

Calgary Police Service Budget Adjustments
Report from Calgary Police Commission to City of Calgary

Submitted October 14, 2020

FOR DISCUSSION WITH CALGARY CITY COUNCIL

REPORT OVERVIEW

The Calgary Police Commission has a legislated responsibility to ensure that the Calgary Police Service has the resources needed to provide effective, efficient policing to Calgarians.

We appreciate the City's efforts in recent years to minimize reductions to CPS and we continue to do our part to hold CPS accountable to manage finances, deliver value to citizens and ensure CPS officers can maintain the trust and confidence needed to do their job.

As part of the 2021 adjustment process, **we are proposing a \$40 million adjustment that reflects an appreciation of the significant financial hardship facing the City and its residents as well as the important work underway within CPS to respond to increases in crime and to accelerate actions to improve equity, diversity and inclusion within CPS and in its relationship with all segments of our community.**

This report provides the City of Calgary with an adjustment to the previously approved 2021 budget as well as an overview of anticipated revenue shortfalls, and COVID-19 projections for the Calgary Police Service. It describes the anticipated impacts (measured against the One Calgary: 2019-2022 Service Plan) and the mitigation plans to reduce impact to citizens and employees.

Resources are allocated in alignment with CPS priorities to ensure that CPS provides the best possible service to Calgarians and that employees have the training, equipment and leadership to deliver on its commitments. Reductions are being made where possible while still maintaining a sufficient level of service, maintaining prevention programs and a commitment to community policing, and ensuring CPS can action the commitments made in its anti-racism action plan.

To achieve the vision of making Calgary the safest major city in Canada, CPS will continue to build community safety and well-being through education, prevention, investigation and enforcement. We remain committed to a community policing model that supports collaborative solutions to address the underlying conditions that contribute to crime and disorder.

ADJUSTMENT HIGHLIGHTS

CPS is prepared to make a \$40 million adjustment to the 2020 and 2021 budgets which includes:

1. \$10 million cut to eliminate 60 growth positions approved for 2021
2. \$10million reallocation toward exploring alternative call response models in 2021
3. \$20 million absorption of COVID-related impacts in 2020 (\$11.75m) and 2021 (approx. \$8m)

This represents a net reduction of \$18 million or 4% in the 2021 operating budget, from \$414 million to \$396 million. Considering that CPS is also covering the expected \$8 million revenue reduction in 2021, this represents an overall decrease of \$26 million or 6% of the anticipated operating budget requirements for 2021.

FINANCIAL OVERVIEW

The Commission has worked closely with CPS leadership in recent years to create an organization that is as lean as possible, while still providing citizens with the services and supports they expect from their police.

Since 2017, CPS has given more than \$20 million back to the city through contributions to the budget savings account to help the city address other community pressures and through a cut during the 2019 mid-year adjustments.

Since the One Calgary: 2019-2022 Service Plan & Budget was approved in 2018, CPS has or expects to experience reduced revenue in several other areas as well:

Goods & Services

- Calgary Airport Authority Agreement amended on April 15, 2020 reduced positions reimbursed by airport authority
- ALERT vacancies resulted in a loss of revenue from a third party and CPS carrying the cost of positions
- Reduced employment, school, volunteer activity for security background checks

Fines & Penalties

- Anticipate a 23% reduction in issued summons for 2020 and 15% for 2021 due to the impacts of COVID-19
- Courts have extended summons payment deadlines to 4 months
- Expectation of payment patterns to change (i.e. extended deadline, ticket leniency with judges, citizen ability to pay)
- Alarm Bylaw: anticipation of reduced financial stability of business and residential owners, along with priority and ability to pay. Could see a change in demand as a result.

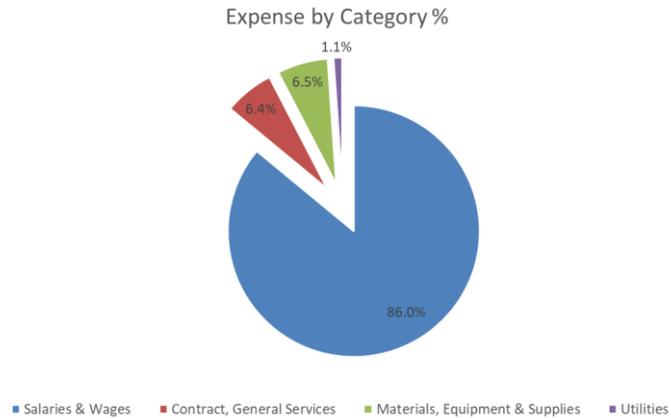
Sale of Assets

- Reduced activity through City of Calgary auction for CPS assets (i.e. – vehicles, small equipment).

