other North American jurisdictions examining civilianization in policing. The following are several common factors that have impacted the increasing trend of civilianization:

- the increasing costs of police services delivery and the need to reduce costs;
- an emphasis on increased effectiveness and efficiency in management;
- a need to increase the number of sworn officers available for front-line duties; and
- an increase in the amount of time sworn officers spend on paperwork and other duties which take them “off the streets”.

These same audits and reports have identified the following benefits of civilianization:

Refocusing sworn police officers on sworn duties Sworn officers receive extensive training in police work. It is a considerable investment on the part of the City and is intended to create the best possible police force to enhance public safety. By increasing civilianization in technical and administrative duties, the police service can focus sworn officers on the work that truly makes use of their training, skills, and experience – on the streets.

Cost savings The cost of employing a sworn officer compared to a civilian employee is significantly higher, taking into account salary, benefits and pension. Civilianization is an opportunity for police departments to save significant costs by hiring civilian employees to perform the duties that do not require the powers or training of a sworn officer. In the study on *Civilianization in the Vancouver Police Department* in 2006, it was estimated that by reclassifying 19 sworn positions as civilian positions, the police department would save approximately $575,000 annually.

Potential to develop civilian expertise and consistency Police departments, through their transfer policy, encourage sworn officers to rotate through various units over the course of their careers to build a well-rounded workforce and for the purpose of career

development. Most transfers for sworn officers are for three years. These frequent transfers can result in a lack of consistency in administrative functions. Civilian staff tend to become the backbone of these units and are relied upon for their historical knowledge of the unit's administrative processes. Adding civilians through civilianization would foster stability, improve unit institutional memory, and would develop a team of civilian employees with specialized expertise who could increase the consistency of the work performed and build on the knowledge maintained within the divisions and units.

What is the current state of civilian staffing in the WPS?

Overall, WPS senior management has demonstrated an understanding and a desire to create more civilian positions within the WPS with a focus being placed on adding more civilians versus civilianizing existing sworn positions. Through the most recent strategic planning process the need for more civilians or the need to civilianize existing sworn positions was identified in interviews with WPS staff. Over the past five years, WPS senior management has demonstrated its support for civilianization by being an advocate for the addition of fifty Auxiliary Force Cadet (Cadet) positions, and support for the optimal use of civilians by securing an increase of nineteen Communications Centre staff, and attempting to amend a provincial funding agreement that would see funding initially earmarked for seventeen sworn officers changed to fund sixteen civilians plus operating costs. Presentations to the Standing Policy Committee on Protection and Community Services for the last five operating budgets have also identified the need for additional funding for civilian positions. In the 2011 and 2012 budget presentations the civilian to sworn ratio for the WPS was compared to four other western cities and the WPS had the least favorable ratio of sworn to civilian at 3.80:1 while Regina had the most favorable at 2.269:1. In previous budget submissions, the fact that civilian to sworn ratio for the WPS had not been improving since 2005 had been highlighted.

The Observations & Recommendations section of the report will discuss the civilian staffing processes in place and provide recommendations to enable WPS management to identify opportunities for civilianization and assist in the optimal use of civilian staff. Together, this will help ensure that the WPS is deploying the sworn staff component to optimize their impact on public safety while utilizing the civilian component in the most cost effective manner to support service delivery.

KEY RISKS

The following potential key risks associated with civilianization within the WPS were considered in the conduct of the Audit:

External Environment

- Public demand and/or political support for adding more uniformed officers and no civilian staff to support the extra uniformed officers

Compliance

- Collective Bargaining Agreement with Winnipeg Police Association

Organizational Culture

- Underutilization of civilian staff because perception is that they are “less qualified”
- Perception that all operational work must be done by uniformed officers

Business Process

- Lack of goals and benchmarks to monitor progress of civilianization efforts
- Inadequate management and reporting on civilian and sworn positions

Human Resources

- Sub-optimal mix of uniformed and civilian staff leading to inefficient service delivery
- Pay and benefits differences between WPS civilian staff and City staff for like positions

Financial Resources

- Inadequate funding to provide sufficient civilian staff to support additional uniformed officers funded by other levels of government

Information Resources

- Insufficient performance information to be able to effectively identify or manage the optimal use of civilian staff

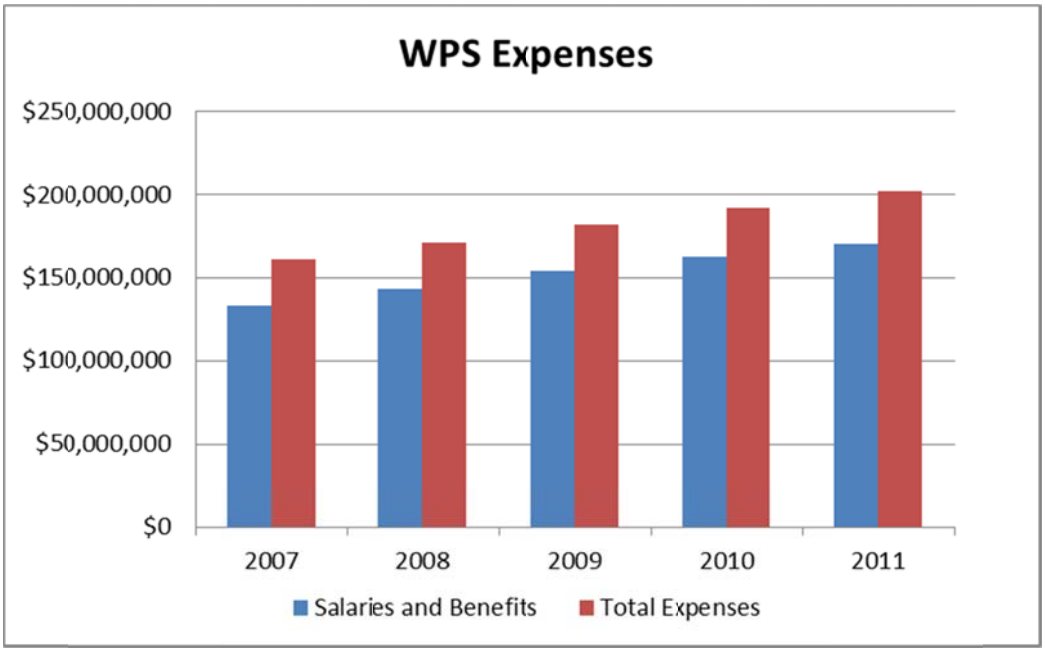
PERFORMANCE ANALYSIS

Few formal performance measures have been established by the Winnipeg Police Service to monitor the performance and optimize the use of civilian staff. The only information regularly reported and reviewed is the expenditures captured in PeopleSoft and staffing numbers collected and reported on a monthly basis. The financial numbers are for total salaries and benefits and do not break down the costs by sworn and civilian staff. We will discuss the need for a more complete set of performance measures in our Observations and Recommendations section of the report.

Financial

In 2011, WPS salaries and benefits represented 84.4% of the total WPS expenses. Exhibit 1 shows that WPS salaries and benefits have been on an increasing trend over the last five years, increasing 27.7% from the 2007 to 2011, driving the increases in total WPS expenses.

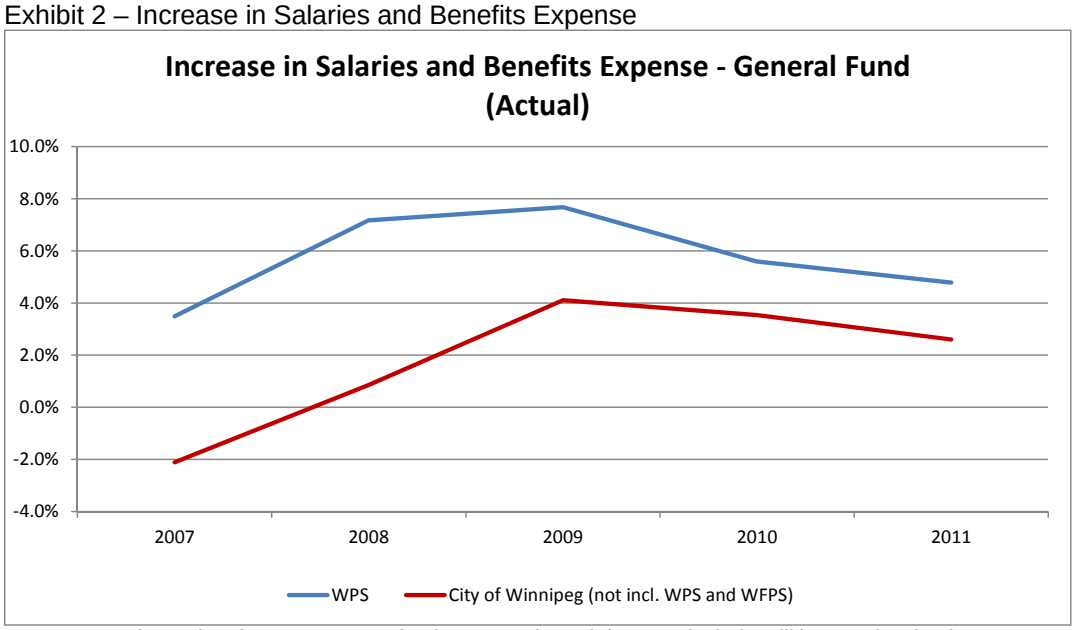
Exhibit 1 - WPS salaries and benefits costs



