



# Executive Summary April 2018

TRENDS IMPACTING POLICING IN CALGARY  
2018 ENVIRONMENTAL SCAN



**WEARECPS**

# 2018 ENVIRONMENTAL SCAN



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# TRENDS IMPACTING POLICING IN CALGARY

# 2018

## CITIZEN PRIORITIES

- Gangs, Drugs & Person Crimes
- Youth Prevention & Community Programs
- Family Violence & Domestic Conflict
- Social Disorder
- Property Crime
- Traffic Safety

## COUNCIL PRIORITIES

- A City of Safe and Inspiring Neighbourhoods
- A City That Moves
- A Well Run City
- A Healthy and Green City
- A Prosperous City



## ORGANIZATIONAL RISK

Primary Risk: **Public Trust & Confidence**

CPS Identified Nine Concerns:

- |                           |   |
|---------------------------|---|
| Crime, Safety & Security  | Workplace Culture                           |
| Austerity                 | Organizational Agility & Employee Diversity |
| People in Crisis          | Performance Measurement                     |
| Administration of Justice | Information Management                      |
| Communication             |   |

## CPS INITIATIVES

- |                               |                         |
|-------------------------------|-------------------------|
| Investigative Capacity        | Information Management  |
| Human Resources               | Business Support        |
| Crime Prevention & Management | Public & Officer Safety |

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## INTRODUCTION

This *Executive Summary 2018 Environmental Scan: Trends Impacting Policing in Calgary* was produced to facilitate the development of the Calgary Police Service 2019-2022 Service Plan and Budget. It provides insights on citizen research and engagement, trends, and risks that may impact policing in the next five years. This *Executive Summary* highlights some key themes and influences that may affect the future of policing in Calgary. From this overview, the CPS must identify:

- a) Service-wide strategies to be achieved within the 2019-2022 business plan cycle, and
- b) Result-based performance measures to meet expected results and outcomes.

Service Plans and Budgets are informed primarily by Council Priorities/Directives and CPS has committed to each of the priorities:

**A Prosperous City:** Calgary continues to grow as a magnet for talent, a place where there is opportunity for all, and strives to be the best place in Canada to start and grow a business.

*CPS commitment: Strengthen community policing, recognizing the need for community partnerships and strive to enhance those relationships.*

**A City of Safe and Inspiring Neighbourhoods:** Every Calgarian lives in a safe, mixed and inclusive neighbourhood, and has the right and opportunity to participate in civic life. All neighbourhoods are desirable and have equitable public investments.

*CPS commitment: The CPS plays a key role in addressing community safety and ensuring all citizens feel safe.*

**A City that Moves:** Calgary's transportation network offers a variety of convenient, affordable, accessible and efficient transportation choices. It supports the safe and quick movement of people and goods throughout the city, and provides services enabling Calgarians and businesses to benefit from connectivity within the city, throughout the region, and around the globe.

*CPS commitment: The CPS provides support to maximize traffic safety.*

**A Healthy and Green City:** Calgary is a leader in caring about the health of the environment and promotes resilient neighborhoods where residents connect with one another and can live active, healthy lifestyles.

*CPS commitment: The CPS is committed to environmental leadership to conserve, protect and improve the environment.*

**A Well Run City:** Calgary has a modern and efficient municipal government that is focused on resilience and continuous improvement to make life better every day for Calgarians by learning from citizens, partners, and others.

*CPS' three commitments for this priority: Foster a strong workplace community, providing members with a variety of services for wellbeing, professionalism and career development; Maintain citizen satisfaction and confidence by delivering quality service; Effective utilization of information, technology and infrastructure.*



## CITIZEN AND POLICE RELATIONS

The CPS is committed to community policing and has a long history of working with citizens and communities. Community-based policing creates a shared sense of responsibility for public safety and is a critical component to any crime reduction approach, which requires that police have strong partnerships with the community in order to address root causes of victimization, social disorder and crime.<sup>1</sup> This philosophy of policing is even more critical in the current environment where police legitimacy is being eroded by declining public trust and confidence in the police amid demands for greater transparency and accountability.<sup>2</sup>

Citizens of Calgary are consulted at least annually on CPS performance and overall perceptions of safety. Citizen consultation provides the following insights:

- Perceptions of safety, overall satisfaction with police, and confidence in the police remain high although perceptions have been declining in the last several years.
- Policing is one of five factors impacting feelings of safety. Perceptions of safety are eroding due to perceived increase in crime, the economic downturn, changing demographics, media coverage, and a growing city.
- There is uncertainty that CPS has the resources to meet increasing demands and maintain safety levels.
- Many citizens and community partners agree that police visibility is important.
- Media coverage influences views of CPS.
- CPS's ability to demonstrate transparency is essential to maintaining public trust.
- Among City of Calgary services, CPS is one of the top three most important programs and services in the city and CPS is one of the top five areas where the public would like to see increased investment.
- Community partnerships are seen as a strength of CPS in its work with diverse communities and youth. These partnerships address crime and disorder issues, drug addiction, substance abuse and mental health, homelessness, family violence, and youth and school programs.

Citizens are clear on policing priorities:

- Gangs, drugs and person crimes
- Youth prevention and community-based programs
- Family violence and domestic conflict
- Social disorder
- Property crime
- Traffic safety

### **Implications for the next five years**

The public is largely supportive of CPS and believes there should be more investment in the Service. CPS should continue programs and initiatives that speak to citizen concerns including:

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<sup>1</sup> Cohen, I. et al. (2014) *Eliminating Crime: The 7 Essential Principles of Police-based Crime Reduction*. University of the Fraser Valley. School of Criminology & Criminal Justice and Centre for Public Safety & Criminal Justice Research.

<sup>2</sup> Clark, M. et al. (2017) *Public trust in policing: A global search for the genetic code to inform policy and practice in Canada*, Journal of Community Safety & Well-Being, Vol. 2, No. 3, December 2017. <https://www.journalcswb.ca/index.php/cswb/article/view/57/114>

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- Improving the way in which performance is measured and reported.
- Ensuring projects and resource intensive work meets long-term objectives.
- Employing strategies that address high priority crime and safety concerns.
- Continuing to work with media to enhance transparency and promote balanced coverage of policing issues for such topics as use of force and body-worn cameras.

CPS should continue to work with community partners on complex social issues that impact policing resources. New partnership models should be considered in order to manage expectations and quantify the role of policing in connecting citizens to community services and supports.

## SOCIAL TRENDS

Mental health issues and drug addictions are significant contributors to crime and disorder in Calgary. These social issues place a strain on policing resources and require strong community partnerships to address needs that go beyond the first response provided by frontline police personnel. The opioid crisis will be sustained over the next few years and drugs like methamphetamine will continue to contribute to overdose deaths.

- Access to affordable and supportive housing is limited for this population.
- Spaces in treatment programs have not increased in spite of the opioid crisis. Available treatment options use traditional models that are not proven to be effective.
- The opening of Calgary's safe consumption site has been a positive step in reaching those at risk.
- The fragmentation of not-for-profit agencies in Calgary and Alberta, continues to hinder efforts to deal with mental health and addiction issues holistically.

### *Implications for CPS in the next five years*

Police resources will continue to be called upon to respond to overdose calls. As a result, there will be an increase in the administration of naloxone with increased risk of exposure to CPS officers and the general public.

Continued partnerships with social agencies will be required to meet the needs of this population. Coordinated, innovative and evidence-based programs should be supported by CPS.

Eliminating criminal penalties for drug use should be considered as a response to the opioid crisis in order to focus on the medical nature of the problem.

Continued work on the creation of a Community Court, which is designed to help vulnerable Calgarians access services and supports, will assist individuals in exiting the justice system and access restorative justice options.

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A consistent and transparent process, including information sharing agreements, needs to be developed between AHS and the police service. This would help CPS when dealing with mental health and addiction clients.

## POPULATION CHANGES

Calgary's population is projected to reach 1.3 million by 2022, which is an increase of 76,000 individuals (or 6 per cent) from 2017. As the city's population grows over the next few years, the proportion of toddlers and preschoolers is expected to remain stable; teenagers will decline slightly, while the ratio of seniors is set to increase. Calgary remains one of the youngest cities in Canada with a median age of 36.4 years (2016).