Internal Recoveries

- City of Calgary staffing reductions/hiring freeze will result in fewer security background checks

Salaries and wages, which are determined directly between unions and the City, account for approximately 86% of the CPS budget. CPS recently completed a functional review that examined its structure, priorities and placements to ensure that CPS is operating as efficiently as possible and that resources are placed appropriately for the best results.



CRIME AND SAFETY ENVIRONMENT

The immediate and sudden changes brought on by the pandemic and public health orders had a significant positive short-term impact on crime and disorder. Calls for service and crime volumes dropped, somewhat offset by an increase in citizen reports of disorderly behaviours and non-criminal domestic conflict.

Some pressures continue to intensify in spite of the volume during the first half of the year. Shooting incidents this year are predicted to be higher than 2015, a record-setting year. There have been 81 shootings in 2020, with nine resulting in death. Close to 300 guns have been taken off the street in the first eight months of 2020 (compared with 270 in all of 2019). There have been 25 homicides so far this year and CPS expects homicide numbers to continue to trend upwards for the remainder of this year.

The pandemic-related travel restrictions have restricted the flow of illegal drugs into the province, resulting in reduced supply and competing demand for the product among organized crime groups as well as individuals involved in the drug trade that often results in violence. The pandemic has also resulted an increase in legal firearms purchases and in the illegal acquisition of firearms through straw buyers, break & enters, and illegal importation.

Non-violent domestic conflict calls have increased since March 2020 and, as a result, CPS has recorded a 15% increase in conflict calls since 2019.

CPS has also experienced an added pressure this year when it comes to responding to approximately 200 unplanned demonstrations, protests, and rallies, despite a lull during the initial lockdown. This compares to 70 events in all of 2019. CPS expects these events to continue.

New federal and provincial legislation has recently been introduced that will place additional demands on CPS members and resources. New, or modifications to existing legislation require changes in policy, training, and systems. These activities require significant resources to coordinate and implement. Recent examples include the Disclosure to Protect Against Domestic Violence Act, Bill 8 (Protecting Survivors of Human Trafficking Act), Bill 17 (Mental Health Amendment Act), and Bill 21 (the Provincial Administrative Penalties Act).

Through the implementation of its gang strategy, organizational realignment of resources, and a focussed deterrence approach, CPS has decreased the number of shootings attributed to organized crime. Through the organizational realignment of offender management resources, CPS is implementing a coordinated, offender-based, intelligence-led deterrence strategy to further drive down shootings as much as possible in 2021.

In 2021, CPS anticipates seeing increases in calls for service, particularly related to social disorder and violence. The stressors associated with COVID-19, including job losses, social isolation, intimate partner violence, concerns about safety of children, and suicide mean police will be called upon to address both the psychological and physiological impacts Calgarians are experiencing. Research has shown that there is a lag in emotional distress when people lose their jobs which means higher suicide, alcohol and drug abuse and violence rates are expected. CPS saw significant increases in crime after the last economic downturn, particularly in domestic violence, drugs and stolen autos.

While CPS is committed to exploring options for alternative call response, those options are not in place yet. In the meantime, CPS will continue to be called upon to respond to a broad range of calls for service.

PROPOSED ADJUSTMENTS

These adjustments are based on a consideration of the crime and safety environment, the recent functional and service optimization reviews (ZBR), and a risk assessment that considered impacts of adjustments on:

- Ability of CPS to address crime priorities
- Ability of CPS to maintain community policing commitments
- Community expectations and priorities, specifically value placed on prevention programs, community engagement, and improving diversity, equity, inclusion and fairness
- Staffing levels and employee wellness
- Alignment with service plan
- Funding needed for maintenance and infrastructure

*****Impacts of this adjustment to the strategy and performance measures outlined in One Calgary: 2019-2022 Service Plan and Budget are included in Appendices A & B below.***

1. Cut \$10 million to eliminate growth positions in 2021

The One Calgary: 2019-2022 Service Plan & Budget included increased funding in 2021 and 2022 to add 60 new positions each year. These positions were approved to address population growth, city expansion, and increasing crime trends. CPS intends to mitigate the loss of this growth by implementing recommendations from the Service Optimization Review (ZBR), exploring alternative call response models and further efficiencies through the use of technology and process optimization.

