



**Hamilton Police Service
Centre of Excellence:
Best Practices Research Study
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2. INTRODUCTION

The main objective of this particular research study is to set the foundation for a national centre of excellence for innovation in policing. The first step in such an endeavour is to establish a database of best practices. Thus, this study represents a critically important examination of what new technologies, innovations, processes and methodologies exist for policing.

Law and order is a high priority for every community. Police services have sought to allay community concern over public safety by employing more officers. However, many communities continue to suffer from increased budgetary constraints thus limiting the growth of most police services. The resultant limitations require police services organizations to develop innovative methodologies and techniques for offering increased community protection with limited resources.

The community's perception on public safety is often influenced by social, economic and institutional factors that are beyond the control of the police service. Nevertheless, public safety is an outcome that the police service seeks to influence by providing several innovative services to the community. The main goal of this research study is to take account of the most innovative best practices that the Hamilton Police Service has developed and to communicate them to a broader audience of police services across Canada while setting the foundation for a national centre of excellence.

This particular report represents the first phase of a three phase process. The contents of this report highlight six (6) best practices within the Hamilton Police Service. The descriptions of each best practice were written based on data collected from multiple interviews with key personnel within the Hamilton Police Service during July and August, 2007. The next steps in this project are as follows:

- Phase 2 requires a detailed overview of all international centres of excellence in policing (an initial draft of a web-based search was completed in September, 2007).
- Phase 3 will extend the same methodology from Phase 1 across other police organizations in Ontario in order to develop similar descriptions of best practices. An invitation to participate will be coordination through the Ontario Association of Chiefs of Police who have already agreed to help assist in the data collection process (this phase is expected to continue throughout Fall 2007 and Winter 2008).
- The overarching objective of this study is to develop a repository of several best practices in Ontario across various police organizations. This provincial perspective will act as initial momentum towards the future development of a national centre of excellence.

3. BEAT TRACKER

Problems with crime levels in Hamilton circa 1998 are well documented. The resulting C.O.P.P. 2000 Project greatly challenged the conventional way of managing patrols. In order to fully implement proposed changes highlighted by C.O.P.P. 2000 such as geographic policing, however, the HPS soon realized how important it would be for information to be disseminated in a timely fashion. The Beat Tracker application is a technological development designed to facilitate the critical information sharing function.

In many respects, Beat Tracker is merely a spin-off of the C.O.P.P. 2000 project (which later became the Neighbourhood Safety Project). For this reason, the development, implementation and evolution of Beat Tracker is inextricably linked to the success of the NSP. The C.O.P.P. 2000 Project Team (headed by John Petz, Rita-Lee Irvine and Debbie Gifford) made several trips abroad to internationally renowned policing centres to look for the best policing model. One such trip was to the city of Chicago, where police work especially close with the community during their planning process. One of the keys to success of the Chicago police department was the use of a mapping application, known as ICAM. ICAM (which has since evolved and been renamed ClearMap) allows police to plot out crime locations on an electronic map and is the inspiration behind HPS' Beat Tracker.

Beat Tracker displays a map of the city of Hamilton divided up according to police boundaries that determine the divisions, sectors, beats and neighbourhoods within the city. The software currently supports six types of "events" which get plotted in the area they occur as they are reported. The six events are the most common types of crime and incidents the police service encounters – break and enters, mischief, robberies, thefts, stolen autos and Controlled Drugs and Substance Abuse Act violations. The program has been placed on the HPS intranet and is available to all officers. It allows them to determine what happened within their designated beat while they were off duty with a quick glance. Given the rotating nature of squads, it is imperative that officers be able to monitor criminal activity in their beats if geographic policing is going to succeed. Beat Tracker has helped provide police officers with a sense of geographic ownership; one of the guiding principles of the NSP.

Overall, the application has helped promote proactive policing and increase officer accountability. Beat Tracker features a quick filter option that allows officers to map out criminal activity in their area in time increments ranging from 24 hours up to one year. Different types of crime patterns may require examining trends over different time intervals, and the filter option is extremely robust in this capacity. The software also has a built-in address locator application. This application is very useful for officers who aren't from Hamilton originally and are still unfamiliar with city.

Although Beat Tracker was designed with frontline use in mind, it has also proved to be a useful tool at the intermediate sergeant level. Crime Managers are able to use the program to monitor their entire sector. Sometimes it is possible to discern distinct patterns and anticipate where criminal activity will result next. Beat Tracker has also proved valuable at the strategic level as Corporate Planning staff has utilized data mining and advanced statistical analysis to shape long term strategies in preventing crime city wide.

