

EVALUATION OF THE METRO VANCOUVER TRANSIT POLICE SERVICE DEPLOYMENT MODEL

FINAL REPORT

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January 8, 2021

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ACKNOWLEDGEMENTS

A project of this scope could not have been completed without the participation and cooperation of the sworn officers and civilian members of the MVTP. The research team would like to thank the officers at all ranks who participated in the focus group sessions and interviews as well as the officers who completed the on-line survey. We were particularly appreciative of the officers sharing their lived experiences and their candid and thoughtful discussion of the issues that were raised in the focus groups and interviews. While criticisms of the current state of the SDM and the department were offered, so too were constructive suggestions offered for how the challenges could be met.

The project team would like to thank Chief Officer Dave Jones and Deputy Chief Officers Mike Cumberworth and Barry Kross for their cooperation and assistance in facilitating the research. Clark Glassford, Manager, Human Resources and Stephen Crosby, Manager, Strategic Services responded promptly to our numerous requests for information and provided valuable input into the draft report. Patrick Koch, Manager Risk, Analysis and Emergency Planning and Inspector Barry Hicks, Recruiting Section very generously provided materials that are included in this report. Special thanks to the members of the Chief's Community Council who contributed their thoughts and suggestions. The representatives have a strong commitment to their respective communities and are a valuable resource for the MVTP.

We would also like to thank our friend and colleague Yvon Dandurand for this assistance in conceptualizing the framework of the evaluation. And a special thanks to Jaemie Valenzuela for handling the logistics for the focus groups and interviews.

The members of the project team have been privileged to have worked with MVTP officers at all ranks over the past seven years on a variety of studies related to transit policing and the SDM. Throughout this time, we have had in-depth discussions with many of the officers about general policing issues and transit policing. Several have made guest presentations in our classes at SFU, KPU, and Douglas and have made themselves available to students who have an interest in policing and, more specifically, transit policing. All of us on the project team have been enriched professionally and personally by this experience.

Over the years, we have developed an appreciation for the challenges of being the province's only regional police service, responsible for a vast transit network. We have made every effort to ensure that the lived experiences of officers at all ranks of the MVTP were accurately documented in this report. We are hopeful that the materials contained in this report can be used by the MVTP to improve the delivery of policing services to transit users and communities throughout the greater Vancouver region.

PROJECT OBJECTIVES

This project was designed to evaluate the MVTP Service Delivery Model (SDM) that was implemented in 2015. The evaluation was built upon several studies completed by the project team prior to and following the implementation of the SDM. These previous studies on various facets of MVTP operations informed the development of the SDM.

The primary objective of the present project was to determine the impact of the SDM on 1) the MVTP organization; 2) the patrol function; 3) the strategic activities of the Neighbourhood Police Officers (NPOs); 4) community stakeholders; 5) transit users; 6) crime and disorder; and 7) the overall delivery of transit policing. Specific questions were posed for each of these areas and data were gathered to provide answers. The recommendations set out in this report flow from the findings that were obtained in addressing each of the seven key areas.

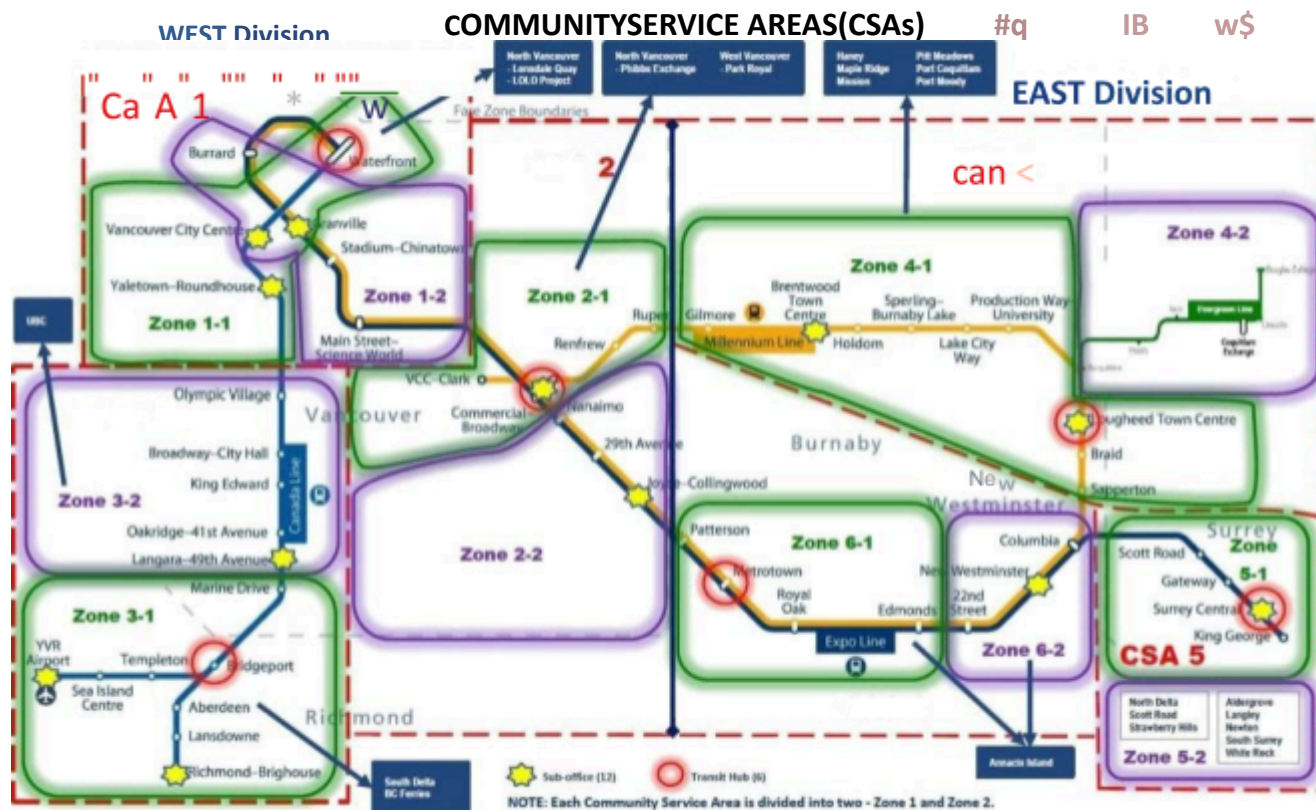
The evaluation was designed to produce materials that can be used by senior management in its strategic planning process.