Source: Peoplesoft GLBT Reports

The WPS salaries and benefits expenditures have been increasing at a considerably higher rate than the City's non-emergency services (Exhibit 2). These increases are attributed to increases in the number of employees, the rate of pay and costs of benefits. In 2010, the gap had narrowed however, based on the recent collective agreements, and everything else remaining constant this gap will likely again widen. This will be discussed in more detail in the WPS Civilian Compensation section of the report.

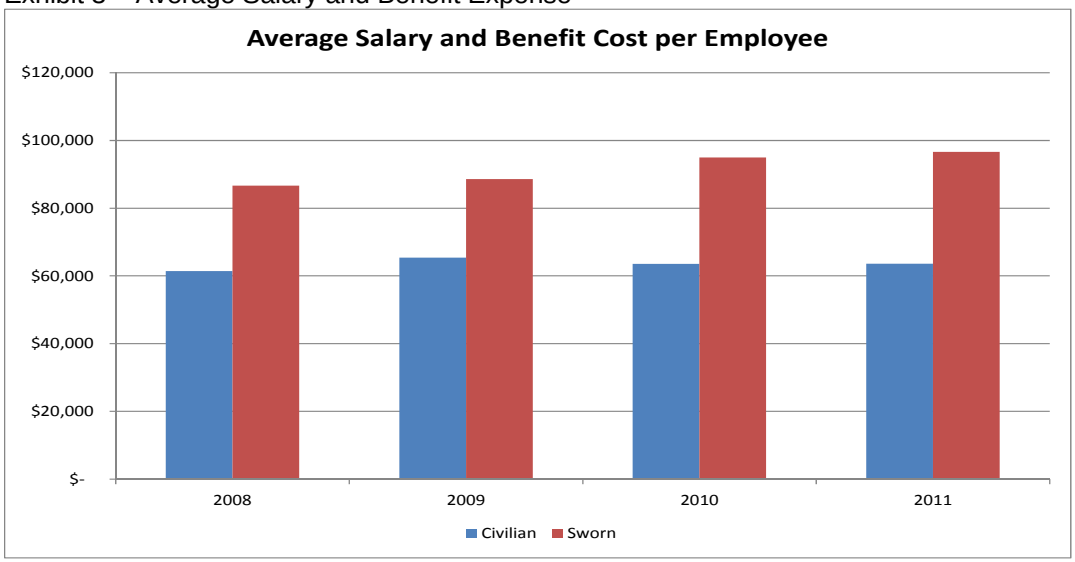
Exhibit 2 – Increase in Salaries and Benefits Expense



Source: Actual Peoplesoft GLBT Reports for the General Fund does not include utilities or other funds. Does not include the 2011 and 2012 WPA negotiated settlement.

The average salary and benefits expense for a sworn staff member of the WPS in 2011 was $96,644 versus $63,612 for a civilian staff member of the WPS. This means that for every position that can be civilianized, the WPS can potentially realize a savings of $33,032 (34%). This is significant, and is why, from a financial perspective, it makes sense to ensure sworn officers are not performing duties that could be performed by civilian staff. This difference is also getting larger each year (See Exhibit 3). The salary and benefits gap grew from $25,293 in 2008 to $33,032 in 2011, an increase of 30.6% in four years.

Exhibit 3 – Average Salary and Benefit Expense



Source: Salary and benefit information provided by Corporate Support Services for WPA members

Operational

An indicator used to gauge the balance of sworn officers to civilian members and a measurement of the degree of civilianization of a police service is the sworn to civilian ratio. This ratio measures how many sworn officers are supported by one civilian. The WPS, along with other police organizations, believe, in general, that this ratio should be reduced. To what level, however, depends on the nature of the work and the environment and as a result, none of the police organizations we surveyed established a target ratio. We performed this calculation using three different numbers: Authorized, which is the number of staff the WPS is authorized through the budget to employ; Actual, which is the actual number of WPS staff, and Actual without Cadets, which provides a view of the effect of cadets on the sworn to civilian ratio and provides a better basis for comparison to other jurisdictions as Winnipeg was the only one surveyed that had a cadet program, of its nature in place. As Exhibit 4 illustrates the period from 2009 to 2011 has seen an improvement of this ratio in both the authorized and actual categories. It is important to note that these two measurements include Auxiliary Force Cadets in the civilian numbers. Auxiliary Force Cadets are a unique portion of the WPS civilian staff and are not utilized to the same extent in other jurisdictions and without the cadets the ratio is not as favorable.

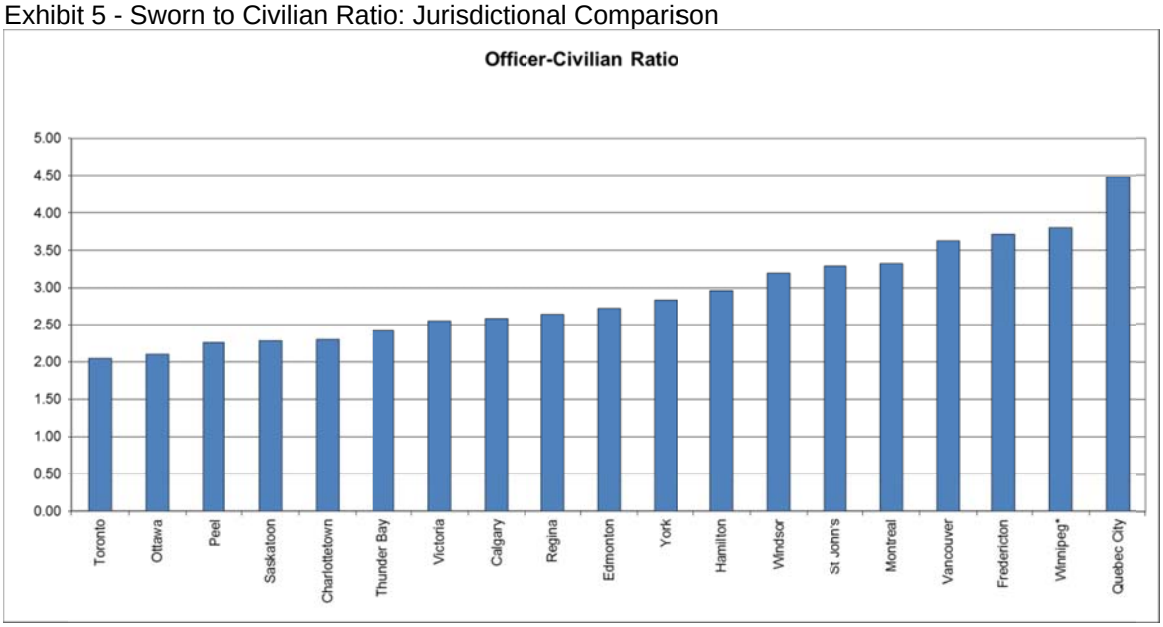
Exhibit 4 - WPS Sworn to Civilian Ratio

	2007	**2008**	**2009**	**2010**	**2011**
Authorized Positions	3.62:1	3.62:1	3.66:1	3.39:1	3.14:1
Actual Positions	3.68:1	3.71:1	3.92:1	3.59:1	3.41:1
Actual without Cadets	3.68:1	3.71:1	3.92:1	3.89:1	3.80:1

Note: Auxiliary Force Cadets were added in 2010 and 2011

In Exhibit 5 the sworn to civilian ratio for the WPS is compared to other Canadian jurisdictions. The ratio of 3.80:1 for the WPS is the second least favorable of all the cities in the comparison and is considerably less favorable than the average of 2.90:1. It is difficult to determine the optimal mix of sworn to civilian staff due to the differences amongst the jurisdictions that can affect the type and amount of staff required (i.e. crime rates, organizational structure and applicable legislation). However, based on Exhibit 5 it is clear the WPS has some room to improve on the mix of sworn officers to civilians.