Whenever any company introduces a new technology, the success of the technology is largely determined by how well it is embraced and utilized by employees. Beat Tracker was intentionally given simple commands and a user-friendly interface to increase adoption rates. The program was well accepted from its inception by virtually all officers. A small group of officers were trained on how to use the program, and they in turn trained the rest of the force. Learning from peers proved to be an effective method. Additionally, Crime Managers are given thorough training with Beat Tracker and are available to help frontline officers within their sector upon request.

Beat Tracker did not impose any serious financial burdens on HPS either. The program is run on an application called ArcIMS, an ESRI technology, which cost \$14,000 to purchase. An additional \$15,000 was spent having ESRI's programming consultants actually design the program itself. The biggest challenge in the development of Beat Tracker was linking the application to the data available concerning crimes. Currently, Beat Tracker is linked to HPS' Computer Aided Dispatch data, which record calls-for-service information rather than the final crime category that these calls should be captured according to Statistics Canada's Uniform Crime Reporting rules. Although the current system is imperfect, it is still accurate enough to provide a clear picture of community concerns and disorder issues for officers. Eventually, the plan is to have Beat Tracker linked to the records management database.

Beat Tracker has been an unrequited success thus far. Increasing usage figures and user feedback suggest the police service is continuing to embrace the program and make further use of it. Additionally, Beat Tracker has received a tremendous deal of positive feedback from the community. The HPS presented Beat Tracker at the Ontario Policing College. It is recognized as the first of its kind in Canada, and has since been emulated by other police services in Ontario.

The success of Beat Tracker has prompted the police to look at ways to expand the program and increase its functionality. Beat Tracker II is currently a work-in-progress, but the HPS is hoping to unveil it in the fall of 2007. Beat Tracker II's new features include colour-coded events and the addition of crack houses on maps as permanent fixtures. Colour-coding events will make the maps more visually appealing and easier to read as well as helping the police look for patterns. Additionally, Beat Tracker II will include a new event type: recovered stolen autos. The location of stolen autos will be linked to their recovery, which also has applications in pattern discernment.

In the future, the HPS would also like to extend the availability of the Beat Tracker application. Through the use of a wireless network, the Beat Tracker program will one day be accessible to officers in their cars. Additionally, an interactive application may one day be placed on the public Internet. Public access to a subset of Beat Tracker information would further entrench the doctrine of the NSP by engaging the community and keeping them more informed.

4. BUSINESS PLANNING

In the world of business, developing an overall strategy and focused plan is imperative to success. Although there are definite distinctions to be made between conventional business and not-for-profit organizations like police services, enough similarities do exist for police organizations to learn from what has been done in the corporate world. Since the early 1980's, the Hamilton-Wentworth Regional Police (HWRP) has had an interest in planning and research. Plans at that time, however, were operational in nature and lacked an overriding strategy. Today, the business planning process has evolved, and the Hamilton Police Service is setting the industry standard for excellence.

HPS' first attempt at a long-term strategy was a five year strategic plan drafted in 1991. The planning team consisted of 17 senior officers who kept the focus of the plan fairly limited. Very little environmental scanning was done as background work. Even so, the plan was considered a successful starting point and implementation was well accepted. Goals were established for each strategic business unit (SBU) and they were combined to form a comprehensive plan. HWRP was among the first police forces to look at strategy comprehensively and not just in a piece-meal fashion.

In 1993, a recession and a new administration forced HWRP to make revisions to their inaugural plan half way through its lifespan. The new five year plan, which was to last until 1997, engaged more than just the original senior officers; there was also representations from the membership, the Police Services Board and the Police Association, bringing the total number of participants up to 25. Internal analysis was much more thorough this time as internal and external surveys were created and analyzed to confirm community and organization needs. Additionally, the planning committee sought feedback from the public to determine how the police force was being perceived by the community.

The second long-term strategic plan was a success and lasted until its intended completion. In 1997, a decision was made to run HWRP like a business. The bottom-line for the organization would not be profits, however; it would be public safety. HWRP would strive to improve efficiency and effectiveness in an attempt to maximize the utility the community derives from their services given their budget constraints. Strategic plans at this point evolved into true business plans. The planning horizon was shortened from five years to three to allow for a more specific focus and flexibility for adjustment to strategies. Business planning effectively combined strategic and operational plans and united them under a common vision. The number of participants doubled to 50 for this inaugural business plan.