Calgary's population is diverse, with over 240 different ethnic origins represented in the city. It is ranked third in proportion of visible minorities in Canada.<sup>3</sup> In 2016, the proportion of visible minorities was 33.7 per cent and the proportion of the population that is immigrants was 29.4 per cent.

### *Implications for CPS in the next five years*

Moderate population growth will lead to moderate increases in demands for service.

Calgary continues to attract a young, diverse, working-age demographic and the CPS will continue to benefit from this pool of potential employees.

CPS will have to continue to reach out to diverse communities to develop relationships and foster trust.

Internally, CPS will need to continue to work toward reflecting Calgary's diversity by becoming a more inclusive and desirable workplace.

## LEGAL CHANGES

Changes to legislation and significant court decisions are an important component of the environment in which policing operates. These changes require that police agencies respond quickly with new policy, business processes and operational tactics. Although there are many examples, the following changes will be closely monitored:

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<sup>3</sup> Calgary Economic Development Calgary: Census 2016 infographics  
<https://www.calgaryeconomicdevelopment.com/assets/Uploads/Calgary-Census-2016-Infographic.pdf>



- **Marijuana Legalization:** The legalization of marijuana will result in changes to regulations found in city by-laws, provincial legislation, the *Criminal Code* impaired driving laws, and the *Controlled Drugs and Substances Act*.
- **Due Process:** The implications of the Supreme Court of Canada's *R. v. Jordan* decision continues to impact how police agencies across Canada manage investigations and comply with existing disclosure practices and protocols.
- **Privacy:** The law of search and seizure, as it relates to the privacy of information and technology, has changed to require police to apply for warrants to access personal digital information under certain circumstances for investigative purposes. Another decision that will have implications for police investigations is the expectation of privacy in text messages (*R v Marakah*).
- **Cyber Crime:** In terms of legislation, Bill C-13, *Protecting Canadians from Online Crime Act*, in effect since 2015, has amended the Criminal Code by creating new cybercrime offences as well as new judicial pre-authorization tools for law enforcement.
- **Police Conduct:** A 2010 change to the *Police Act* allowed a police officer to initiate a complaint against other police officer. As a result officer upon officer complaints have increased in the past two years resulting in discipline processes that lack the tools to address workplace reconciliation. Amendments to the *Police Act* have also allowed police officers to make complaints about their Service's policies.
- **Custody and Bail System:** In June of 2017, Alberta Justice introduced a new practice that requires Crown prosecutors to attend bail hearings instead of police officers. In May 2018, the Province also mandated that Legal Aid would be imbedded into the process to ensure proper representation. These changes have consequences on the length of time a person remains in custody.

## **Implications for CPS in the next five years**

The time required to carry out policing activities will continue to increase in response to legal changes and complexity of calls for service. The Service will need to be agile and able to inform CPS officers of new laws, as well as how to interpret and enforce them in consultation with Crown Prosecutors.

New legislation will also be continually litigated, resulting in a state of constant flux in the CPS legal and training environment. This will challenge CPS lawyers and officers to understand and keep abreast of new developments in this area and the implications for investigations and other police operations.

Police misconduct disciplinary and legal processes are taking longer to complete. This impacts individual officer morale as well as the resources required to monitor and complete the process. The CPS Professional Standards Section is now dealing with new types of complaints (officer-upon-officer and service policy). Because of their nature, these complaints are particularly time intensive and require a different skill set.



## ECONOMY & FINANCE

Calgary's dependency on the oil and gas sector was greatly hurt by the downturn in commodity prices in 2014. The recession reduced the tax base for the city and royalties for the province. For CPS, this presents as both an opportunity to demonstrate good stewardship as well as a challenge to meet increasing service demands. Funding constraints continue to demonstrate the importance of community partnerships, implementation of organizational efficiencies and community engagement. Economic and financing trends include:

- Uncertainty around grant allocation and funding models
- The need to address public perceptions about the high cost of policing
- Conversations at all government levels and social service agencies about service consolidation

### *Implications for CPS in the next five years*

CPS is addressing increased workload and demands from the public to reduce crime and maintain service levels within the established economic framework. There will be increased pressure on police agencies in Canada to hold or to reduce policing budgets.

Focus on efficiencies and effectiveness will be required to ensure that resources are being utilized to their fullest extent and maximizing output.

Civilianization and outsourcing will be considered as a means of managing costs.