THE DESIGN AND IMPLEMENTATION OF THE SERVICE DELIVERY MODEL (SDM)

The MVTP SDM was implemented organization-wide in January 2015. It was designed to create a new framework within which transit policing services were delivered and to maximize MVTP resources. It was also intended that the SDM would facilitate the development of a MVTP identity and unify the organizational culture.

The SDM is centered on a zone community policing model that required officers to assume ownership of one of six Community Service Areas (CSAs). There are three CSAs in the West Division (Waterfront, Marine/Gateway, and Broadway/Commercial) and three CSAs in the East Division (Metro Town/New Westminster, Lougheed, and Surrey Central). Each CSA has a hub SkyTrain station and several outlying SkyTrain stations. See Figure 1.

Figure 1. The MVTP CSAs



The hubs were identified based on calls for service, customer perceptions of safety and security, the volume of transit users, and the strategic position of the hub in relation to other parts of the system. The intent was to have MVTP officers assume ownership of the CSA to which they were assigned.

The SDM called for officers to be present at the hubs and environs during specific times to increase visibility and accessibility of the officers to transit users. For calls for service in other areas of the system, the strategic location of the hubs would allow MVTP officers to respond to the call in an efficient and effective manner. The work at the hubs was to be overseen by a patrol sergeant.

The objectives were to improve service delivery, facilitate the identification and problem-solving response to issues of crime and disorder, provide increased visibility and reassurance to transit users, and to develop collaborative partnerships with the JPDs and community stakeholder groups. The model would be supported by leading-edge analytics to ensure that the activities of the NPOs and the patrol officers were intelligence led. The model was designed to fundamentally alter the delivery of policing services by providing a structure within which services were delivered, while at the

same time ensuring that the unique features of each CSA were accommodated and addressed.

An objective of the SDM was to break down the barriers that had traditionally existed between the MVTP and its various stakeholders. This would facilitate information and intelligence sharing as well as collaboration and contribute to a safe and secure environment for transit users and communities near transit stations.

The SDM foundational document, distributed on January 16, 2015, described it as “a policing philosophy based on the following two core beliefs”:

- 1) A police agency requires the cooperation of, and a partnership with, the community/customer it serves.
- 2) A continuum exists between low-level crime and/or social disorder and serious crime. The philosophy of community policing is based on the belief that a breakdown of community controls, as evidenced by low-level crime and/or social disorder, can and will lead to a community's disengagement from its commitment to public and transit system safety. This disengagement ultimately fosters a climate of crime and social disorder. (South Coast British Columbia Transportation Authority, 2015:2)

The SDM foundational document set out the roles and responsibilities of MVTP personnel at all ranks within the organization. These included public reassurance and community policing, crime management, problem solving, and, developing relationships and partnerships.

The foundational document for the SDM also stated, “The community-based Service Deployment Model (SDM; subsequently renamed “Service Delivery Model”) is designed to improve the effectiveness and efficiency of policing on the transit system and to address the unique features and challenges faced by the Metro Vancouver Transit Police” (p. 4).

The perspective was that, to achieve the MVTP public-safety objectives, the police could not be the system's only public safety provider. Every stakeholder had responsibility for public safety on the system. Promoting community partnerships meant creating strategies for the mobilization of all relevant elements of the transit system. The community, police, businesses, other service providers, Coast Mountain Bus Company (includes SeaBus) and B.C. Rapid Transit (includes SkyTrain and Westcoast Express) must all work collaboratively to enhance safety, security, and comfort of all customers.

To this end, the originating document stated that the MVTP had an obligation to invite, include, and involve the community in its operations, stating:

“Only by inviting, including, and involving the community can the TP establish the understanding, support, and collaboration between itself and the customers which is necessary to achieve the objectives. Community participation in public safety issues is critical because community participation creates shared ownership of a problem, shared decision making, and shared responsibility and accountability for problem solving.”

The SDM framework provided MVTP with the opportunity to develop an identity separate from its municipal counterparts, while supporting a framework and process that would facilitate MVTP being a valued partner to the JPDs in addressing crime and customer concerns on and near the transit system. The ultimate objective was to have personnel from all facets of the enterprise working seamlessly with one another in support of the transit customer experience.

The final paragraph of the original SDM document stated:

“The implementation of the SDM will require a clear focus, a strong determination to carry through with the necessary allocation of time and resources and the consistent support of dedicated staff. In most jurisdictions, the transition from a more traditional, incident-driven policing model to a community policing service delivery model takes time. The organizational transformation in the MVTP is expected to advance over the next year, consistently being evaluated and modified for improvement.”

PROJECT METHOD

The evaluation was conducted during the period from July 1, 2019 to March 31, 2020. It used a multi-method approach which included:

- interviews and focus groups with MVTP officers at all ranks
- a study of transit users' perceptions of safety and security, replicating a previous study
- interviews with the first and second generation NPOs
- interviews with civilian analytic staff
- an on-line survey of MVTP officers querying them about the SDM and their experiences with, and opinions of, the model
- interviews with members of the Chief's Community Council
- a review of incident reports and crime data to determine the impact of the SDM on crime and disorder in the CSAs

an assessment of the impact of specific interventions and initiatives taken by the NPOs

a review of MVTP documentation, including the original materials that provided the foundation and informed the creation of the SDM.