The planning process continued to evolve and become more comprehensive. City councilors, community agencies and school board representatives were brought into the planning committee starting with the fourth plan, which was drafted in 2000. The two-and-a-half-day planning session was attended by 60 diverse participants. Thorough environmental scanning became the crux of the planning process. The HPS began to critically examine both the external and internal environments. The external environment was subdivided into the general environment (which includes social, political, economic, legal and technological forces) and the operating environment (which focused more on stakeholders like the justice system, associations and community partners). Externally, the HPS expanded their public safety survey and created

community safety forums to better gauge community perception. These forums were often structured to actively engage certain racialized groups, such as the Aboriginal Community, who felt their needs had been overlooked by the police in the past. Internally, surveys were conducted and forums held for members of the Service. Consultants have been hired to train members identified to become facilitators how to use tools such as SWOT and gap analyses. Results of the scanning process were kept in a resource document that served as the foundation for the business plan's overarching strategy.

Although environmental scanning provides a solid general foundation on which to build a business plan, it is the specific objectives that set apart the Hamilton Police Service from other police services in its ability to plan effectively. In the HPS, the overall plan is matched with budgetary and operational strategies. Each objective includes a set timeline, a person to be held accountable, and a performance indicator (PI). HPS also makes use of an Annual Objectives Performance Report System (AOP). AOP is a database that lists all goals for the Service. For each broad goal, objectives (specific ways to achieve the goals) are defined. This system allows officers to formulate precise action plans when undertaking a target. The budget planning process is also linked to goal setting, which creates an even better environment for ensuring the success of goals.

No matter how thorough the scanning is, internal and external environments will invariably change over the course of three years. A truly successful plan must be therefore be dynamic, not static. HPS holds review sessions for their plan on a monthly basis whenever the Chief's Management Team (CMT) meets. Leadership from the top of the organization is another critical part of the HPS' success with business planning, the current Chief and the last two Chiefs have been very committed to the planning process. At the monthly meetings, people who are identified as accountable in the business plan must demonstrate how they have met their performance indicators within the given timeline.

One of the key elements to the success of the HPS' business plan execution is the way the Service has successfully linked organizational performance to individuals. Every member of the Service, from constables up to the chief, is expected to work in such a way that they contribute to the overall strategy put forth for the organization. Recruitment, performance appraisals and the promotional process are all inextricably linked to the business planning process. New recruits and long-service members alike are expected to demonstrate how they can contribute to the business plan. Performance appraisals explicitly ask employees to demonstrate what they have done to help the organization meet its goals. Promotions are given to those officers who have a proven track record for pushing forward with business plan ambitions.

A business plan will not succeed if it remains merely the brainchild of the planning committee and isn't accepted by the employees. For this reason, HPS has developed a critical communication strategy. PowerPoint presentations are used to deliver the message to all employees. Emphasis in the presentations is placed on past success. The use of explicit metrics and performance indicators allows the HPS to clearly define its accomplishments. By building on success stories, morale is increased and the employees are given incentive to work hard to ensure future success.

The HPS has had a tremendous amount of success with what they call the “cascade strategy” when making presentations to employees. The Chief of Police begins by presenting the plan to the two Deputy Chiefs. The Chief then observes as the Deputy Chiefs present to the Superintendents of each of the three divisions. It is now the Superintendents’ turn to present to the Inspectors of their respective divisions while the Deputy Chiefs observe. The process is repeated until frontline officers from each squad in each division learn of the plan. At each level of presentations, a person of higher position is present and able to field any questions that may arise or elaborate on any point that were not communicated as well as they could have been. The cascade communication strategy has been an important part of the planning process since it was introduced in 2000 with the fourth plan.

The Hamilton Police Service has perfected the business planning process. As an organization, they have developed a model that encompasses methodical environmental scanning and specific action plans. All goals are measurable and progress is carefully monitored. The plan is communicated well to employees, and the entire Service is motivated to work towards the achievement of the organization’s goals. In 2001, it became a ministry requirement for every police service to create a business plan at least once every three years. The ministry still uses Hamilton’s Business Plan as a model for other police services.

5. CANADA'S TOP 100 EMPLOYERS

With an aging workforce as the baby boomers approach retirement age and a severe drop-off in applications at the turn of the century, the Hamilton Police Service needed to take drastic action to attract a larger labour pool. HPS unveiled a plan to re-brand themselves as an employer of choice. Central to this strategy was a drive led by Rosemarie Auld to become recognized as one of Canada's Top 100 Employers by Maclean's Magazine. The annual listing serves as an excellent marketing tool in attracting high caliber applicants.

The Hamilton Police Service does an excellent job in meeting and exceeding Maclean's primary selection criteria. These criteria focus on standard employment issues such as creating a stimulating work place environment, providing work related feedback, keeping employees informed about the company and providing employees with vacation and benefits. Fitness facilities, Police Association newsletters and magazines, and job sharing programs are just some of the examples of programs in place to meet these criteria.