Exhibit 5 - Sworn to Civilian Ratio: Jurisdictional Comparison



Source: Statistics Canada data compiled by WPS

The addition of the Auxiliary Force Cadets to the WPS workforce is improving the composition in terms of civilianization. Exhibit 6 shows the effect of adding the cadets in 2010 and 2011 had on the composition. Prior to this, the percentage of the WPS workforce that was civilian was slightly decreasing which is contrary to the goal of civilianization.

Exhibit 6 - WPS Actual Staff Complement

	2007	**2008**	**2009**	**2010**	**2011**
Sworn	1300	1344	1382	1376	1443
Civilian	353	362	353	383	423
Percentage Sworn	78.6%	78.8%	79.7%	78.2%	77.3%
Percentage Civilian	21.4%	21.2%	20.3%	21.8%	22.7%

Note: Auxiliary Force Cadets were added in 2010 and 2011, actual complement was 29 in 2010 and 43 in 2011.

OBSERVATIONS AND RECOMMENDATIONS

The remainder of this report details our observations and recommendations. We believe the issues identified are important and implementing the recommendations will assist the management of the Winnipeg Police Service in achieving better results in the optimal management of civilian staff and resources. A complete summary of our recommendations is attached as **Appendix 2**.

Overall, in order to optimize the use of civilian staff, WPS management needs to provide a supportive environment for civilianization. WPS management has to create an environment that welcomes civilianization as a method to both improve the level of service and to manage the costs of providing that service. The Winnipeg Police Association (WPA) also needs to support the underlying principle of civilianization i.e. police work that does not require the authority, special training, or credibility of a sworn police officer should be assigned to non-sworn (civilian) employees. Governments should be receptive to civilian staffing requests that are supported by a strong business case. Analyzing and potentially re-structuring aspects of the WPS service delivery is a difficult undertaking and requires WPS management, the WPA and elected officials to all work together to improve public safety with the available financial resources. The creation of the Auxiliary Force Cadets is a great example of how the cooperation from all these groups can serve to further civilianization and the optimal use of civilian staff at the WPS.

Current WPS Civilianization Processes

Auxiliary Force Cadets: a major civilianization initiative

In the 2008 – 2010 Collective Agreement, Appendix D, the general principles governing the creation of the Auxiliary Force Cadets (Cadets) were first introduced. According to the general principles, the Cadets were intended to supplement the duties performed by sworn officers and staff members and not replace or reduce the complement of sworn officers or staff members in any way. The Cadets have special constable status and are considered a unique element of the staff sector of the WPS. The creation of the Cadets was also intended in part to identify members of the community suitable for consideration as future sworn officers. The Cadets has furthered civilianization efforts of the WPS in as far as it is designed to free up sworn officers to concentrate on core policing duties and has provided a lower cost alternative to providing these non-core policing services. The most experienced Cadet (over 3 years) is paid $29,120 annually while a constable, with less than one year experience, is paid $43,057 annually. This is a difference of $13,937 annually per person excluding benefits. Based on the current 50 authorized Cadet positions, the annual savings is estimated at $696,850. The provincial and municipal government worked together to fund this initiative. WPS has indicated that the Cadets' salary levels may have to be increased to remain competitive with the private sector. This would reduce the annual savings but the other benefits would remain unchanged.

While the Cadets have relieved some of the on the street and direct public interaction duties of the sworn officers they were not intended to address the opportunity to replace sworn officers performing administrative tasks better performed by civilians.

The creation of the Cadet program, while successful, was accomplished in the absence of a formal strategy or process. The WPS has acknowledged the need for the development and implementation of a civilian staffing strategy and supporting processes to implement the strategy. In order to continue civilianization efforts and to ensure they result in improved levels of service in a cost effective manner, a more formalized approach is necessary. The following sections will highlight the critical components necessary to support a successful civilianization initiative.

WPS 2012-2014 Strategic Plan addresses the need for a civilian staffing strategy but has not been implemented

The Winnipeg Police Service's 2012 – 2014 Strategic Plan included the need to develop a civilian staffing strategy. Goal 2.2 states the need to "Develop and implement a civilian staffing strategy". The WPS intends on developing a strategy by the end of 2012 and has identified the team responsible for the development and implementation of the strategy. The strategy will be further supported with the identification of positions eligible for civilianization, securing the funding to hire additional civilian staff and finally to increase the civilian complement accordingly.

We are encouraged by the recent focus on creating a more formal approach to addressing the civilian staffing challenges the WPS is currently facing. The focus of these civilian staffing initiatives must include not only adding more civilians where service delivery dictates, but also evaluating the opportunity to shift sworn staff from performing tasks better suited to a civilian, freeing those officers to perform core police duties.

Recommendation 1:

The Chief of Police ensure that a comprehensive civilian staffing strategy is developed and the plans for implementation are established.

Management Response

The Winnipeg Police Service is in agreement with this recommendation. The Winnipeg Police Service has already incorporated this into the 2012 Strategic Planning Document with established timelines already assigned that range from 2012 to 2014.

A policy and a process to evaluate current sworn positions/duties for eligibility for civilianization needs to be developed

Ensuring the right person is doing the right job is important from two aspects: the job can be more effectively performed by a person specifically trained in the functions of that position, and in most cases, a civilian position can be performed at a lower cost by a civilian. A review mechanism needs to be incorporated in the process so periodically, when the circumstances or environment changes, position classification decisions are revisited to ensure the criteria that have been applied are still applicable.

The WPS currently has no formal internal processes or practices in place to evaluate positions in the WPS for eligibility for civilianization. Divisional commanders, managers and WPS human resource staff review positions for civilianization on an ad-hoc basis. The only formal guidance on civilianization comes from the current collective

bargaining agreement with the WPA where the process and parameters for civilianizing a position or making changes to the duties of a Cadet are clearly laid out and generally result in the WPA having to agree with any proposed civilianization of positions before they can be created.

The development and implementation of a process should be championed by the WPS Executive. A committee comprised of a human resource representative and applicable division commanders and in consultation with the WPA should be responsible for developing and implementing the formal policies and processes required to successfully implement the civilianization strategy. The process would include the creation of a policy where all WPS positions are evaluated against formal criteria to determine if the position should be classified as a civilian or sworn position. We would also expect that there would be an established review process at regular intervals to ensure the position is still correctly classified. This process could first be applied to newly created positions and then expanded to include all existing positions. Finally, it could be expanded to evaluate specific duties of WPS staff to assist in determining if position requirements could be altered to better utilize both the sworn and civilian staff.

Our review of three other jurisdictions has highlighted that only Vancouver has performed this level of analysis on a department wide basis. The other jurisdictions have started by looking at it on an ad hoc basis. In their analysis, the Vancouver Police Department identified nineteen sworn positions that should be reclassified as civilian positions with the resulting savings of approximately $570,000 annually. In addition, staff would now be performing work that they were specifically trained for.

The WPS has not conducted a detailed analysis of the sworn positions. However, the result of a high level review revealed twenty-seven jobs that are currently being performed by sworn officers that could be civilianized. Based on these positions alone and using the average difference in salary and benefits expense (see Exhibit 3), it is costing the WPS an estimated additional $890,000 annually to have sworn officers perform these jobs.

In the absence of an objective and transparent process the recent decision to change the classification of the head of Human Resources from a civilian position to a sworn position is open to challenge from a civilianization perspective. Ensuring that leadership positions that can be performed by a professionally qualified civilian are classified as civilian and filled by civilians would be a focus of this process. While we acknowledge that in all four jurisdictions we surveyed, the head of Human Resources is a sworn officer, this may not be optimal. Human Resources is a critical function where salaries and benefits represent 84.4% of the WPS operating budget. In other major City departments this function is led by a person with extensive human resource experience and professional certification. There are currently no civilians or sworn officers within the Human Resource Division of the WPS that have formal education or professional certification in human resource management. Senior management did indicate that this change in structure is not necessarily permanent and plan on revisiting it on a regular basis to ensure the operational reasons for changing it to a sworn position are still valid, if not they would reclassify this to a civilian position.

Completing this analysis can be a significant undertaking, but can be accomplished on a division by division basis or through some other structured approach. The benefits, in

terms of better service and lower costs, merit the WPS developing a process to evaluate positions for their eligibility for civilianization. With a process in place, civilianization efforts will be applied consistently and more transparently making it easier to garner support.