The project team was able to complete nearly all the data collection activities prior to the COVID-19 shutdown in mid-Spring, 2020. It did cut short the field study of transit users and prevented team members from conducting interviews with representatives from the jurisdictional police departments (JPDs).

The materials gathered in interviews and focus groups with MVTP officers at all ranks is presented as their lived experiences. This qualitative approach best captures the dynamics of the organization, the impact of the SDM, and how officers have experienced the implementation of the model. Although the perceptions and perspectives of the officers were not subjected to empirical validation, it is nevertheless important to consider the lived experiences of personnel at all ranks in the department. For the participants, their views are their reality and must be considered. Also, in a project of this magnitude, it is likely that the project team missed important items of information. The hope is that the materials that were gathered are an accurate reflection of the issues that were examined.

THE LIVED EXPERIENCES OF MVTP SENIOR MANAGEMENT

There was a consensus among the senior executive and senior management that the SDM had been successful on several counts. The MVTP's vast geographic area of responsibility had been divided into manageable units and provided a framework within which resources could be deployed. It was noted that the SDM had also increased the accountability of officers and their managers and that the department was in the process of developing new performance metrics for the NPOs and for patrol officers.

However, the officers who were interviewed identified several historical and current challenges that, in their view, had hindered the implementation and effectiveness of the SDM.

There was also a consensus among the executive officers that the department had not developed an effective communication strategy for the SDM. As a member of the executive stated:

“A key challenge for the model is the lack of buy in from the members. We run the risk of losing our membership. We need to develop awareness again. We are doing pieces of the SDM. They need to own the CSA.”

There was also agreement among senior management that the MVTP had not developed an effective communication plan for the SDM which contributed to the inconsistent messaging and confusion among frontline officers about their roles and responsibilities.

Relationships with the JPDS

There was a consensus among the executive officers that the SDM had provided a framework for officers to improve relationships with the JPDs and to create innovative partnerships. The officers cited several examples of MTVP-municipal police partnerships, including MTVP officers working with the RCMP Mobile Response Team in North Vancouver dealing with transit-related issues.

The Organizational Identity of the MVTP

There was a shared view that the SDM had improved the MVTP's reputation with one senior officer stating:

“One of the successes of the SDM was improving the work of transit police in the Lower Mainland, internally, with the public, and with the JPDs. Transit police has scored better on those fronts because of the change in how officers are deployed and improvement in how they advertise themselves. The SDM was successful in changing the internal and external identity of transit police. It allowed for an initiation of dialogue about the model and what transit police does. I don't think that our members feel lesser than other JPDs anymore.”

Staffing

It was acknowledged by the senior management that staffing issues had compromised the implementation of the SDM. As one officer noted:

“It's been difficult to get to the ideal situation where the officers are working in the same CSA every day, all the time. To get that continuity. We have not been able to achieve that for a variety of reasons. We don't have enough members to go around any time that we are shod, and we've been chronically short for the past five years. Many members are not working just one area. They are constantly being pulled out to work other areas and it's not even within one region. They are being sent across from East to West. Because they can't keep enough bodies on.”

Recruitment and Retention of Officers

A primary objective of the SDM was to increase the recruitment of officers and to reduce the number of officers leaving the MVTP for other police services or other employment. It was also designed to decrease the department's reliance on retired officers from other police services. This was to be accomplished by developing the MVTP brand and culture and providing opportunities to have ownership over the CSAs and the zones and to work collaboratively with community stakeholders to identify and respond to issues of crime and disorder.

A review of the MVTP hiring data for the period 2014-2019 revealed that there have been significant changes in the attributes of the officers hired. There was also the perception by the officer in charge of recruiting that there had been a decrease in officers leaving the MVTP. The extent to which this was due to the implementation of the SDM is difficult to determine, although the senior-level officers felt that it had played a role.

The Role and Impact of the Neighbourhood Police Officers (NPOS)

The executive expressed strong support for the NPOs and acknowledged the valuable work these officers had been doing since the inception of the SDM. In the words of the Chief Officer, "It's amazing what these six officers have done."

In the view of the Chief Officer, however, the NPOs were often working separately rather than in collaboration with the patrol officers, stating: "They should be saying, 'This is how you and the Watch can help me.' The members need to know what projects the NPOs are working on so that they can plug into projects." The Chief Officer further noted the need to create collaborative opportunities for patrol and the NPOs. Another member of the executive echoed this sentiment, stating:

"There is a gap between the NPOs and their patrol peers. The NPO's activities are not tied back to the patrol members. The NPOs have many community contacts but the question is whether or not members are involved in the partnerships that have been established. They have built a great foundation with the community and with their involvement with stakeholders in their respective CSAs. They need to understand how to plug and play officers into these activities."

A Deputy Chief concurred, noting, "The role of the NPOs has not yet been firmly engrained. There is some disconnect with the squads although this is changing. Some NPOs now show up at briefings and present information on initiatives and projects they

are working on.” It was also noted that there were barriers between the patrol officers and the General Investigation Unit and questions as to how the investigative units interfaced with the SDM. This issue that was not explored in the evaluation but should be the focus of further study.

One Deputy Chief also noted that the original vision was that the NPOs were to be closely integrated into Operations (patrol) but that these connections had not developed:

“The efforts of the NPOs to ingrain themselves into their communities stretched them too thin and some could not limit their scope in order to liaise and connect back to Operations. The NPOs all got so excited about growing their role, they took on so much for their stakeholders, which ultimately led to them being siloed off from patrol.”

It was noted that attempts were being made to have the NPOs attend patrol briefings more regularly and also commented that more is being done to hold the NPOs accountable to their supervisor and to update Operations on what they were doing.”