Continued communication with funders at all levels of government will be required to ensure that any new funding model would not lead to service reductions.

Salary and wages, as the largest component of police budgets, will need to be managed in the context of union agreements.

## CRIME & INVESTIGATIVE TRENDS

Statistics Canada reported that Calgary's overall **Crime Severity Index (CSI)** for 2016 was 73.68 compared to the national average of 70.96<sup>4</sup>. Calgary's violent crime index was lower than the national average: 62.06 compared to national average of 75.25, respectively. And for non-violent crime Calgary scored higher: 77.75 for Calgary as compared to 69.25 for the national average. Calgary's score was influenced by an increase in motor vehicle theft.

In Canada, the **youth crime** rate has been declining since 2009.<sup>5</sup> While the rate of youth accused has been declining, the volume and severity of violent crime youths are charged with has been increasing since 2015. More youth were accused of attempted murder, robbery and

<sup>4</sup> Police-Reported Crime Statistics (Statistics Canada, 2017)

<sup>5</sup> <http://www.statcan.gc.ca/pub/85-002-x/2017001/article/54842-eng.htm>



sexual violations against children. In Calgary, the number of youth offenders has been trending downward across the past six years across all crime types.

Over 2017, Calgary experienced **increases in both the volume and severity of person crimes**. Non-domestic related assaults increased by 15.6 per cent and there were more aggravated and weapon-involved incidents where the proportion of these crimes grew from 27 per cent in 2012 to 41 per cent in 2017. While the number of homicides has decreased slightly, almost 90 per cent of the incidents involved either a gun or edged weapon. Almost 80 per cent of all homicides were cleared in 2017 and investigations continue on the remaining cases. Calgary also experienced the highest number of shooting events in 2017 registering 94 compared to 61 in 2016. The majority of these events were targeted involving an ongoing gang conflict.

CPS officers responded to almost 80,000 more **calls for service** than they did five years ago, a 16 per cent increase.<sup>6</sup> Disorder, vehicle crime, commercial & financial robbery, assault, sexual violence, child abuse, domestic violence and gang-related shootings were all at increased levels in 2017. In addition, the intensity of violence has increased, and drug and mental health related incidents remain elevated.

Policing is increasingly **more complex** in relation to both patrol response and investigation. Officers must keep up with legislation, requirements for warrants and production orders, and increases in the need for written documentation and records. Frontline patrol is increasingly responsible for preparedness for major events, such as terrorism or environmental threats.

**Technology** has made conventional crime more complex and has led to the emergence of new and different methods for committing crimes:

- The online marketplace provides an unregulated environment in which thieves can acquire and fence stolen property to customers on a national or even international level with few or no questions asked. It also allows for sophisticated single-operators as well as organized groups to realize a huge profit from their crimes;
- Pseudo-identities can be created easily through a web of social media tools posing challenges for police investigations;
- The drug trade is increasingly carried out via online marketplaces;
- The “new drug pipeline” is online, where the value of sales on the dark web is estimated to be \$27 million for illegal drugs and \$4.6 million in prescription drugs;
- The prevalence of digital payment methods (digital and/or crypto-currencies) has made money laundering much easier and proceeds of crime are being laundered and reintegrated back into the economy in higher volumes and rates.

### **Implications for CPS in the next five years**

While street buys are not going to disappear, police will be increasingly called upon to dedicate resources to the understanding of crypto-currency and other online marketplaces relating to stolen property, drugs, and other crimes.

Crime will continue to be linked to drugs, in particular methamphetamine and other synthetics.

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<sup>6</sup> CPS Sentry (BI) January 22, 2018

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Investigative leads and intelligence will be derived from non-traditional sources – relationships and network building will expand to include different sectors.

CPS can expect an increase in crimes relating to identify theft, frauds, luring, cyber-stalking, cyberbullying, and extortion.

CPS will increasingly acquire and require specialized skills and knowledge to assist in the investigation of cyber-related crimes.