Cutting these 60 growth positions will primarily impact the timeliness of investigations and clearance rates for solving crimes as CPS will have less flexibility to manage large investigative operations and vacancies are expected to be concentrated in investigative units to ensure that frontline positions are backfilled. However, it is expected to be a challenge to maintain response times with this reduction.

CPS will continue to hire to replace retiring employees, though the officer to citizen ratio will drop as population increases. As it can take 18 months for an individual to move through the recruiting and training process to the point where they are providing value on the street, slowing hiring means vacancies cannot be filled as quickly. CPS will make every effort to fully staff frontline positions which will result in vacancies in investigative units that may lead to fewer or slower investigations.

Also noteworthy is that slow hiring will impact the speed at which CPS can further diversify its workforce.

Hiring constraints coupled with increased call levels may also impact employee wellness, which will have to be skillfully managed through existing wellness programs. Another risk is increased overtime cost which, if allowed to occur, can offset the savings achieved by not increasing staffing in proportion to the population. With the oversight of the Commission CPS has effectively managed overtime, resulting in \$1.4 million in savings in the past year. This will be a continued area of focus, as well as a risk that will be mitigated through demand management initiatives.

Work is already underway to expand online reporting and reduce administrative demands on officer time, including the use of patrol support teams to assist with lower priority calls and direct data entry. CPS will explore additional opportunities as work gets underway with community partners.

2. Reallocate \$10 million for exploring alternative call response models in 2021

Following the joint acknowledgement by the Commission, CPS, the Calgary Police Association and the Senior Officers Association that systemic racism exists in policing, CPS committed to a full action plan to address this important matter.

To fulfill the commitment to improve call response and ensure the most effective and appropriate services are deployed to support citizens, **CPS will dedicate \$8 million in 2021 to working with partners to explore models of system integration involving health, social services, justice and police.**

The Commission and CPS believe the best way to achieve appropriate oversight and management of this funding is to work collaboratively with the City to define the terms for how this funding can most effectively meet this objective.

An additional **\$2 million will be allocated internally to support CPS activities around reviewing call response**, implementing recommendations from the Service Optimization Review (ZBR), and evaluating existing alternative call response programs for efficiency and effectiveness.

To manage this reallocation, CPS will:

- Reduce expenses through management of overtime, court time and vacation time (approx. \$3 million)
- Reduce hiring ahead of attrition rate (\$2 million)
- Fill vacancies in ALERT to recover revenue for positions (\$1.7 million)
- Reduce training and travel opportunities (\$1.65 million)
- Apply savings from internal reorganization based on functional review (\$1 million)
- Reduce administrative support for body-worn camera program (\$1 million)

CPS will dedicate existing internal resources to advancing commitments made toward achieving equity, diversity and inclusion, including:

- Working with partners and external experts to develop an anti-racism and equity strategy,
- Partnering with the City and the Commission on public engagement,
- Reviewing policy, practices and training

3. Absorb COVID-related Financial Impacts – 2020 + 2021

In March 2020, the COVID-19 pandemic was declared against the backdrop of lower tax revenues, low oil prices and slow economic recovery in Alberta, which had all levels of government looking to reduce operating budgets. These conditions, combined with the additional revenue burden created by COVID-19 public health restrictions, required CPS to revisit its current commitments in the 2019-2022 Service Action Plan.

The financial impact of COVID-19 to CPS included overtime costs, expenses for contracted nurses for incident management and the nurse triage line, and personal protective equipment, supplies and cleaning.

CPS will absorb the 2020 projected total net COVID-related losses of \$11.75 million through:

- Vacancy management
- One-time savings through recovery from benefits providers for employees on leave for COVID-related impacts
- Savings resulting from training deferred or cancelled during COVID
- Postage savings result from reduced mailout requirement (fewer summons)
- Fuel savings due to lower fuel pricing

CPS will absorb the projected total net COVID-related losses of approximately \$8 million in 2021 through:

- Reducing contribution to the vehicle reserve by \$4 million
 - While fleet expenses will be carefully managed to minimize the net impact on this reserve, this will result in less flexibility to address fleet demands
- Use the \$4 million court fine reserve (which was put in place for this purpose) to offset part of the expected reduced court fine revenues.