THE LIVED EXPERIENCES OF PATROL OFFICERS AND THEIR SUPERVISORS

Focus group sessions were facilitated with frontline patrol officers and patrol supervisors. The discussions centered on: 1) the officers' perceptions of and experiences with the SDM; 2) hub time; 3) the department's analytical capacities; 4) officer performance metrics; 5) the NCOs; and, 6) policing on and away from the transit system.

The senior patrol officers evidenced a higher level of knowledge about the SDM than did the less-experienced officers. Many were able to explain, to a degree, the original vision of the SDM. However, by their own admission, not all officers fully grasped the model and its objectives. They understood the rationale behind the hubs and CSAs and acknowledged that the SDM had been “a huge change” from how they operated prior to its implementation. That said, some of the senior patrol officers expressed a degree of confusion about the current application of the model. It was also felt by some officers that the way the SDM had been implemented was somewhat different in practice than originally intended.

Several officers expressed concern that operations had been moving further away from the original objectives of the SDM, which they felt were designed to increase patrol officer visibility and engagement in and around the transit system. In the officers' view, there needed to be an explanation of the model, of what needed to be done. One officer stated, “Tell the members what the model is trying to do. Put the right people in the right

places based on their wants, where they can get to know the community. And ask for feedback on how things can be more efficient.”

The constant turnover of Chief Officers was viewed as a major factor affecting how the SDM had been implemented and as contributing to the confusion about the model that existed among the members. In their view, each time the department had changed Chief Officers the vision for the SDM had changed slightly, with one officer stating, “the messaging surrounding the SDM has gotten muddled over the years.”

There were also concerns that the SDM was not being properly communicated to new members during the recruiting and training process. The sense among these officers was that recruits were not properly educated or were presented a negative image of the SDM. Consequently, in the view of senior patrol officers, newer members were not necessarily policing in a way that the SDM required.

The CSAs

There was general agreement among the senior officers that dividing up the geographical map of transit was a positive development that provided a framework for deployment. However, in their view, a challenge was that in most instances, the deployment of officers to the CSAs was often random. There was no policy or consistent practice with respect to how long officers were to be deployed in a specific CSA. This resulted in considerable variability across patrol teams and often depended upon the individual NCO in charge. This made it difficult for patrol officers to assume ownership of their CSA as was originally envisioned in the SDM.

The officers also cited the imbalance in workload among the CSAs in terms of call volume and call types between the East Division (incorporating New Westminster, much of Burnaby, Coquitlam, Port Moody and Surrey), which generally had a higher call volume and more serious crime, and West Division (primarily containing Vancouver and Richmond), which was typically slower and had less variation in crime. West Division was viewed as “more boring” than East Division.

Several of the officers in the focus groups indicated that they had no desire to remain in certain CSAs for extended periods of time. One officer explained that, in the early days of the SDM, the expectation was that officers would be posted in the same zone for three months at a time, which he and others in the group felt was “horrible.” He said that, given the unique nature of the transit population, posting officers in the same zone for months at a time was not necessarily productive in the same way as assigning a VPD officer to the same patrol district for a period of time.

Hub Time

The issues surrounding hub time are illustrative of the inconsistent messaging that has plagued the implementation of the SDM. The consensus among the senior patrol officers who participated in the focus group sessions was that, for the patrol members, hub time was synonymous with the SDM. Mixed messaging from management and inconsistent expectations across patrol teams (NCO driven) created frustration, disdain, and anger among patrol officers.

The officers' understanding of hub time when the SDM was implemented was that patrol officers would be stationary and visible at the hub station during designated three- hour periods. The officers stated that there was no explanation provided for this and no gradual roll out. They were simply told that they would now be spending three hours per shift stationed in the hubs, with the expectation that they be static and visible. The impetus for remaining in the hub was that officers would deter more crime and identify more offenders.

Throughout this time little effort was made to explain to members the rationale behind hub time or, more importantly, the goals of the strategy. According to one officer:

“People have never understood why we're doing it. There was inconsistent messaging and communication from patrol NCOs who either willfully or accidentally misinterpreted the message, failed to understand the message, and or failed to properly communicate the message to patrol members.”

Other comments included:

“The NCOs are inconsistent. This leads to a lack of consistency among the squads. We need to come up with a clear policy as to what hub time is. If officers are just standing around, that's bad optics.”

“The goal and message of hub time has morphed. There is no consistency among the squads as to what the plan is. Are my feet supposed to be in cement or can I wander? Members don't understand what it is.”

“There were no briefing presentations, no real justification for why we were doing it. We were told that it was because of the number of persons coming through the station each day. Most people are staring into their cell phones anyway.”

Despite the mixed messaging around hub time and variations among the NCOs in how the policy would be applied, there was general agreement that there had been more clarity around the issue in recent months. The officers noted that the new Chief Officer had begun to address the issues surrounding hub time, one stating:

“The membership has been told to get the word ‘hub’ out of our vocabulary. While there is no more hub time, members are expected to be out in their area during shifts, checking, on their feet and out of the patrol cars. Which was the intention from the start. It has gone full circle, stating to go in the direction where it was intended.”

The overall impression from the discussions with the more senior patrol officers was that the issue was finally being resolved, or, as one officer stated, “getting to a better place.” Notably, the officers indicated that patrol officers were now generally permitted to move to other stations in the zones, rather than remaining static at the hubs.

The Role of the NCOs

The NCOs at the middle management level were viewed by many frontline officers as contributing to the challenges experienced in implementing the SDM. More specifically, officers often identified the NCOs as the source of the communication breakdown between upper management and front-line patrol. As one member noted, “There's always been a huge communication issue here.” A common sentiment among the officers was that the agency continued to be beset by a lack of communication, confusion, distrust, and inconsistency in messaging, due in large measure to the NCOs. As one officer stated, “They are the choke point.”