Formal criteria need to be developed for evaluating WPS positions

The WPS does not have established criteria to determine whether a position (new or existing) should be staffed by a civilian or sworn individual. The collective agreement provides some guidance on which positions and duties are eligible for civilianization but does not establish set criteria to help evaluate a position as to its eligibility for civilianization.

Currently, the WPS primarily uses operational knowledge of position requirements and determines if the position requires powers, authority or credibility of a sworn officer (e.g. if position required powers of arrest, if position is in charge of police officers or if responsible for recruiting they would typically make it a sworn position) to determine if the position should be classified as a sworn or civilian position. This informal practice is consistent with two of the three jurisdictions we surveyed. However, it would be preferable to have these criteria formally established to ensure that they are consistently applied. The Vancouver Police Service established a policy which includes criteria to evaluate a position. They were able to reduce the decision on whether a position should be classified as a civilian position based on the answers to three key questions:

1. Does the position require law enforcement powers? (I.e. powers of arrest, use of force, statutory requirement, carrying a firearm)
2. Are the skills, training, experience, or credibility of a sworn police officer required to fulfill the duties of the position?
3. Can the requirements of the position be fulfilled by a specially-trained civilian?

The Vancouver Police Department also ensures that this evaluation is revisited at regular intervals to ensure the conclusion is still valid. Formalizing these criteria and ensuring they are universally applied ensures decisions are consistent and transparent. This will serve to further enhance the credibility and transparency of the decisions with respect to civilianizing a position in the eyes of the Winnipeg Police Association, Council, WPS staff, and ultimately the public.

Recommendation 2:

The WPS work to establish a policy and process for the review of positions considered for civilianization. The policy should include the following:

- Criteria to determine whether a position should be performed by a sworn officer or a civilian; and
- A description of the process to review all current and new positions against these criteria.

Management Response

The Winnipeg Police Service is in agreement with this recommendation. The Service will direct the Organizational Development and Support Unit to benchmark with other

Police agencies, specifically the Vancouver Police Department, to establish policies and processes for the Winnipeg Police Service. The anticipated timeline for this initiative will be Q4 of 2013.

Undertake a workload analysis to determine the optimal number civilian staff to deliver the desired level of service

WPS management has defined the optimal mix of sworn and civilian members as the highest level of service to be delivered within a set budget. This definition takes into account both ensuring that:

- the right number of the right people are hired for the right jobs in order to deliver the desired service level, and
- the WPS is meeting this requirement through the lowest cost alternative.

From our review of reports on civilian staffing from other jurisdictions and through discussions with WPS senior management, there is no set optimal mix of sworn to civilian staff that can be applied to all jurisdictions. Each jurisdiction has a unique environment that requires a different mix of staff to successfully address the issues it faces. This is why it is important that once the staff positions have been correctly classified, WPS has a process in place to evaluate the number of staff required to perform those duties. Only when positions are correctly classified can WPS assess how many properly trained staff it will take to deliver the desired level of service. Given that the optimal number of sworn or civilian staff is subject to change due to external factors such as world events, the economy, demographics, changes in crime patterns and court decisions that can affect workload, it is important to update this analysis on a regular basis.

Determining the optimal number of sworn or civilian staff for each position is a standard human resource management process. At this time, it is critical because historically it has been easier to obtain approval to increase the sworn staff complement than the civilian staff complement. In the past, if the WPS was not able to obtain funding for additional civilian staff necessary to deliver the desired service level, the WPS has used sworn officers to deal with the civilian staff shortage as has been done for the crime analysis work within the operational units.

The first step in performing the workload analysis is for the WPS to review the alignment of the work with the service lines described in the strategic plan and to confirm that it is aligned with the direction provided by Council. Next, the current level of service needs to be determined as well as resources required to deliver the level of service. This information can only be gained through a detailed workload analysis. This analysis would include an identification of the workload by time of day, day of the month and time of the year to allow the WPS to better structure its shifts and limit overtime and burnout of employees. The analysis should also take into account any external factors (e.g. crime rates and patterns and court decisions) that can reasonably be expected to affect the workload of sworn or civilian staff. We found that the WPS does not have a process in place to analyze the workloads of the sworn or civilian staff to determine the optimal number for each.

We observed that workload is primarily monitored using informal means such as observation. Supervisors, using their experience in the area observe the workload

evidenced by the back log of files or the number of requests in the system. This approach does not provide meaningful information on optimal staffing levels to adequately deliver service. This is better accomplished through detailed workload analyses. We noted the WPS has prepared a few ad hoc reports (Communications Centre in 2010, Evidence Control Unit and Court Unit in late 2011) that have analyzed the workloads on a more formal basis. We believe that this analysis was crucial to obtaining Council support for the addition of nineteen communications centre staff and underscores the value and importance of this type of analysis.

Without a process in place, situations may arise where staffing levels may be inadequate or excessive resulting in the civilian or sworn resources being deployed in a sub-optimal manner. An example of this, which was identified by WPS personnel, is the approximately eight sworn officers in General Patrol Divisions or the Plainclothes/Investigative Divisions that are performing Crime Analyst work on a full-time basis in order to complete the necessary crime analysis to assist in solving crimes in a timely manner. There are currently only three civilian Crime Analyst positions, which is not sufficient to keep up to the workload. Winnipeg has a considerably lower number of civilian Crime Analysts compared to other western Canadian municipalities which range from 16 to 36. This work can be performed more efficiently and effectively by civilian staff but the WPS is unable to hire any more civilian staff and instead this additional work is performed by more costly sworn officers.

The collection, analysis and reporting of detailed workload data is critical to support business cases to adjust staffing levels or mixes. Stakeholders, such as the WPA and Council, require objective data to support the WPS in making changes to optimize its use of human resources.

Recommendation 3
The WPS undertake a workload analysis to determine the optimal number of civilian staff to deliver the desired level of service.

Management Response
The Winnipeg Police Service is in agreement with this recommendation. The Service will direct the Organizational Development and Support Unit to do a workload analysis of the Service and benchmark with other agencies to determine the WPS optimal staffing levels. The anticipated timeline for this initiative will be Q4 of 2013.

Monitoring of the optimal use of civilian resources needs to be further developed
Currently, the WPS reports the sworn to civilian ratio as part of the operating budget process. The ratio is a performance measure of the degree of civilianization. WPS has not established a target for the ratio. This practice is consistent with the other jurisdictions we surveyed. Few other performance measures have been established and regularly monitored and reported on by the WPS to evaluate the optimal use of civilian resources. The communications centre has service standards and management regularly monitors its performance. Other civilian areas of the WPS have some service standards imposed on them by legislation, however the monitoring of performance is ad-hoc and informal in nature which makes it difficult to establish trends and objectively demonstrate a need for additional resources, if required. The WPS needs to develop measures and monitor performance similar to the call waiting times already being

monitored in the communications centre for civilian operations The WPS also needs to establish targets and regularly monitor the success of its civilianization initiatives.

In order to properly assess the efficiency of civilian staffing initiatives the WPS must determine and track the costs associated with performing the work by a sworn officer versus a civilian. Currently, the WPS does not track and report on the costs of the civilian staff and sworn staff separately. We calculated the average annual difference in salary and benefits per employee (see Exhibit 3 page 13) to be $33,032. This information needs to be reported on and tracked regularly and should be able to be analyzed down to the position level.

Another key piece of information in optimizing its staff is the number of positions eligible for civilianization. To date, the WPS has not performed a formal analysis of the sworn positions. This is consistent with other jurisdictions except Vancouver, which conducted a review of a portion of the positions within the Police Department. Without the cost information and the identification of eligible positions the WPS cannot quantify potential savings or assess progress towards more effectively utilizing civilian staff. Collecting and reporting on information such as this can be used to create realistic performance targets such as the number of positions civilianized in a given time period, the dollars saved, or a target sworn to civilian ratio that makes sense to the environment the WPS operates in.

The WPS needs to develop a performance management system which establishes service standards and performance targets. Management should regularly monitor performance and report on the results. A fully operational performance management system will help ensure the WPS optimizes its use of civilian resources and delivers its services effectively and efficiently.

Recommendation 4
The WPS establish a performance management system that would monitor performance against service standards and targets and evaluate progress against established goals.

Management Response
The Winnipeg Police Service is in agreement with this recommendation. The Service will direct the Organizational Development and Support Unit to research the industry standards in order to establish targets for the WPS. The anticipated timeline for this initiative will be Q4 of 2013.