CONCLUSION

This adjustment reflects the Calgary Police Service commitment to making reductions, where possible, while also maintaining the services that citizens value. It also enables CPS to explore alternative delivery models with partners as a better way to serve the community and reduce future demand for police resources.

Appendix A: Strategy Impact – 2021

The One Calgary: 2019-2022 Service Plans and Budget outline the “do more”, “do less” and “continue doing” strategies that the Calgary Police Service committed to citizens in this business cycle. The predicted impacts of these adjustments to the end of 2021 are outlined below.

CONTINUE DOING	IMPACT TO STRATEGY
<p>Deliver police services to keep our communities and roads safe.</p>	<p>Moderate: with a decrease in hiring ahead of attrition (from 72 to 48), CPS will have reduced capacity to fill vacancies on the front-line. This could impact call response times for lower impact matters if staffing levels in patrol fall below minimum. With population growth, calls for service will continue to increase.</p> <p>By eliminating growth in 2021, CPS will have the same level of staffing with increased demand. CPS will allocate resources in accordance with its strategic priorities. Call response times may be somewhat impacted and less serious calls may not be attended. CPS will work with partners on demand management/alternative call response models and continue to explore alternative means for citizens to report (e.g., online) to partially mitigate this impact.</p>
<p>Strengthen partnerships to prevent and reduce crime, disorder and victimization.</p>	<p>Moderate: CPS will maintain its current level of service in prevention and intervention programs (e.g., Multi-agency School Support Team (MASST), Youth At Risk Development (YARD) Program, Police and Crisis Team (PACT), School Resource Officers (pending the program review) although a significant second wave of COVID-19 may impact the ability to deliver service.</p> <p>CPS will continue to strengthen partnerships around anti-racism and exploring alternative call response. CPS will work with community experts to develop anti-racism training for members, and the Chief’s Diversity Advisory Boards to review roles, expectations, communication and consultation.</p> <p>Public engagement, awareness, and educational activities supported by partners will continue but will be impacted by COVID-19 restrictions on public gatherings.</p>
<p>Use technology to improve effectiveness and efficiency for police operations.</p>	<p>Moderate: The ability for CPS to fully implement the body-worn camera program and address the forthcoming recommendations of the evaluation would be reduced by half. Responding to FOIP requests within the legislated timelines, proper review and redaction of video, and timely disclosure could be negatively impacted. The resolution of investigations and citizen complaints involving digital evidence may be delayed as a result of increased demand for body-worn footage. If CPS, with its partners, is successful at re-directing some calls for service to other agencies, this could create less demand on body-worn camera.</p>

	The expansion of video/telephone conferencing (e.g., Microsoft Teams), direct data entry, CopLogic online reporting, and video investigative interviews have the potential to have positive long-term impacts. CPS is monitoring and evaluating the increased demand for review and quality assurance resources required for digital evidence.
Communicate more effectively with citizens to further increase transparency.	Minor: COVID-related communications and other topics important to Calgarians (e.g., budget, defund movement, anti-racism) will continue to require regular and transparent communication with citizens. CPS will continue to provide messaging to the public through social media, media briefings, and the website. CPS-hosted public events will continue to be impacted by COVID-19 related health restrictions, limiting face-to-face opportunities to interact and engage with citizens.
Strive to be fully staffed to authorized strength and hire ahead of attrition.	Moderate: Current recruit classes will continue to achieve two classes) ahead of attrition - 48 sworn members down from 72. Health measures may hinder the ability to complete all training courses and process applicants for other classes in 2021, particularly if there is a second wave of the pandemic. However, there may be a gap in patrol and investigative capacity due to a delay in filling vacancies created by higher than normal attrition and changes to the Special Forces Pension Plan.