The Generational Gap Among Officers

A theme that emerged from the focus group discussions with the senior and mid-level patrol officers was the perception of a generational gap between the more experienced officers and the younger officers with respect to the perspectives on what constituted transit policing. There was a widespread view that the younger members were spending less time in and around the transit system and were instead venturing off the system to do what the younger members felt was “real” police work.

The officers acknowledged that a delicate balance was required to keep the younger officers connected to the system while allowing them to take some calls and do police

work that was not transit related. The consensus among the senior patrol officers in one of the focus groups was that the younger officers were working more frequently away from the transit system while the more experienced officers were focused on the transit system.

These differences were exacerbated (or enabled) by the absence of a clear vision for what patrol officers were expected to do outside of hub or zone time. Members admitted that they received little guidance or direction from supervisors. As a result, as one officer stated, “It has created a situation in which some officers don't even see the trains or anything transit for most of their shift.” They added that for more junior members, policing had become a zero-sum game: “They do their three hours at the hub or zone and then get away from the trains as fast as possible.”

The officers noted that a contributing factor was that the field training of recruits was increasingly being done by junior members, which had changed the norms for patrol officers. This has resulted in new recruits increasingly being trained to be less transit police-oriented and more municipal-police oriented. The senior officers felt that the younger members were not being taught about the value of proactive policing within the transit system and that proactive policing around the stations and on the pathways to stations included detecting criminal behaviour.

These views are reflected in the following selected comments:

“Why not walk on the trains? You'll find some good stuff on them. Especially at night.”

“The focus has always been on transit since I've been here. But if you've been here long enough you can realize that you're not stuck. You can be proactive. You can be out and about on the system.”

“Part of the issue for younger members is that they can come to feel like their career is stagnating or that they have fewer opportunities for progression. Even for members who want to do transit policing, there comes a time where they want to be able to progress and right now, outside of secondments or GIU [General Investigation Unit], there are few chances for that progression.”

The view was that the younger officers were given “more free range” to venture away from the transit system to do police work, while more senior members were expected to be closer to transit and to be on the trains. As one experienced patrol officer described it, “Our main focus is the electric train set. It always has been.”

More experienced patrol officers tended to view their role as that of transit police who engaged in some municipal policing activities, whereas they felt that the younger patrol officers viewed themselves as primarily municipal police officers that did some transit-related policing. This could have implications for the extent to which the SDM is accepted as an operational practice by officers.

A concern among several of the experienced patrol officers was that the younger members had a negative perception of the transit system and, because of this as one officer noted, “They feel like they need to look beyond the [transit] system to find meaningful or exciting things. Another officer stated:

“What I find is that I spend 99% of my time on the system. All I deal with is system issues. I feel my job is the transit system. I have no problem sticking to the system because if you really look, there is a lot of stuff on the system. Now I find that young people want to do anything but be on the system. They do everything off the system.”

THE LIVED EXPERIENCES AND CONTRIBUTIONS OF THE NEIGHBOURHOOD POLICE OFFICERS

A core component of the SDM is the position of Neighbourhood Police Officer (NPO). The original SDM document, titled *Community Based Service Delivery Model* (2014) set out the roles and responsibilities for what was initially termed a “Community Service Officer (CSO)” position. These involved four areas: 1) public reassurance and community policing, 2) crime management; 3) problem solving; and, 4) relationships and partnerships.

The primary role of these officers, each of whom was responsible for a CSA, was to serve as a liaison for MVTP patrol officers, the JPDs, and other stakeholders. The NPOs were charged establishing relationships and partnerships with community stakeholders, including the JPDs, and working with patrol officers to address problems of crime and disorder.

A key focus of the evaluation was gathering information on what has transpired with the NPO program since the inception of the SDM. The NPO program was discussed with senior management, with officers at various ranks throughout the organization, and with the NPOs themselves. In addition, data from the NPO daily activity logs for the period January-October 2019 were analyzed. Given their unique position, the lived experiences of the NPOs are considered separate from those of other officers. Their lived experiences highlight the significant accomplishments of the group as well as the systemic issues that continue to challenge the program.

The officers selected to be the first NPOs under the SDM were all highly motivated to carry out their roles. The first-generation officers remained in their positions for several years. The first turnover of NPOs was occurring at the time of the present evaluation (Fall, 2019-Spring, 2020).

Overall, the responses from the first-generation NPOs revealed that they took great pride in their work and felt they made significant contributions to the transit user community, community stakeholders in their CSAs, and to the MVTP. All recited instances where they were able to assume ownership of their CSA and to address issues that they had identified. The officers also identified several challenges they encountered during the years they were in the position. All offered suggestions as to how these issues could be addressed and how the NPO program could be strengthened and build upon the successes that had been achieved. These are discussed below.

A considerable portion of the interviews with the NPOs centered on their lived experiences in the role in the years following the implementation of the SDM. Their responses provide key insights into how the NPO program had evolved since its inception, the challenges that have been encountered, and how the current issues surrounding the program could best be addressed.

The Environmental Scans and Blueprints

To provide a framework for the activities of the NPOs in the CSAs, it was required that all the NPOs conduct environmental scans of their zones and, using the findings, construct blueprints (plans) for moving forward. The environmental scans and the blueprints that were developed from the scans are a core component of the SDM and the role of the NPOs. All the first-generation NPOs conducted environmental scans and prepared blueprints during the early stages of the SDM implementation. The template for the environmental scans is presented in Appendix B.

The process of creating the blueprints provided the NPOs with important information that assisted in addressing the issues in their respective CSAs and in engaging with stakeholders. In this respect, the blueprints contributed to the NPOs assuming ownership of their CSA. However, the overall utility of the blueprints for the MVTP and patrol officers was limited, as none of the documents have been updated since the original documents were prepared.