Business cases to support allocation of additional resources for civilian staff need to continue to be developed

Through the City's operating budget process, Council has approved the addition of 103 sworn staff and 87 civilian staff over the five year period under review. This is despite the fact that WPS senior management has acknowledged that the WPS currently has a greater need for civilian staff than sworn staff. Also, the civilian staff increases include fifty Auxiliary Force Cadets, which are a special class of the staff component more closely linked to the duties of a sworn officer and not providing administrative support. If Cadets are excluded from these numbers, a total of thirty-seven civilian administrative and operational support positions have been added in the last five years.

Consistent with the City's allocation of resources, the Province of Manitoba has funded more sworn positions. As of the end of 2011, the provincial government funds 30 civilian positions of which 25 are the Auxiliary Force Cadets and funds 178 sworn positions.

We noted that when Council was presented with a detailed business case outlining the operational need and the benefit to the public of funding additional civilian positions, Council responded by approving the increase. An example of this is the recent addition of nineteen staff to the WPS Communications Centre. This highlights the need for complete information on the expected benefits in terms of service improvements and cost savings related to the optimal use of the civilian staff. Only when armed with the full information on optimal use of civilian staff and the WPS civilianization initiative, can Council or the Provincial Government be expected to support these critical resource decisions. We acknowledge that a strong business case alone does not guarantee the support for an initiative. The degree of public support and therefore political support for an initiative also strongly influence these types of resource allocation decisions. Despite this, ensuring the decision makers are making fully informed decisions should be the ultimate goal.

Recommendation 5:
WPS management develop sound business cases that clearly highlight the cost savings and efficiencies to be gained through further civilian staffing initiatives.

Management Response
The Winnipeg Police Service is in agreement with this recommendation. The Service has already implemented a process of submitting business case documents to Council that highlight operational need and benefit to the public. The most recent example of this was in the 2011 report that was submitted outlining the requirements for the Communications Centre. This recommendation has already been implemented by the WPS.

Current collective agreement restricts optimization of civilian staff

The Winnipeg Police Association (WPA) has been an advocate for its civilian members and has worked with the WPS in its civilianization efforts. However, the collective agreement has limits on the authority of WPS management to act independently to ensure the staff resources are deployed in an optimal manner through civilianization.

In the past, the WPA and WPS management have worked together to include the civilianization of twenty-four positions in the 1996 to 2000 collective agreement. In this same agreement the parties agreed to include nine areas of the police service that were eligible for civilianization. The nine areas include: Community Services, Research and Development, Identification Unit, Personnel, Audit and Accreditation, Support Services, Services Unit, Traffic Division and Communications. The terms under Article IX have largely remained unchanged since the 1996 to 2000 collective agreement with civilianization efforts still limited to nine areas of the service except for the addition of the Auxiliary Force Cadets. We do note that these areas are not clearly defined in the agreement and do not link to specific WPS divisions, so are therefore open to interpretation. These nine areas could form part of the initial review of civilianization opportunities since they are already defined in the collective agreement.

While some amendments to the collective agreement have been favorable for the civilianization efforts, other clauses that have remained unchanged through successive collective agreements have created considerable restrictions. Specifically, we noted that the latest collective agreement available at the time of our audit (dated December 24, 2008 to December 23, 2010) restricts the optimization of civilian staff in a few but critical ways.

First, “Article IX – Civilianization” limits civilianization to nine areas of the police service, thereby restricting the opportunities for civilianization to these nine areas. Even then, the WPS only has the right to negotiate with the WPA on the civilianization of that specific position.

Second, “Appendix D (Auxiliary Force Cadets)” makes it very clear in a number of places that the cadets are not to replace existing duties of sworn or staff members and that any reductions to sworn and staff members will be accompanied by an equivalent reduction in cadets. Specifically,

- Item #2 states “The cadets are intended to assist the Police Service and supplement the duties performed by Police Officers and staff members and are not intended to reduce the complement of Police Officers or staff members or replace Police Officers or staff members in any way”;
- Item #16 states “Should there be a reduction in the established complement of Police Officer positions that are not fully externally funded (funding provided by Federal, Provincial governments or other funding provided by entities other than the City of Winnipeg), any such reduction in the number of Police Officers shall be accompanied by an equivalent reduction in the number of Cadets and authorized Cadet positions and shall remain until such time as those police positions are reinstated, at which time an equivalent number of authorized Cadet positions will then be reinstated.”; and
- Item # 17 states “In the event of the layoff of one (1) or more Police Officer(s), such layoff shall be accompanied by an equal number of layoffs of Cadets.”

As a result of these clauses, any benefits that could be realized through sworn or civilian staff reductions must be accompanied by an equivalent reduction in the Auxiliary Force Cadet staffing effectively reducing the level of service the WPS is able to provide through the Auxiliary Force Cadets.

Finally, before any new positions or changes to existing duties can be made they require the agreement of the WPA. This limits management’s ability to effectively manage human resources. The collective agreement has effectively created a partnership arrangement with both the WPS and WPA having equal voices in the management of human resources, but only one party, namely the City, providing the funding for those same resources. We did not find any clauses specifically restricting the scope of civilianization in our review of the collective agreements from Regina, Calgary, Edmonton and Vancouver.

We believe Vancouver’s model of having specific criteria to determine if a position should be sworn or civilian with a mandatory subsequent review would allow the WPS

greater flexibility in the management of its human resources. We also believe the WPS and the WPA could work together to agree on the specific criteria to ensure the WPA has an opportunity to ensure its members interests are adequately taken into account as the WPS pursues the optimization of its human resources through civilianization.

Recommendation 6:
In future collective bargaining negotiations, the Director of Corporate Support Services work with WPS senior management to address the barriers to civilianization contained in the collective agreement.

Management Response
Management concurs with this recommendation and will continue to seek changes to the collective agreement to reduce and/or eliminate barriers to civilianization commencing in the fall of 2012.

WPS Civilian Compensation

Our objective was to determine if there is a premium paid to WPS civilian staff when compared to other City staff performing similar duties. In order to evaluate this we first identified which positions were comparable, quantified the salary and benefits differences between those positions, examined any potential reasons for the difference, and determined what steps the City has taken to close the gaps.

Some positions within the Staff Component of the WPS are comparable with positions in the City of Winnipeg under CUPE or WAPSO
At the time of our audit, the Human Resource Labour Relations and Total Compensation Division of Corporate Support Services (CSS) had completed a project comparing the staff positions in the WPS with similar positions in the City of Winnipeg. A list of the WPA classifications, number of incumbents and maximum rates of pay were compared and matched with the Canadian Union of Public Employees, Local 500 (CUPE) and the Winnipeg Association of Public Service Officers (WAPSO) positions of the same classification and comparable nature of work, qualifications and experience and the associated rates of pay. Job descriptions and class specifications for all WPA classifications were obtained as well as the job descriptions, class specifications and/or job postings for CUPE or WAPSO positions which were identified as a match. The most comparable positions between the WPA and CUPE or WAPSO were selected based on the similar duties, knowledge, complexities, responsibilities, education and experience. The positions compared between the WPA and CUPE or WAPSO were identified as either:

1. a match (288 positions identified by CSS)
2. no match was identified but a salary comparison was calculated based on relativity to a position (114 positions identified by CSS), or
3. no match was identified (27 positions identified by CSS).

There were 54 positions that were not included at all in the analysis conducted by CSS, the civilian background investigators (11 positions) and the Auxiliary Force Cadets (43 positions). These two positions were not included in the analysis because they are unique to the WPS and there are no equivalent or comparable positions in the City of Winnipeg.

For the purpose of our audit, we reviewed the work prepared by Corporate Support Services and are relying on the work they performed. We reviewed the comparisons of the positions selected based on the specific job descriptions and the major duties, position qualifications and experience required for the position. In our analysis, we have only included the positions which we have identified as a direct match between the WPA and CUPE or WAPSO based on the comparisons and any additional information received regarding the positions. We excluded positions in the WPA which we viewed as unique to the WPS such as the Police Communication Officers, positions which require extensive knowledge and skills related to a unique process within the WPS such as the employees in the Court Unit and positions which have been required to regularly appear in court.