Beyond the primary selection criteria, Maclean's Magazine evaluates companies on a variety of factors. One predominant, overriding theme is that top employers should be leaders in their industry; they should be recognized as the best by their peers. HPS was able to compile an impressive list of awards they had recently received to demonstrate their elite status. Among the awards; the Webber Seavey Award, given to the Victim Services Branch for their services to victims of crime and other circumstances, was most impressive. Additionally, Crime Stoppers is a four-time recipient of the prestigious Marla Moon Award for program excellence and the HPS was awarded the SISO Award for Mentoring and Hiring New Immigrants in 2004. At an individual level, two HPS officers have won the Heritage Award and Medal of Valour from the Ontario Women in Law Enforcement.

Maclean's Magazine was also looking for employers with strong community involvement. Employers should be going above and beyond the call of duty to make their communities better. The HPS certainly delves much deeper than merely protecting their community; in fact they were able to demonstrate three distinct types of involvement. Police officers are involved with several in-house charities, make contributions to external charities and also run additional fundraisers as different human interest stories emerge.

Project Concern is one of the most prominent in-house charities run by the HPS. Every year, a Christmas party is held for impoverished children and their families. Transportation, food and entertainment are provided. All children receive gifts, and after the meal they are given the materials to make crafts to give as gifts to their families. Another in-house charity is the "Bikes for Kidz" program that provides new bikes to inner city youth who volunteer to help clean up their neighbourhoods. "Cops and Cats" is another popular charity; members of the police service challenge members of the Hamilton Tiger-Cats to basketball game in local high schools and raise funds for McMaster Children's charity.

In addition to these internal charities, HPS employees donate over 175,000 hours annually to external charities in the community. Members of the police service are involved with

over 70 charities including Ronald McDonald House, the Heart and Stroke Foundation, Habitat for Humanity and the Good Shepherd Centre.

Finally, the HPS is involved every year with various human interest stories both in the community and around the world. Fundraisers have been held in the past to support causes like providing relief for victims of natural disasters such as the Tsunami in 2004 and Hurricane Katrina in 2005. Locally, the HPS raised funds to help rebuild the Hindu Samaj Temple that was vandalized in 2001 as a result of hate-biased crime.

In order to receive consideration for being one of Canada's Top 100 Employers, companies must also have an excellent track record internally for dealing with employees. HPS management has created joint programs with the Police Association that are not seen in other police services. Employee involvement in the business planning process and how individual performance is linked to organizational performance is a prime example. HPS has also created the Career Development Program which is aimed at assisting all officers with job mobility. Each officer is shown what other positions are available within the organization, what qualifications are needed for those positions, and what can be done to obtain those qualifications. Job rotation is a standard part of the HPS. This policy allows for new perspectives to be brought to different units of the Service and builds the knowledge base of all officers on the job. When higher level positions become available, it is much easier for the Service to promote from within to fill the vacant.

HPS takes an innovative approach with their Critical Incident Response Team (CIRT). CIRT members go to the scene and assist officers who must deal with critical incidents (fatalities, sever injuries, shootings etc.) The team decides when a debriefing is required and it is usually held within 48 hours. Officers are asked to share what they believe could have been done better. This practice is not done for operational reasons; it is done to assist officers and assure them any trauma they are experiencing is a normal reaction to an abnormal event. The CIRT process is made mandatory for certain events by the HPS. In other police services, the onus is on the officers to ask to speak with members of CIRT. Since there is a certain stigma attached to asking for help, particularly in a male-dominated organization like a police service, such programs often go underutilized in those services.

Police work can be highly stressful and very time consuming. It is particularly taxing on those officers with families. With that in mind, the HPS created the Family Issues and Wellness Committee. The Committee is run entirely by employees, without management intervention. Although the Committee involves two representatives from management, they are there only to assist with the implementation of ideas and do not have veto power over the decisions the Committee reaches. Past successes of the Committee include the establishment of a job sharing program (which is rare in the world of policing), the creation of a pregnancy and parental information package, and a fitness incentive program. Currently, the Committee is looking at other member programs such as increasing the wellness of its employees. A fitness incentive program was recently put in place offering a chance to win \$500 for anyone who attempts to get their fitness pin.

Maclean's Magazine also attempts to gauge how happy current employees are with the organization. HPS employee surveys demonstrate employee happiness in two ways. First of all, the high participation rate in and of itself suggest employee satisfaction and involvement with their job. Secondly, results of surveys typically include overwhelming positive feedback. One of the more interesting stories emerged in 2003, when a group of officers won the lottery. Rather than retire, most of the officers decided to stay on the force because they enjoyed their job so much.