The first-generation NPOs felt that they had assumed ownership of their CSA and had established working relationships with community stakeholders. These achievements supported the implementation of the SDM. However, there was a consensus that, with a few notable exceptions, the SDM was not working as intended. The officers identified several historical and current reasons for this:

The Lack of Clarity of the NPO Role

The first-generation NPOs noted that there was never a clear understanding of what the role of the NPO would look like or what their work would entail. As one of the original NPOs recalled:

“When we first came together, they didn't have a plan for us for what they wanted us to do. They never had a way to measure us or an outline or blueprint of what we were supposed to do. If there was a plan, we never saw it.”

The original SDM documentation identified the primary role of the NPOs as one of engagement rather than enforcement and the work of the first-generation NPOs generally reflected this principle with the evolution of the officers' approach to their work. In some instances, the NPOs had previously worked in what became their CSA, so understood the area and some of the key issues. As one officer stated:

“My work in patrol carried over to my work as an NPO. At first, the high level of crime and disorder in the area necessitated a more enforcement-based approach targeting drug dealers and others involved in criminal activity. Over time, this type of activity in the area has dissipated. Gang presence has decreased and the dealing and disorder have gone down. I was then able to shift to a more engagement-oriented approach.”

Relationships with Patrol Officers

The responses of the NPOs revealed that a key issue since the implementation of the SDM was establishing legitimacy and credibility with patrol officers. The challenges in doing so have affected communication and information sharing between the two groups. The NPOs noted they had maintained good relationships with patrol officers since assuming the position, but that with the passage of time, there were increasing feelings of being “siloe off” from patrol, “particularly as it related to information sharing.”

The Evolution of the NPO Role

When this report was being written (Spring, 2020), the MVTP was developing performance metrics for the NPO position. Goals and objectives for the team (the supervising Sergeant and the NPOs) have been created, as has a mission statement. A list of Key Performance Indicators (KPIs) has been developed. These indicators are designed to allow members to identify what they are doing and who they are working with. The indicators can be adapted to the circumstances in each of the CSAs.

The intent is that NPOs will adopt a project-focused approach. Each NPO will have a quarterly project they are expected to design, implement, and track. This will involve an evidence-based, risk-focused identification of an issue. The NPOs will do the investigation, create the project, guide resource utilization, and produce a report. The projects will be related to the issues that exist in the respective CSAs. Examples from the various CSAs include at-risk youth, a problematic bus route, employee training, a CSA community police centre, and Indigenous youth.

Several steps have also been taken to address the disconnect between the NPOs and patrol. Patrol officers will be involved in NPO-directed projects. A business case will be created for each project that will include the plan for implementation and assessment. In addition, the NPOs have been instructed to attend patrol briefings and to be connected to patrol to avoid being isolated.

The NPO Skill Set

The department has recently reiterated the skills sets required of officers who assume the position of NPO. These include:

- the ability to work independently
- understand community-oriented policing
- be risk-focused, evidence-based
- know the issues and how to identify and approach the stakeholders
- know how to ask hard questions
- be willing to think outside the box; be open to engaging in problem-oriented policing
- have the ability to articulate, e.g. to “Tell the story about your CSA and what you are doing”

At the time the study was being completed, the MVTP was taking the initiative to improve the role and relationships of the NPOs.

THE LIVED EXPERIENCES OF JUNIOR PATROL OFFICERS

Focus group sessions were facilitated with patrol officers with less than five years' experience with the MVTP. Some of the officers were previously employed by other police services.

Perceptions of and Experiences with the SDM

A key finding from all three of the focus group sessions was that the junior officers knew little about the SDM and several were unable to even hazard a guess of what it was or what the model involved. Several officers stated that they had never heard the term

“service delivery model” used in the department. Among the other comments were the following:

“I watched a boring PowerPoint on the model but can't recall the details.”

“I've always just called it hub time.”

“I didn't even know it was a model. It was just the way we did business.”

Most of the junior-level officers equated the SDM to hub time. None of the officers in the three groups were familiar with any documentation on the SDM. One officer commented that they had learned that “The original idea [of the SDM] is that it encourages proactive projects.” However, this officer also stated, “That idea has been lost. Projects are not encouraged; hot spot targeting is not encouraged.” The officers in all three focus groups shared the view that the MVTP did not have the resources to adequately staff the model.

Another officer indicated that they had recently reviewed the original SDM document and found that, on paper, the model was “actually quite good.” This officer felt that the SDM was never effectively translated from paper to the members in a meaningful way and had not been fully implemented:

“On paper, the model encourages us to do proactive policing and hotspot policing and to develop projects. In practice, that was never communicated. So, it's never been done. In practice, that is not what the model looks like.”

The officers were noted that, to their knowledge, there was not an SDM policy and procedure manual. Rather, in their view, each patrol team seemed to have its own guidelines for how to police within the SDM. One officer recalled that upon arriving in the department:

“I didn't hear much about the model. I was told to be proactive and get to know the STAs [Sky Train Attendants] but there was not much talk about service delivery. I didn't hear much about how to implement the model on a day to day basis. It was mostly up to you on how you wanted to be proactive.”

Another officer stated, “I wouldn't have known that the NPOs were an important part of the model.”

There was also among the officers some confusion about when, and if, the members were told about the SDM during field training. For officers who had only been employed by transit police, there was a sense that they likely would have been told about the SDM during field training. For example, one member explained that his field training officer “talked about the zones [CSAs], but didn’t really get into depth about it.” Another officer who had transferred in from a police agency in another province stated that he had received a two-week orientation but was overwhelmed with so much information that specifics about the SDM were likely missed or ignored.