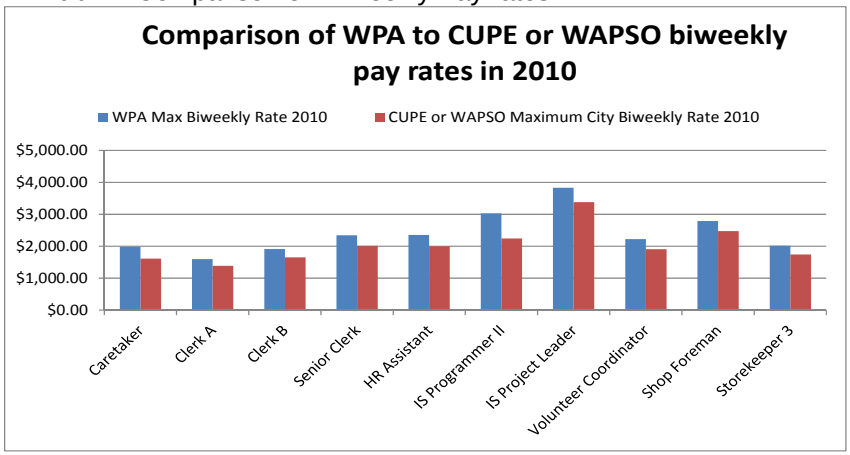
For directly comparable positions WPS civilian staff earn on average 24% more than City staff in comparable positions under CUPE or WAPSO.

A significant gap exists between the salaries of the civilian staff component of the WPS and the salaries of City of Winnipeg staff in similar positions requiring the same duties, experience and qualifications.

Our analysis focused on 173 full time civilian positions of the 288 positions identified by CSS which were considered to be a direct match in terms of the position's duties, responsibilities, qualifications and experience. We conducted a secondary review and reduced the CSS direct match group by 115 to be conservative. In total we focused our analysis on 36% of all positions (173 out of a total of 483 positions which equal 423 FTE positions) within the civilian staff component of the WPS as of December 31, 2011.

We reviewed the wages of those positions in the WPS and compared the maximum biweekly salary to similar positions in the City under the CUPE or WAPSO collective agreements, and identified that as of December 2011, on average the positions in the WPS with a direct comparable position in the City, earned 24.43% more than the City counterparts. The percent difference between positions varied from 5.15% to 55% in the maximum bi-weekly salary or $157 to $1108 bi-weekly.

Exhibit 7 – Comparison of Bi-weekly Pay rates



In 2011 this represented an estimated total dollar amount difference of $1,870,922 between the cost of the 173 full time civilian positions in the WPS and the comparable positions in the City of Winnipeg under CUPE and WAPSO. As of December 2011, the total cost for the civilian staff component of the WPS including the annual salaries and benefits was $26,907,945. The estimated premium of $1,870,922 represents 7% of the costs.

The gap between civilian positions in the WPS and comparable positions in the City of Winnipeg has been widening as the staff component of the WPA have been awarded the same increases as the sworn officers

The gap in salaries between the WPA civilian staff and the City staff in CUPE and WAPSO will only continue to increase in the coming years if the civilian component of the WPA continues to receive the same increases as the sworn officers. This gap was created as the civilian staff component of the WPA have been awarded, through arbitration and negotiations, the same pay rate increases as the police officers since 1996, which have been on average greater than CUPE or WAPSO.

There is no provision contained in the WPA Collective Agreement and no agreement has been made to link the sworn officers and the civilian staff component. However, since 1996, the Arbitration Boards have awarded the same wage increases to the civilian component as they have awarded to the sworn officers or the City has been unsuccessful in addressing the issue through negotiations. Prior to this, between 1989 and 1996, the civilian component and the sworn officers were awarded different pay rate increases in 5 out of the 7 years.

As of December 2011, the cumulative pay rate increase since 1989 was 96.89% for the WPA civilian component and 106.27% for the WPA Police Component compared to a cumulative increase of 64.13% for CUPE[3]. This has resulted in a difference of 32.76% between the cumulative increases awarded to the civilian component of the WPA and CUPE. The compounded rate difference between the pay increases awarded to the sworn and staff component of the WPA, CUPE and WAPSO are attached in Appendix 3.

On average, the civilian positions in the WPS we compared earn 24.43% more than the comparable positions in CUPE or WAPSO. The percent difference in salaries between the civilian staff in the WPA and the City CUPE and WAPSO staff will only continue to increase in the coming years if the current trend continues. In 2011, the CUPE union was awarded a 0% increase and in 2012 received 1% compared to the WPA, where both the civilian component and the sworn officers were awarded, through arbitration, a total of 4.5% in 2011 and a total of 4% in 2012. The table to the right illustrates that by December 2012 the salary difference will have grown to 29.06%

Average % Rate Difference between comparable positions in the Staff Component of the WPA and CUPE	
Effective Dec 2010	19.08%
Effective Dec 2011	24.43%
Effective Dec 2012	29.06%

Source: City of Winnipeg, Corporate Support Services

The table below illustrates the total costs and the difference, or premium, between the WPS civilian staff and the City staff under CUPE and WAPSO and how it will

[3] The rates awarded for WAPSO were not available for 2011 and 2012. As of December 2010, the cumulative pay rate increase for WAPSO since 1989 was 62.54%.

continue to increase based on the recently awarded rate increases. Between 2010 and 2012 the difference increased from $1,398,177 to $2,218,978 or 58.7%.

DIFFERENCE BETWEEN COST OF WPS CIVILIAN POSITIONS AND COMPARABLE POSITIONS IN THE CITY OF WINNIPEG UNDER CUPE AND WAPSO				
	Total Cost		Premium for WPS Civilian Staff Component	Percent Increase each Year
	WPS*	CUPE **		
2010	$ 10,505,461	$ 9,107,284	$ 1,398,177	
2011	$ 10,978,206	$ 9,107,284	$ 1,870,922	33.81%
2012	$ 11,417,335	$ 9,198,357	$ 2,218,978	18.60%

*The rate increases awarded for the WPA Collective Agreement: a total of 4.5% in 2011 and a total of 4% in 2012

**The rate increases awarded to staff under the CUPE collective agreement were: 0% in 2011 and 1% in 2012

Although the salary increases awarded to the civilian component and the sworn officers have been the same, the civilian staff component is not part of the same pension plan. The police officers are entitled to a more favourable pension and benefits package, which includes overtime being counted towards pensionable earnings. The overtime accumulated by civilian staff in the WPS is not. The staff component of the WPA is part of the *Winnipeg Civic Employees' Benefits Program* which is the same benefits program as most other City staff.

The civilian component of the Police Services in other jurisdictions has been receiving different rates than the sworn officers.

The civilian staff component of the WPA have been awarded the same pay rate increases as the sworn officers for more than a decade which has contributed to the current wage gap between the civilian staff component of the WPA and comparable City positions. We surveyed other jurisdictions in Canada and identified that this is not consistent with the pay rate increases that have been awarded to the civilian staff component of the police services in other jurisdictions. We found that in all four of the jurisdictions surveyed, the staff components have received a different pay increase compared to the sworn officers and in one of the jurisdictions (Regina), the civilian component is even part of the same union as the sworn officers and were awarded a different rate. In the other three jurisdictions (Vancouver, Edmonton and Calgary) the employees in the civilian positions in the Police Service are part of a different union, in some cases the same union as the other civic employees.

ANNUAL WAGE INCREASES AWARDED TO CIVILIANS AND SWORN OFFICERS

	Calgary		Regina		Winnipeg	
	Civilians*	Sworn Officers	Civilians**	Sworn Officers	Civilians	Sworn Officers
2005	3.50%	3.70%	2.50%	3.60%	3.5% & 1.25%	3.5% & 1.25%
2006	3.00%	3.50%	1.50%	3.60%	2.25%	2.25%
2007	3.50%	3.75%	4.25%	6.10%	3.50%	3.50%
2008	5.50%	4.75%	4.00%	4.00%	2.0% & 2.0%	2.0% & 2.0%
2009	3.5%, 1.0%	5.50%, 0.25%	4.00%	4.60%	3.50%	3.50%
2010	4.0%, 0.5%	4.50%	3.00%	4.60%	3.50%	3.50%

*CUPE Local 37 & 38

**Same union as the sworn officers

Souce: Audit Survey responses from the Calgary Police Service and the Regina Police Service

Furthermore, in reviewing the salary schedule for the Edmonton police civilian employees under the Civic Service Union 52, we identified that some civilian positions in the Edmonton Police Service are paid less than civilian staff in the Winnipeg Police Department. For example, according to the *Civic Service Union 2009-2010 salary schedule* the maximum annual salary for a CPIC Operator II effective December 20, 2009 – December 18, 2010 is $48,171.91 compared to the maximum salary for a CPIC operator in the WPS effective January 3, 2010 is $53,209.97 a difference of $5,038.06.

Considering the fact that employees in Alberta on average earn more than employees in Manitoba and based on the growth and economic activity we have seen in the province of Alberta considering the higher consumer price index[4], we would expect the rate paid for comparable positions in Manitoba to be lower and not higher than in Alberta.