## TRAFFIC SAFETY

Changes in legislation and technology may impact how CPS manages its responsibility to promote traffic safety in Calgary. Traffic safety issues are as follows:

- Preparation for the upcoming marijuana legislation is proving to be challenging as the Service moves to ascertain accurate and convenient methods for impairment testing. In addition, development of staff expertise on drug recognition related to marijuana specifically will be required.
- As a result of new Federal impaired driving laws, amendments to the Alberta Traffic Safety Act have been passed allowing for police to impose various new provincial sanctions for cannabis/alcohol impaired driving offences in addition to criminal charges. It is hoped that the sanctions will not only reduce impaired driving, but will also lead to fewer cases ending up in criminal court and the ability to prioritize the most serious cases.
- The implications of driverless vehicles on traffic safety are being considered by provincial and municipal governments. Automated vehicles could disrupt existing practices related to traffic enforcement as well as police operations.
- Automated traffic enforcement is being reviewed in Alberta. The concerns stem from public perceptions related to speeding thresholds and the real impact of this enforcement method on traffic safety.

### *Implications for CPS in the next five years*

Expectations from the public are that police will be able to enforce drug-impaired driving to the same extent as alcohol-impaired driving.

Resources will be strained as the Service trains its officers on marijuana legalization and purchases of related testing equipment. Ensuring enough officers are trained and deployed to meet demand will be a challenge into 2019.

CPS will be required to monitor traffic-related technologies that carry the potential to disrupt current operational and business practices.



## WORKPLACE ISSUES

Workplace issues that have been highlighted within the larger North American culture are resulting in more local legislative changes and changes in employee expectations of their employers. Workplace issues include the following:

- The 2017 #Metoo and #TimesUp social media campaigns against sexual harassment in the workplace remains strong. New legislation will advance efforts to ensure that harassment complaints are dealt with appropriately and to proactively ensure a safe work environment.
- Changes to the Alberta *Occupational Health and Safety and Workplace Compensations Board Legislation* includes specific employer responsibilities around preventing violence and harassment. This shift is continuing the trend of moving employee mental health formally into the occupational health and safety realm as a legislated responsibility of the employer.
- The costs of sickness, disability and injury are rising at the CPS and across Canada. As these costs rise, employers will look to equipping supervisors and leveraging technology to ensure effective absence and disability management.
- The composition of workforces and status of employees will continue to change over the coming years. The use of on-demand or contract workers will increase as will the use of technologies, such as artificial intelligence and automation.

### *Implications for CPS in the next five years*

Trends in workplace/employee relations in the larger environment are placing greater responsibility on employers to address the mental wellbeing of employees.

Increasing workforce diversity and inclusion will continue to be reinforced as a way to foster respectful workplace interactions. Improving diversity and gender equity is also a way to ensure the service reflects the community it serves and strengthen the organization.

The international spotlight on sexual harassment will require employers in the next few years to revisit their policies, complaint and investigation processes, as well as training programs.

Within CPS, addressing these issues, as well as workload and public scrutiny, will require continued focus on HR reform.

## INFORMATION & TECHNOLOGY

Police services are reliant on technology to assist in managing both the operational and business side of work. Challenges related to technology and information management are as follows:



- As identified in 2017, the rate of data growth and associated technology change is not sustainable from either a financial or user (knowledge & capacity) perspective. The time required to successfully implement new technology and the total costs of operation, pressure organizations to carefully consider necessary investment. Selected operational technologies on the horizon include improved administrative/productivity aides (i.e. mobile scanners and printers, enhanced identification methods, voice controls), improved operational technologies (i.e. improved facial recognition, portable recording devices).
- Police services manage a large quantity of data, which increases daily. This presents a challenge both in terms of how the data is used internally as well as in meeting emerging expectations for information sharing with other law enforcement agencies.
- Digital evidence management has arisen as a significant development for police. The volume of data that is readily available from both police and citizen sources as well as the resulting storage requirements and privacy concerns is radically changing the management of digital evidence.
- Analytic uses of information include administrative, investigative, operational, strategic, and tactical capacities. Improvements in analytic capabilities will allow law enforcement organizations to leverage available information, derive value and work smarter, and to embed evidence-based decision making. Improved analytics will assist policing organizations to employ a more predictive approach to crime.

### *Implications for CPS in the next five years*

CPS may be required to explore available alternative funding models for technology and information management modernization.

CPS will need to find the right balance to allow it to take advantage of the benefits of technology to fight and solve crime while preserving privacy and security. CPS will be required to look for opportunities to collaborate with partners, especially with industry and academia to take full advantage of emerging technology.