There were junior-level officers who were able to clearly articulate the role of MVTP patrol officers. This is reflected in the following comments from two officers:

“My priority is trains and buses and crime and disorder w/thin that system. We have lots of time to do proactive checks. My job is being a community police officer with an investigative side.”

“Our priority is transit property and transit assets and the safety of transit users. We are not expected to deal with the other stuff, although we can. I was told our mandate is transit during recruiting, but it depends upon your supervisor.”

The officers in this group ascribed many of the issues that the MVTP had experienced to the mixture of officers from different departments and cultures. This was a common theme in the focus groups with officers at the other ranks. In the words of two junior officers:

“The problem with transit is that it was created by executives from different police forces who had different ways of doing things than the guys who had only been transit before, plus there was a mix of very young and very old officers.”

“There is a problem with our culture. It was created by executives from other police services, and by TransLink. People are coming in from everywhere.”

The role of the mixture of cultures played in the challenges experienced in implementing the SDM was a key theme in the focus group discussions with the officers.

Hub Time

As noted, for most of the junior patrol officers, hub time was synonymous with the SDM. As with their senior and mid-level patrol officer counterparts, hub time was a source of confusion and frustration for these officers. The officers felt that there remained a lack

clarity surrounding hub time, even with recent efforts to address the issue. The officers' understanding of hub time ranged from stationary visibility next to fare gates, to carrying out fare enforcement, to movement and visibility throughout the zone.

The general view of the officers was that the concept of hub time as a static presence made little sense from a policing perspective. They felt that, during these designated high-volume times, officers should be expected to maintain a visible presence, but that visibility should be throughout the CSA rather than being restricted to the hub. They believed that officers should be allowed and encouraged to move throughout their designated patrol zones, focusing on presence and visibility.

However, the officers also noted that there was variability among the patrol squads in the expectations of officers during hub time. Officers often qualified their comments by noting that they were speaking only about their patrol team and were not certain about how other teams were operating. Several of the officers stated they were still uncertain whether they were allowed to respond to calls during hub time and others were unsure if they were able to move to other stations and if so, how many stations away from the hub they were permitted to move. As one officer commented:

“My NCO is adamant that we have to stay at the station. Rather than dealing with the one or two wanderers, the NCO punishes everyone by making us stand at the hub. There are a few bad apples that should be disciplined.”

The officers noted they were expected to carry out work that was connected to transit and there was a general expectation that members remain near the transit system and, more specifically, the SkyTrain system. As one member commented, “I think they want to see some nexus to transit. You have to justify your work depending on how far you are away from the system doing police work.”

Most of the junior officers felt that there had been a shift in recent months, one officer stating, “Hub time doesn't seem like a thing anymore. More recently it's been about being in your zone, moving around, doing what you want.” This change was attributed to the arrival of the new Chief Officer.

The NCOs

The junior officers attributed much of the confusion and inconsistency surrounding the SDM and, more specifically, hub time, to the Patrol Supervisors and the Watch Commanders. Officers in the groups agreed that how policing within the SDM was carried out was dependent on the NCOs and that this contributed to the considerable differences that existed between the squads. As one officer observed:

“I think it's our middle management right now. I think the message gets skewed when it goes through middle management. I think it gets skewed by their philosophy perhaps. They have their own philosophy of how they want things done, so that's the message they give to us.”

One officer who had been with the MVTP when the SDM was originally implemented stated that, in his experience, the NCOs were a key barrier to implementation because they ultimately blocked or changed the messaging that was coming from the executive. He stated that, while he thought the previous Chief did a good job of communicating the SDM, the NCOs distorted that messaging and essentially refused to go along with what the executive was instructing them to do. As one member added, “The message from the Chief and the Inspectors often doesn't make it past the NCOs. They control the messaging.” Several officers noted that mixed messaging was not restricted to hub time instructions or guidelines but extended to other aspects of policing as well.

Another factor identified in the discussions was that many of the NCOs spent little time on the road actively supervising patrol members. This was cited as unusual by officers that had arrived from other agencies. In the view of many of the junior officers, the NCOs had little understanding of transit policing on a day-to-day basis. One officer noted:

“The Sergeants here do tons of admin work. They aren't out on the road. Watch Commanders aren't doing the admin, so it falls on the Sergeants. Watch Commanders need to be administrators. NCOs need to be the road bosses.”

The sentiment among many of the junior officers was that the relationship between some of the NCOs and patrol was more a “management” relationship rather than a coaching/mentorship relationship. As one officer stated, “We are micro-managed here by our supervisors. Why don't they trust us to make the right decision? It would be better if we had a coaching relationship with our supervisors.”

There was a sense among many of the junior officers that the absence of a shared vision as to how transit policing should be conducted and how plans such as the SDM should be implemented was due to the variation in the views of the NCOs, rather than a lack of vision by the Chief Officer and the Deputies. This led to inconsistencies between patrol teams in how policing was carried out and a general lack of an overall direction in the department.

As one officer noted, “If you look at our four squads, they really differ. The main reason is the supervisors.” Officers stated that this was complicated within watches where they received mixed messaging from Patrol Sergeants and Watch Commanders, invariably creating more confusion. Speaking to the inconsistency in the supervisory styles of the NCOs, an officer stated:

“There is inconsistency in the NCOs as to whether they want stats. There is a difference in priorities. Some are bean counters. This place is notorious for counting tickets. Some of the NCOs are old school and think that bean counting is the way to go. There is a difference in the breath of their knowledge. Some have an over-investigative approach. They investigate to the extreme and have us do investigations that go nowhere.”

These challenges were exemplified by the issue of the permissibility or acceptability of doing police work away from the system, referred to by officers as the “nexus to transit” question. Officers in the groups spoke about “getting flak” from some supervisors for doing work away from the system, while other supervisors were more flexible, allowing officers to “roam” a bit further from the transit system. A member noted, “One Sergeant may be happy for members to dig for things and stray off the SkyTrain line, others want us in our zones and near the stations in our CSA. We can't go anywhere else.”