Although there are no direct costs associated with canvassing to be one of Canada's Top 100 Employers, a significant workload is involved with creating an effective campaign. Some police services, such as Durham, hire outside consultants to prepare their application, HPS performs this function internally and relies on personal time commitments from dedicated employees.

Since first deciding to apply in 2002, the Hamilton Police Service has been named a Top 100 Employer in four consecutive years, from 2003 to 2006. In 2007, they were short listed, making them a Top 200 Employer. For three years, they were the only police service recognized, until the RCMP made the list in 2006. In light of a few scandals and on-going labour negotiations, HPS will not be applying to be a Top 100 Employer in 2008, but hopes to make a return to the list in 2009.

Success in the Magazine's listing has also translated to success in increasing applications for employment, which is the ultimate goal of the Service. The number of applicants received per year more than doubled from 2000 to 2005.

6. DOMESTIC VIOLENCE RESPONSE

Domestic violence (DV) reports are among the more common calls received by the Hamilton Police Service. Given the frequency of this problem and the human impact of such incidents, consideration was given to modifying practices and treating domestic violence investigations differently from all other cases. In 2005, Superintendent John Petz presented the Chief of Police with a proposal to create a stand-alone Domestic Violence Unit. The proposal would have required over a million dollars for sixteen new hires and other fees. Consequently, the proposal was rejected due to insufficient available funds.

Although the proposal was deemed too expensive, it did give rise to a less drastic and less expensive idea that was implemented on a one-year pilot basis in Division 1 in 2006. The pilot was a blended model, which gave DV investigations distinct status, but kept them mixed in with other investigations. Patrol officers were now able to hand over domestic violence investigations to the divisional detectives after they have the situation under control. The goal of the Pilot was two-fold. It aimed to improve the quality of DV investigations by removing inexperienced patrol officers from the process and it was also geared towards time savings for the frontline patrol. In the Pilot, detectives were attached to squad teams, which had both positive and negative results. It was good for detectives to have constant contact with the same patrol officers, but investigations were made more difficult because they were interrupted by the two-days-on, two-days-off shift schedule of the squads. Prioritization under the Pilot was to be given to crimes and incidents involving people, including instances of domestic violence.

Results of the Pilot Project are currently being assessed by Dr. Susan Elliott and Michelle Vine of McMaster University's Social Sciences Department. HPS has already learned a few lessons from the Pilot on their own, and Supt. John Petz has already theorized about what the formal research results will conclude. The quality of DV investigations has improved, as per the mandate of the pilot. Time savings were also present. Under the old model, it used to take a total of 9.5 hours to complete an investigation; the new system has trimmed approximately 2 hours off the time needed. Admittedly, these time savings fell short of what HPS had initially hoped.

Overall, it appears that the new model offers definite improvement to DV investigations within the HPS. The problem is that the model also appears to make other investigations suffer. Because priority is given to domestics over other types of crimes, investigative officers often get held up because of the frequency of domestic violence incidences. As a result, there is no continuity in solving other crimes. Patrol officers are left to bear some of the burden of other investigations, and without new hires, frontline coverage is thinned out and the "crime pipe" widens. For these reasons, Supt. Petz suspects that the research will conclude that although it is good to specialize in domestic violence, the domestic violence unit should be separate from the investigative squad.

Carrying out the Pilot Project did not require any new hires as internal resources were merely shifted. The only cost was for overtime hours because the patrol division strength was short. For such a system to work on a long-term basis, new hires would be needed or else patrol numbers would suffer and the crime pipe would widen. Indeed, if the results of the research are as expected, the original 2005 proposal is much closer to the ideal than the Pilot Project. It will

then be up to the Chief of Police to decide if the benefits of a distinct domestic violence response unit outweigh the costs.

7. NEIGHBOURHOOD SAFETY PROJECT

In 1998, crime levels in Hamilton had reached a crisis level. The Hamilton Police Services' (HPS) antiquated system was in dire need of reform. For decades, the approach used was best described with the so-called "crime pipe theory". At the entrance of the pipe, the police took a proactive approach. Patrol officers are on duty to prevent crimes from ever-occurring. Despite the best efforts of the patrols, however, some crimes inevitably managed to slip through the pipe. At this point, it was the duty of the investigative officers to employ a reactive approach to crime.