Average Weekly Earnings (Manitoba and Alberta)					
	2007	2008	2009	2010	2011
	All industries excluding unclassified enterprises current dollars				
Manitoba	729.47	749.59	771.29	786.35	808.11
Alberta	872.61	924.36	950.10	993.40	1038.76

Source: Statistics Canada, Earning, average weekly, by province and territory

The City of Winnipeg has proposed different rates for the civilian component and the sworn component of the Winnipeg Police Service

The City of Winnipeg has identified the inequity between the civilian component of the WPA and staff in comparable positions in other departments throughout the City of Winnipeg and has attempted to remedy this inequity in recent labour negotiations. Between 2000 and 2012, the City of Winnipeg, out of 6 collective agreement negotiations, have twice proposed different rate increases for the civilian component compared to the rate increase proposed for the sworn component in the 2000-2002 and 2006-2008 Collective Agreement negotiations. For the most recent 2011-2012 Collective Agreement, the City did not propose different rates for the staff and police component, however proposed to establish a new wage schedule for WPA staff positions which would be effective for new hires after the date of the award. All three times the negotiations went to arbitration and ultimately the Arbitration Board agreed with the WPA, and awarded both the civilian component and the sworn component the same rate increases and rejected the City's proposal to impose the new wage schedule on the staff members of the WPA.

In the arbitrations for the 2000-2002 and the 2006-2008 Collective Agreements, the Arbitration Board cited the following reasons for awarding the same rate increases:

- "While there are a number of positions in the Staff Component (civilian component), which according to the job titles indicate that the positions are similar to equivalent positions in the CUPE bargaining unit, there are a number of positions in the Staff Component that are very likely not matched in any other civic bargaining unit." [5]
- A differentiation between the Staff Component and the Police Component has not been a feature in any arbitrated or negotiated settlement besides

[4] Statistics Canada, Consumer Price Index (CPI), by Province: CPI 2002=100, Manitoba 2011: CPI 118.4, Alberta 2011: CPI 125.7.

[5] Arbitration Award for the Collective Agreement for 2000-2002. Board of Arbitration: Martin H. Freedman, David G. Newman and Robb Tonn

one Arbitration Award and one negotiated settlement in 1994-1995. The Arbitration Award for the 2000-2002 Collective Agreement (The *Freedman Award)* articulated the following presumption: "The presumption should therefore be that all members of the bargaining unit, even in different components, receive similar percentage increases, unless sufficient reason has been advanced not to award the same level of increase throughout. The evidence has not persuaded us that there should be any distinction between the two components. We adopt this reasoning and, in prevailing circumstances, we have not been persuaded that there should be any distinctions between the two components in this 2 year agreement." [6]

- The WPA had presented some material points regarding the nature of the tasks performed by many of the classifications in the Staff Component which supported the conclusion to award the same rate to both components. The Arbitration Board stated: "While we recognize that there are classifications in the Staff Component that do have an affinity or similarity to some classifications in other civic bargaining units (e.g. Clerks and Storekeepers), there are many other classifications in the Staff Component which are more closely aligned to the Police Component by the very nature of their duties." [7]

In the most recent arbitration for the 2011-2012 Collective Agreement, the Arbitration Board referred to past decisions that had been made by Arbitration Boards regarding the issues of awarding different rates to the staff component and the police component and observed that no other Arbitration Board over the past 10 years had awarded separate rates. As well the Arbitration Board observed that in previous collective agreement negotiations the City has negotiated the same rate increase for the staff and police components.

Regarding the City's proposal to establish a new wage schedule for WPA staff positions, the WPA responded that they had not previously seen the comparisons that were proposed by the City and believed that the Arbitration Board "should not deal with such a significant matter without first having the matter dealt with in collective bargaining." Furthermore, the WPA "disagrees that the supposed comparisons are appropriate, that the descriptions provided accurately reflect the positions in question or that the conclusions being suggested are sound." Ultimately the Arbitration Board stated that: "Without further input from both parties, members of this Board are not in a position to properly evaluate the vast amount of data presented or to assess the suitability of the City's proposed classifications. Moreover, we are concerned that neither the new approach proposed by the City, nor the reclassification methodology, formed part of the negotiations between the City and the WPA that preceded this arbitration. We believe that fundamental changes in the relationship between the parties should, at least, begin in the collective bargaining process."

It is evident from the decisions in the Arbitration Awards that a more consistent approach is required by the City to remedy the increasing difference between the

[6, 7] Arbitration Award for the Collective Agreement for 2006-2008. Board of Arbitration: William D. Hamilton, Paul McKenna and Robert Simpson.

salaries of the civilian component of the WPA and staff in comparable positions in other departments throughout the City.

The inequity between the Staff Component of the WPA and City of Winnipeg employees in comparable positions can only be addressed through Collective Agreement negotiations with the WPA.

The Corporate Support Services Department has identified the inequity between the civilian component of the WPA and staff in comparable positions in other departments throughout the City of Winnipeg. Proposals have been made by the City of Winnipeg to award different rates to the civilian component and the police component of the WPA. The City has presented a complete listing with all civilian staff component positions in negotiations and arbitrations and ultimately the Arbitration Board did not agreed with their proposal stating that "While we recognize that there are classifications in the Staff Component that do have an affinity or similarity to some classifications in other civic bargaining units (e.g. Clerks and Storekeepers), there are many other classifications in the Staff Component which are more closely aligned to the Police Component by the very nature of their duties"[8]. To increase their chances of success, the City should focus on presenting the comparison of positions which are directly comparable supported by information on the pay rates and percent increases that are awarded to the civilian component of the police services in other jurisdictions and ultimately promote the principle of equal pay for equal work of equal value throughout the city.

The City of Winnipeg has developed a list matching positions in the WPS with comparable positions in the City under CUPE or WAPSO based on the similarities in the job duties, responsibilities and qualifications with the positions. For the most recent negotiation, the City presented a full listing of WPS civilian positions which identified the matched positions or if no direct match was identified the positions with which a salary comparison was conducted based on the relativity to another similar position and for unique positions - no match was identified.

While there are a number of positions which are direct comparisons between the WPS and the City, such as Caretaker, Clerk A and B in Human Resources and Finance, Storekeepers and Information Systems Specialist, there are also positions in the WPS which do not have a comparable position in the City such as the Police Communication Operators (911 Operators), Call Takers, Chief Pilot and certain others. We also noted that some of the current job classifications in the WPS civilian component are currently being disputed. Therefore, in order to accurately compare City positions to the civilian positions in the WPS, additional work must be done to ensure that the current job descriptions being used for these comparisons accurately reflect the scope and nature of the work currently being performed. This will help ensure only those WPS civilian positions that are directly comparable with a position in the City of Winnipeg are the focus of future negotiations.

Going forward, the City should reduce the listing of positions and focus only on the positions which are a directly comparable. By focusing on the directly comparable positions, the City's chances of success may increase. The City should continue to negotiate for separate rate increases for the Police Component and the Staff Component

[8] Arbitration Award for the Collective Agreement for 2006-2008. Board of Arbitration: William D. Hamilton, Paul McKenna and Robert Simpson.

which are in positions that are directly comparable to positions within the City of Winnipeg.

To ensure the wage comparisons between the WPS and CUPE or WAPSO are reasonable and the salaries associated with the comparable positions are fair, a process must be in place to evaluate the wages of positions within the general market. Corporate Support Services has a process in place to evaluate the CUPE and WAPSO positions and ensure the wages and salaries are competitive and fair within the general market. Reviewing some of the direct matches identified between the WPS civilian positions and CUPE and WAPSO positions, there is evidence to suggest that WPS civilians are paid a premium and that the WPS may be paying above market rates for some of their civilian positions. The City should provide more analysis on external labour markets to further strengthen their arguments.