DO LESS	IMPACT TO STRATEGY
Apply innovative approaches to maintain investigative excellence.	Minor: With decreased hiring ahead of attrition and no growth in 2021, there will be gaps in investigative capacity, which will impact the prioritization and timeliness of investigations. Training resources and capacity will be reduced, which will impact CPS' ability to proactively train, educate and implement investigative and operational techniques.
Attend fewer non-emergency calls for service by prioritizing workload of frontline officers.	Minor: COVID-19 expedited the expansion of alternative call response (e.g. online reporting, phone interactions, restricted front counters, etc.), which has resulted in frontline officers attending fewer non-emergency calls for service. The expansion of online reporting is being evaluated and may lead to additional call types being reported online, and reduced demand for attendance by patrol officers.
Perform a Service Optimization Review by 2020 ("ZBR")	Moderate: The Service Optimization Review was completed in Q3 2020, with a series of recommendations related to patrol deployment and capital infrastructure management. Implementation will need to be managed by existing resources. The recommendations regarding patrol deployment will in part be addressed through the work on alternative call response proposed in the CPS response to Council's Notice of Motion on Anti-Racism, supported by dedicated funds.

	<p>Additional patrol deployment options will be explored to better serve the community.</p> <p>The recommendations related to capital infrastructure management will need to be managed by existing resources, but many of these recommendations are likely to have to be deferred due to the budget reductions.</p>
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Appendix B: Impact to Performance Measures - 2021

<i>PERFORMANCE MEASURES</i>	<i>IMPACT TO PERFORMANCE MEASURE</i>
<i>Number of calls for service attended by police</i>	<p>Number of calls attended will stay the same <i>[although proportion of calls for service will decrease until alternative call response models are in place]</i></p> <p>Since COVID-19 health restrictions were lifted, calls for service are returning to more typical levels and are expected to increase into 2021, unless a second wave of the pandemic is declared and restrictions return. The impacts of high unemployment are expected to drive increases in mental health-related calls for service, violence, and disorder (which continues to trend 5% (~3400 calls) higher than 2019 levels).</p> <p>While the overall volume of calls for service are expected increase, if CPS capacity remains stable, the way in which CPS responds to calls may differ in 2021 and beyond as CPS explores alternative call response with partners and the expansion of online reporting. CPS will attend emergency (priority 1) calls where the safety of Calgarians is at risk but may not attend less serious calls where there is neither threat nor harm.</p>
<i>Proportion of calls for service attended by police</i>	<p>Same as above</p> <p>With the commitment to exploring improved triage and alternative response to calls for service made through CPS’ response to Council’s Notice of Motion on Anti-Racism, combined with greater use of online reporting, the proportion of calls for service attended by police may stay the same or decrease as call volume increases.</p>
<i>Proportion of emergency calls (priority 1) responded within 7 minutes</i>	<p>Stay the same: as COVID-19 restrictions are lifted and traffic and call volume return to pre-COVID-19 levels, response times will also increase. However, with alternative call response and the increased use of online reporting, police will be required to attend fewer lower priority calls, and response time should stay relatively stable or improve. A second wave of COVID-19 (and corresponding public health restrictions) may see response times improve again, where volume of calls for service and road traffic decrease.</p>
<i>Proportion of citizens who are satisfied by the CPS (Somewhat + Very)</i>	<p>Potentially decline: CPS has a consistently high satisfaction rating (93% in 2020), though the proportion of Calgarians “very satisfied” with the CPS has declined since 2013.</p>

	<p>The City of Calgary Spring Pulse Survey, conducted in March 2020 as the pandemic was declared, saw Police Services as one of the top areas where Calgarians wanted the City to invest more.</p> <p>With citizen to officer ratio dropping as the city continues to grow, and call volume continuing to increase, officers may have less proactive time to spend engaging the community and addressing crime trends.</p> <p>Alternative call response and online reporting will be prioritized to minimize the gap in service and free officer time for crime prevention activities. As alternative response models are developed and implemented and officers are attending fewer calls in-person, citizen satisfaction may be impacted.</p> <p>CPS will strive to maintain high levels of satisfaction and confidence despite the changes underway.</p>
<p><i>Citizens to Officer Ratio</i></p>	<p>Worsen: the approved growth for CPS expected in 2021 (60 positions) was intended to address population growth, city expansion, and increasing crime trends related to mental health and addiction. With CPS foregoing this growth, the citizen to officer ratio will increase and there will be fewer police resources per capita to address calls for service and engage in proactive, preventative policing. CPS is working to mitigate this by exploring alternative call response.</p>