The crime pipe analogy, despite its simplicity, makes intuitive sense and proved adequate for years. Beginning in the 1980's, however, several factors – both internal and external – emerged that challenged the way the old system functioned. Patrol officers grew dissatisfied with their jobs, which they regarded as more mundane than those of investigative officers. In order to appease their complaints, patrol officers were allowed to do some light investigative work. Gradually, patrol officers began undertaking investigative tasks that grew progressively more detailed. As a result, officers were taken away from the proactive side of policing, allowing more crime to slip through the pipe. The courts later began demanding more detailed investigative reports and a series of provincial legislative mandates emerged that required more investigative time. Both of these factors caused a further "widening" of the pipe and exacerbated the rising crime levels and resource requirements.

Crime levels peaked in 1998, at which point HPS responded by critically examining their own practices and searching for more effective alternatives. A team of ten was assembled to spearhead the initiative. It consisted of three permanent members (John Petz, Rita Lee-Irvine and Debbie Gifford) and seven other individuals who represented a cross-section of officers, volunteers and civilians. The team undertook a project known as Challenging our Patrol Priorities into the Next Century (C.O.P.P. 2000), endeavouring to radically change the way patrols are managed.

There are three basic functions for a police service: emergency response, investigative response and dealing with quality of life issues. Internal analysis revealed that although the HPS excelled in addressing the first two functions, they struggled a great deal with the third. In years passed, there had been previous attempts at addressing quality of life issues. In 1990, the Police Services Act of Ontario was enacted to better connect the police to the community. In Hamilton, it resulted in the creation of several committees to deal with the community, the establishment of eight community policing centres where people could initiate contact with the police, the deployment of more bike and foot patrols, and the creation of community specialists to work within the services. Although these new specialist positions helped to address quality of life issues, problems still existed within the core of patrols.

Further internal analysis highlighted problems with how patrol squads were managed. The city of Hamilton is divided by HPS into three patrol divisions – the downtown core (Division 1), the east end (Division 2) and the mountain (Division 3).

Each division contained a number of beats. The patrol division is deployed into four separate squads, each of which contains sergeants and officers. Different squads are assigned to

cover different days of the week. Planning was done at the squad level; each squad was responsible for setting its own objectives and these were not shared with other squads. Problems arise because each beat was patrolled by officers from four distinct squads, and each group of officers was following different objectives that were not compatible and may even be contradictory.

Following their internal reviews, members of C.O.P.P. 2000 focused their attention on other police services in an attempt to learn about alternative methods of policing. The research included trips to San Diego, Chicago, and Surrey, England to learn first-hand from some of the elite police services in the world. In San Diego, members of the team attended a conference on problem-oriented policing – a more tangible form of community policing that is executed well in San Diego. Problem-oriented policing is focused on rectifying the root causes of problems, rather than merely patching things up on the surface.

Next was a trip to Surrey, England where the police force was renowned for geographic policing. Under a geographic policing system, police officers are responsible for a designated area. The ownership over an area fosters an added sense of responsibility and pride in keeping it crime-free. Surrey Police were also able to teach members about the use of a Call Management Branch (CMB) that siphons out cold calls and frees up time for officers on patrol. Surrey was also where HPS first discovered about the concept of a Crime Manager; a position that has since evolved and applied in Hamilton.

Finally, the team traveled to Illinois to examine the Chicago Alternative Policing (CAPS) program. The CAPS program is based on bottom-up planning. While conventional police planning stems is usually top-down; under the CAPS approach, police work closely with the community when deciding how to best manage their services. A program like CAPS also enables police to tailor different plans for different neighbourhoods. The Chicago police department's use of ICAM software (now called ClearMap) also resulted in a spin-off project for HPS: the development of the Beat Tracker software tool that is an important complement to the Neighbourhood Safety Project.

After a year of information gathering, HPS was prepared to carry forward with the C.O.P.P. 2000 initiative by incorporating all of the above elements. The program's process was slowed, however, by ongoing negotiations with an initially reluctant Police Association. It is important to note, however, that the Association is now in full support of the program and many joint committees between labour and management exist to help ensure its continued success.

C.O.P.P. 2000 was renamed the Neighbourhood Safety Project (NSP). After extensive preparation work by the Implementation Team, the NSP Pilot Project was launched in Division 2 in 2005. The Pilot was deemed an unmitigated success through various evaluation means. In 2002, an independent evaluation consortium comprised of McMaster University, Nipissing University, the Hamilton Volunteers Centre and the Social Planning and Research Council and HPS members, administered an external survey to over 1,700 citizens which established the baseline for evaluation. The Association conducted member surveys to evaluate HPS members' perception of NSP. In 2006, the NSP model was implemented Service-wide in Divisions 1 and 3 as well.