Recommendation 7:

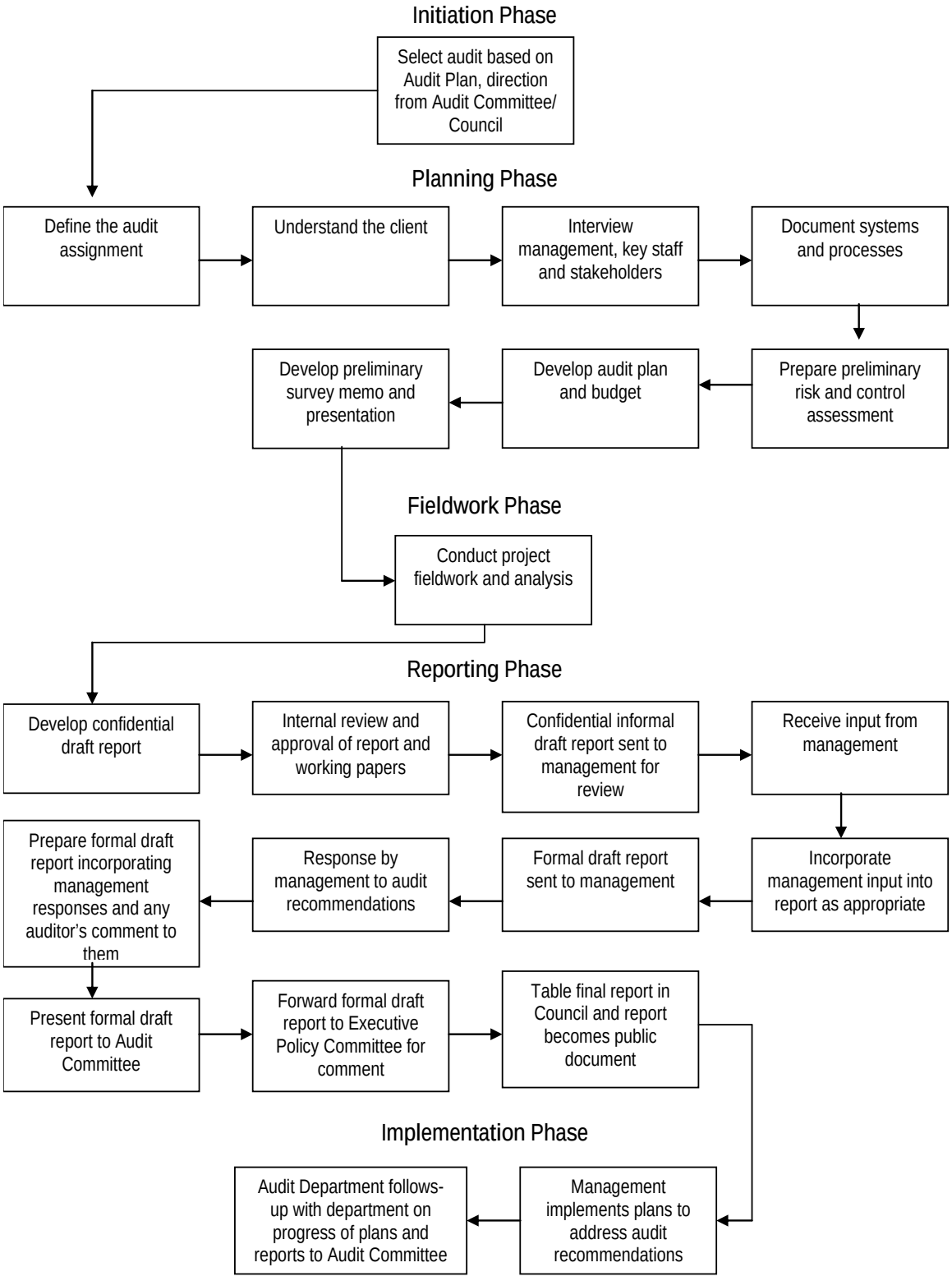
Corporate Support Services continue to propose different rate increases for the Staff Component and the Police Component of the WPA. A comprehensive strategy for negotiations should be developed which begins by focusing on the positions which are directly comparable with positions in the City of Winnipeg. A complete analysis of the staff component of the police services in other jurisdictions should be presented in the proposals in future negotiations.

Management Response:

Management concurs with this recommendation and has taken further steps to address this issue. The City is in the process of issuing an RFP to engage an external consultant to conduct a thorough job analysis of the positions that are a “direct match” between WPA and other bargaining units. That information would be used as the basis for forming a negotiating strategy to address the disparity between WPS staff rates of pay and the rates of pay of other civic employees in similar positions.

The City will continue to pursue differential wage increases for the Staff Component and the Police Component of the WPS in negotiations with the WPA, commencing in the fall of 2012 and in future negotiations where required.

APPENDIX 1 - AUDIT PROCESS



APPENDIX 2 – SUMMARY OF RECOMMENDATIONS

Recommendation 1:
The Chief of Police ensure that a comprehensive civilian staffing strategy is developed and the plans for implementation are established.

Recommendation 2:
The WPS work to establish a policy and process for the review of positions considered for civilianization. The policy should include the following:

- Criteria to determine whether a position should be performed by a sworn officer or a civilian; and
- A description of the process to review all current and new positions against these criteria.

Recommendation 3
The WPS undertake a workload analysis to determine the optimal number of civilian staff to deliver the desired level of service.

Recommendation 4
The WPS establish a performance management system that would monitor performance against service standards and targets and evaluate progress against established goals.

Recommendation 5:
WPS management develop sound business cases that clearly highlight the cost savings and efficiencies to be gained through further civilian staffing initiatives.

Recommendation 6:
In future collective bargaining negotiations, the Director of Corporate Support Services work with WPS senior management to address the barriers to civilianization contained in the collective agreement.

Recommendation 7:
Corporate Support Services continue to propose different rate increases for the Staff Component and the Police Component of the WPA. A comprehensive strategy for negotiations should be developed which begins by focusing on the positions which are directly comparable with positions in the City of Winnipeg. A complete analysis of the staff component of the police services in other jurisdictions should be presented in the proposals in future negotiations.

APPENDIX 3 – WAGE INCREASES AND DECREASES – WAPSO, CUPE AND WPA

WAGE INCREASES & DECREASES

WAPSO, CUPE, WPA Staff and Uniform Police (1989-2012)

UNION	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
WAPSO	3.00%	4.76%	0.00%	2.00% 2.50%	1.47% -4.00% 3.00%	2.00%	2.00%	0.00%	2.527%	1.197%	1.827%	1.000% 1.313%
Cumulative	3.00%	7.90%	7.90%	12.81%	13.19%	15.45%	17.76%	17.76%	20.74%	22.18%	24.41%	27.31%
CUPE	3.00%	4.76%	3.00%	2.00% 2.50%	1.47% -4.00%	2.00% 2.00%	0.00%	1.00%	2.527%	1.197%	1.827%	1.00% 1.313%
Cumulative	3.00%	7.90%	11.14%	16.20%	13.19%	17.76%	17.76%	18.94%	21.94%	23.40%	25.66%	28.58%
WPA - UNIFORM Police	1.75% 1.75%	6.01% 4.59%	5.16%	0.00%	0.00%	2.30%	2.20% 1.25% 1.25%	0.00%	0.00%	2.50% 1.50%	1.00% 1.50%	1.00% 2.50%
Cumulative	3.53%	14.79%	20.71%	20.71%	20.71%	23.49%	29.38%	29.38%	29.38%	34.61%	37.99%	42.86%
WPA - STAFF Police	3.00%	4.76% 4.59%	5.16%	0.00%	0.75%	0.75%	1.25% 1.25%	0.00%	0.00%	2.50% 1.50%	1.00% 1.50%	1.00% 2.50%
Cumulative	3.00%	12.86%	18.68%	18.68%	19.57%	20.47%	23.50%	23.50%	23.50%	28.48%	31.71%	36.36%

UNION	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
WAPSO	2.50%	2.00%	3.00%	1.50% 1.50%	1.50% 1.50%	0.00%	2.00%	2.00% 2.00%	2.20%	3.00%	n/a	n/a
Cumulative	30.49%	33.10%	37.09%	41.24%	45.51%	45.51%	48.42%	54.41%	57.81%	62.54%		
CUPE	2.50%	2.00%	3.00%	1.50% 1.50%	3.00%	1.75%	2.25%	2.00%	2.20%	3.00%	0.00%	1.00%
Cumulative	31.80%	34.43%	38.47%	42.65%	46.93%	49.50%	52.87%	55.92%	59.35%	64.13%	64.13%	65.77%
WPA - UNIFORM Police	1.00% 2.50%	1.00%	3.50%	3.30%	3.50% 1.25%	2.25%	3.50%	2.00% 2.00%	3.50%	3.50%	2.50% 2.00%	2.00% 2.00%
Cumulative	47.89%	49.37%	54.60%	59.70%	67.35%	71.12%	77.11%	84.26%	90.71%	97.39%	106.37%	114.71%
WPA - STAFF Police	1.00% 2.50%	1.00%	3.50%	3.30%	3.50% 1.25%	2.25%	3.50%	2.00% 2.00%	3.50%	3.50%	2.50% 2.00%	2.00% 2.00%
Cumulative	41.16%	42.57%	47.56%	52.43%	59.74%	63.34%	69.05%	75.88%	82.04%	88.41%	96.98%	104.94%

SOURCE: Corporate Support Services