## **INFRASTRUCTURE & ENVIRONMENT**

CPS is using the guiding framework established in The City of Calgary's EnviroSystem, and has developed its own environmental management system. The target sets by CPS are focused on air pollution, energy, water and waste.

- Impact on air quality: CPS's Green Fleet Strategy includes implementing vehicle right sizing, idling reduction policy, carpooling programs and alternative technologies. The objective is to focus on reducing emissions through a life-cycle approach to vehicle purchase.

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- Energy conservation and reduction: CPS installed motion sensor light switches in all offices and is developing systems to reduce energy (electricity and natural gas) for all locations. CPS is focussing on a 5 per cent reduction by 2018, compared to baseline year 2010.
- Water conservation and protection: CPS is moving forward with green landscaping strategies at all CPS locations as well as designing plan for gray water recycling in the carwash. These objectives are aligned with The City's 30 by 2030, therefore reducing our water consumption by 20 per cent by year 2030 (compared to baseline year of 2010).
- Waste and materials management: CPS has already succeeded in its goal of diverting 50 per cent of the waste generated by the Service from landfill disposal by 2020 (compared to the baseline year of 2010). The Service has now shifted its target to a reduction in waste generation.
- Infrastructure design: CPS will advance the Sustainable Building Policy by meeting, at minimum, the LEED silver certification requirements for all new construction, as well as interior modifications and renovations.

## *Implications for CPS in the next five years*

CPS has committed itself to comply with or exceed environmental legislation requirements, meeting environmental protection targets, and continually improving its environmental performance.

There is a need to plan for ageing infrastructure and locate new service centres based on Calgary's expanding urban landscape.

## **ORGANIZATIONAL RISK**

Risk is an inherent aspect of taking responsibility for policing a dynamic and complex population across a large geographic area. Earning and maintaining public trust and confidence is central to the mandate of the CPS, as well as other police agencies around the world.<sup>7</sup> Being a respected member of the community enables the organization to work collaboratively with the community to find solutions to issues and problems that impact the community. The top risks to earning and maintaining public trust and confidence include, but are not limited to the following:

### *Crime, Safety and Security*

Increased volume of crime and disorder impacts the entire community and may erode public trust and confidence in CPS's ability to address safety concerns in the city. Public perception is

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<sup>7</sup> Clark, M. et al. (2017) *Public trust in policing: A global search for the genetic code to inform policy and practice in Canada*, Journal of Community Safety & Well-Being, Vol. 2, No. 3, December 2017. <https://www.journalcswb.ca/index.php/cswb/article/view/57/114>



also impacted by the way frontline officers respond to people in distress for mental health issues, drug and alcohol addiction, homelessness, abuse and anti-social behaviours.

### *Expectations of Austerity*

Potential future budget decreases have the potential to impact the quality of service provided to the community.

### *People in Crisis*

Outcomes for people in distress that do not meet society's expectations have the potential to erode public trust and confidence.

### *The Administration of Justice*

Increased complexities of investigations and the court process brought about by changes in the criminal code or the interpretation legislation, such as new guidelines for trial duration (calculating unreasonable delay) and legalization of marijuana, among others, impact resource allocation in meeting the needs of the community.

### *Communication*

Internally, members identified both internal/external communication from the Chief and senior leadership as an issue that negatively impacts workplace satisfaction (CPC 2017 Employee Survey). Externally, CPS is aware that communicating with the public about the role of police in the community and the pertinent aspects of crime and safety will improve the community's awareness when making decisions. This awareness and understanding has the potential to improve crime and safety outcomes for individuals and the community as a whole.

### *Workplace Culture*

Employee engagement, job satisfaction, and morale recorded their lowest level according to the 2017 Employee Survey and have the potential to impact organizational effectiveness and efficiency.

### *Performance Measurement and Management*

Without an organizational performance measurement program, CPS may miss key areas where small changes could yield considerable improvements in efficiency and effectiveness in crime management and business processes.

### *Information Management*

The speed and depth of technological innovation, coupled with increasingly large volumes of data, poses challenges for the organization in both investigations and business decision making.

### *Organizational Agility*

While many employees agree that CPS is a diverse workplace, fewer agree it is an inclusive workplace.