Although several ideologies and practices combined to make the NSP a success, the most influential change was the restructuring of the management of patrol officers with the creation of Crime Managers. Under the new system, the geographic classifications of Hamilton remain the same as do the four squads of police officers. The concept of geographic policing has now been introduced as each officer is assigned to a specific beat. Additionally, every sector is appointed with a Crime Manager. The Crime Manager communicates with all patrol officers who work within his/her designated sector. This communication ensures consistency across all squads. Effectively, all officers now have a responsibility to report to two managers; they are responsible to a squad Sergeant for reactive work and to a Crime Manager for proactive work.

The Crime Manager's role is further defined by the additions of intelligence-led policing and bottom-up planning. Under intelligence-led policing, special units keep their sectors informed by reporting details to the Crime Managers who in turn disseminate the information to the beat officers. Crime Managers also oversee the community planning process. Members from all squads, under guidance from the Crime Manager, meet with the community to develop neighbourhood plans and operational strategies.

The role of the Crime Manager evolved throughout the life of the Pilot as officers adapted to the new system. Initially, there was mainly a one-way flow of information between Crime Managers and their beat officers. Over time, communication has started to flow both ways. Ideally, the community teams will become so cohesive that members of different squads working in the same sector will communicate with each other without requiring the Crime Manager as an intermediary. At that point, the Crime Manager's responsibilities will be simplified to acting as a liaison with special units and the community.

The innovative new approach to frontline management has been paired with timesaving techniques to "tighten" the pipe and reduce crime. Surrey's Call Management Branch has been successfully implemented in Hamilton, resulting in estimated savings of 2,000 hours a month. In addition, HPS has saved time with modifications to their Accident Support Unit (ASU). Citizens now attend the Accident Support Units at the police stations to report accidents. The job of investigating damaged property (when there is no personal injury) has been outsourced to a private company.

Initially, members of the C.O.P.P. 2000 team were directed to implement their ideas without creating additional costs for the Service. As a result, patrol officers became Crime Managers. Unfortunately, this move served only to further widen the crime pipe as another 24 patrol officers were removed from the frontline. Eventually, 24 new officers were hired to fill the void – representing the main cost associated with the program. Training costs were not material as it was simply integrated with the existing block training regimens.

Overall, the NSP has been a tremendous success. A steady decrease in crime suggests that the pipe has indeed tightened while public surveys indicate the community has been very responsive to increased involvement. It is also interesting to note that unlike the Chicago experience, where CAPS worked notably better in poorer communities, NSP has been successful across all areas of Hamilton, regardless of socio-economic factors. The use of bottom-up

planning was particularly effective in Westdale, one of the more affluent areas of Hamilton that was plagued with quality of life issues resulting from a large student population.

Internally, police officers have been very receptive of the new system. Two internal surveys conducted by Dr. Greg Brown of Nipissing University in 2002 and 2005 demonstrate a tremendous boost in morale since the adoption of the NSP. Metrics also indicate that the implementation of NSP has succeeded empirically in increasing proactive police work. Over the first half of 2006 in Divisions 1, 2 and 3, the percentage of time officers spend on proactive work increased by 6%, 3% and 3% respectively.

The Neighbourhood Safety Project is definitely a unique dual model for a regional police service. Although the Ontario Provincial Police use some similar variations in rural areas, the HPS has succeeded in bringing a small town policing concept to a big city.

8. VICTIM SERVICES

Police work often involves the difficult task of dealing with victims of horrific crimes. The duties of investigative officers often must be performed in routine and matter-of-fact ways. Such practices often overlook the human compassion aspect of police work. Although victim services are a fairly standard division within most police services, the HPS has taken strides to ensure theirs go the extra step to provide complete assistance to people in their hour of need.

Victim Services (VS) was first established in 1992 with funding from the Police Services Board. Initially, the branch was essentially just a 24/7 help centre. The focus was on providing quick service to callers and then referring them elsewhere without providing much direct assistance. Since then, the level of service has been greatly enhanced and, under the guidance of administrator Elizabeth Repchuck, Victim Services now provides an array of special programs. The Branch now aims to be as hands-on as possible in its effort to help the victims of crime. VS has a penchant for collaboration, and many of their programs are joint efforts with some combination of other police units within the HPS or social assistance programs in the Hamilton community.

The 24-hour response system to victims of crime and trauma has not been replaced, however, it remains a central part of Victim Services. Three staff members and ninety-five volunteers work to field calls from victims of any type of crime – both personal and property. Volunteers are clearly an important part of Victim Services. No previous experience is required to become a VS volunteer; just compassion and empathy. Volunteers are trained in-house in a 12 week program that runs from January to April.

The type of help victims need is diverse and varies with the situation. Sometimes it involves direct protection from the police and other times it is more a matter of emotional support. The Domestic Violence Emergency Response System (DVERS) is a prime example of a program that addresses the former. A joint initiative with ADT Security Services Inc., DVERS involves placing alarms in the homes of people who are deemed to live in high risk domestic violence environments. The alarms provide the quickest police response possible if further trouble ensues.

The position of Homicide Family Liaison Specialist is central to the success of Victim Services. The goal of these specialists is to provide the family members of homicide victims with a seamless continuum of services. The program is made possible through an internal partnership with the Major Crime Unit (MCU). Whenever the MCU is called for a homicide report, VS staff is called out as well to begin working with the family as soon as possible. It is important to note that only staff, and not volunteers, is allowed to handle such serious incidents. It is the job of specialists to facilitate crisis intervention; they are continually monitoring the psychological needs of family members, especially in instances where family members must testify. Specialists also spend a great deal of time educating families on the investigative process. They inform families on the role of the hospital, the morgue and media and advise them on what to expect from family, friends and neighbours. Information on the criminal justice system is communicated to family members. Often the legal process and rules of evidence will not allow for the immediate disclosure of information, even to immediate family members. It is the role of the

specialist to sympathize with the frustrations of family members who are seeking immediate answers and can't have them.

Education is just of the services made available to the family of homicide victims. Victim Services offers a full array of support mechanisms. They will help the family as much or as little as the family wants with counselling, financial issues and the arrangement of the funeral.

One of the simpler activities Victim Services is involved with is the Trauma Bear Program. A joint program with the Quota Club of Hamilton, little children and the elderly who are victims of crimes are given teddy bears. Although the gesture is small, it is far from insignificant, as the stuffed toys often go a long way in providing solace.

Victim Services is actively involved in engaging the community. Training on victimology is provided not only to all police officers but also to the community at large. Presentations and workshops allow VS to teach individuals about how to respond to victims of serious crimes. Additionally, Victim Services is a member of several community advisory groups and connects well other social services.

The cornerstone of the Victim Services Branch is their award-winning High Risk Domestic Violence Response Program. The program is a partnership with the Family Violence Resource Unit – another internal unit within the HPS. Four years ago, there was a realization within the Service that some instances of domestic violence in Hamilton are more high risk than others. The resulting year-long study concluded that not only do high risk instances exist; they require special consideration from the police.

The guiding principal of the program is to effectively manage both the victims and offenders in high risk domestic violence situations while ensuring community safety is protected. A two-pronged approach has been developed to meet this goal. The first prong is the High Risk Domestic Violence Operation Team, which is comprised of members from VS and the aforementioned Family Violence Resource Unit. The team meets weekly (or more often if need be) to discuss cases that potentially meet the thresholds to be deemed high risk. The team reaches a yes or no decision for each case, and Victim Services provide enhanced services for those cases that are high risk. The goal is to build a partnership between the victim and the police. Enhanced services include safety audits and the DVERS alarm for victims. Additionally, VS work with social service agencies in Hamilton to provide extra protection for women and children in high risk environments. Victim Services also actively works with the courts, advocating with parole agencies to ensure checks and balances with offenders are met.

The second prong in the approach is the High Risk Domestic Community Advisory Team. This team is comprised of domestic violence victim advocates, people who manage offenders, and community members in the HPS. Monthly meetings are held to discuss the highest of high level risks. Intervention strategies that are best for the management of the victim and the offender and public safety are selected.

The annual budget for the Victim Services Branch is about \$300,000. This figure includes salaries, training costs, programs and supplies. It is important to note that the Police Service Board did not provide any additional funding to the branch as it began to expand from a

mere call centre. Victim Services survived by reallocating their budget expenses and also benefited greatly from the hard work of staff and volunteers. Individuals voluntarily increased their workload without compensation simply because it was the socially responsible thing to do in light of the needs of the community.

Although there is no formal research that concludes HPS' Victim Services Branch is the most successful, anecdotally there has been a better relationship forged now that the community is more actively involved. In fact, referral rates for VS have increased by 130% over the past ten years. The unit has also received tremendous positive feedback from officers in all other units. HPS has been invited several times to attend the Ontario Death Review Committee because of their excellence in victim services and police departments in Illinois have recently adopted a Hamilton-inspired model. The crowning achievement of Victim Services is winning the Webber Seavey Award; an international award given for best practices in a police organization.

The Victim Services Branch is regarded as very important within the HPS as a whole; it is given a great deal of autonomy. This system is in stark contrast to the majority of police organizations, where often times victim services units don't even exist in-house. It is not uncommon in other regions for victim services to be provided only through community support networks and not through the police at all. The emphasis placed on Victim Services underscores the positive philosophy of the HPS as a whole: they are focused on more than just catching the offenders; they are focused on helping the community heal.