Several officers noted that there were individual NCOs who did not want officers responding to calls for service on buses or patrolling bus loops. As two members stated:

“I get that we're not a municipal agency. I'm not gonna run into Surrey. But there was really a dark time when we were told not to leave the train lines...even to take bus calls because might take us away from the trains or the hubs.”

“We're being told not to bother with buses. We can't even go check out the bus loops. There's a complete aversion to anything other than SkyTrain policing. Some supervisors really only see us as SkyTrain police.”

Views of Analytics

The current state of analytics and the absence of intelligence-led policing were identified by the junior patrol officers as obstacles to effective policing. As the officers were not familiar with the SDM and its objectives, their comments were more general in nature.

Two officers in a focus group who had transferred from other police agencies lamented the lack of intelligence for patrol officers. One of these officers noted that the transit police patrol teams rarely read through the “overnights” (reports from the previous shift) as was standard practice in his prior department. Some information was provided by the provincial Real Time Intelligence Centre (RTIC) if officers took the initiative to access the materials.

As a group the junior officers believed that, for the SDM to be effective, it needed to be driven by intelligence, e.g. officers need to know what was going on in the CSAs, in their zones and to be directed accordingly. As one officer stated:

“Intelligence-led policing would be great. But we don't get that intelligence. Our intel officer responds to [our strategic analyst] and [that] stuff goes who knows where.”

Another officer added, “Briefings are a complete waste of time. We should be talking about what's happening in the community. We should be going over heat maps.”

Several officers noted that they previously received intelligence bulletins from the analysts but this no longer occurred. They admitted that there was a considerable disconnect between patrol officers and analysts. The hope among this group of officers was that an analyst would be assigned to support Operations. The lack of a designated patrol analyst was viewed as a significant issue because whatever intelligence patrol was generating was not being disseminated to them. As one member commented:

“Why have a model based on intelligence-led policing when the intelligence is secret? We should be getting information on high-risk offenders, high-profile targets, people that we can proactively investigate and target. We aren't using what we have to our advantage.”

Members agreed that intelligence would allow them to deploy more strategically in the patrol zones. At present, they noted, officers who were given freedom to move through the zone during hub time essentially deployed “based on feel” rather than being guided by any intelligence. Officers also stated that it would be helpful to have some data on each of the stations that would guide how they allocated their attention during zone or hub time.

Performance Metrics

The junior officers in the focus groups expressed concern and frustration about what they viewed as an inordinate emphasis on getting stats, more specifically fare infraction tickets and other violation tickets. It was noted that, although this focus had eased somewhat, some NCOs continued to place a heavy emphasis on stats, with one officer stating, “Tickets are the only thing they care about.” Officers felt that activities conducted as part of beat style policing were difficult to measure, but all agreed that tickets should not be the metric used.

Several of the officers in the focus groups felt that the current performance metrics were not appropriate for beat policing. This view is reflected in the following selected comments:

“There is a lot of stuff we do that you can't keep stats on. There are lots of times it's better not to write a VT or a FIN. Why do we need to write a stat? Why is this organization so stat driven? I don't get it.”

“Are there any perfect measures for engagement? I don't think it's being captured right now. They want the stats.”

“I love the style of policing we have. I love beat style policing people. I love talking to people. It's just too stat driven right now.”

“I feel like I can be working my ass off but if it's not stat-able, then you have a Sergeant questioning what you've done.”

“A lot of what we do proactively doesn't get documented.”

“We need measures that account for assistance, advice, and problem-solving.”

“The performance metrics don't capture spending time, showing compassion.”

Several of the junior officers in the focus groups pointed out that, even with the move away from hub time to zone time and, despite the new Chief's clear mandate to shift the focus away from fare enforcement and writing tickets, some NCOs continued to emphasize fare enforcement and the collection of stats. Officers felt that NCOs were deliberately misinterpreting or ignoring the Chief's instructions and there was a major disconnect between their supervisors and the Chief.

The officers also noted that the focus on enforcement extended to other areas as well, including low-level warrants and breaches. In their view, this had discouraged officers from doing quality police work when they have seen that those who produced what they described as “empty stats” were often the officers who were rewarded. This has also reduced the willingness of members to engage with the public, two officers stating:

“Absolutely I see the value in [community] engagement. I carry stickers with me and hand them out to kids all the time. I talk to 10-20 people a day. But you can't measure that with an easy stat. You can only measure the tickets.”

“Many of us do community engagement because we want to and it's the right thing to do, but to the NCOs, we've wasted our time.”

There was a general sense among the junior officers that the focus on stats made it difficult to engage with transit users and community stakeholders.

The NPOs

The junior patrol officers indicated that they had little knowledge of the role and activities of the NPOs. There was a vague notion that the NPOs were engaged in community outreach and engagement, but the officers were unable to provide any specific examples of NPO activities. One junior member did recall that an NPO often came into their sub-office but that their impression was that the extent to which the NPOs interacted with patrol members “depended upon the individual NPO.” None of the junior officers in the focus groups had heard of, or seen, the environmental scans and blueprints developed by the NPOs.

Views were mixed regarding the perceived value of the NPOs. The officers in one focus group evidenced a dismissive tone toward the NPOs, with one officer saying that the NPOs “just did community policing and nothing more.” Another member of the focus group stated that he viewed the NPOs “as more of a PR team than anything else.”

The views of junior officers in another focus group were more positive. There was general agreement that the work of the NPOs was valuable and that recently the NPOs had been working to organize community events for patrol officers to attend. The officers felt that there was a need for the department to establish formal lines of communication between the NPOs and patrol, including having the NPOs attend patrol briefings on a regular basis. At present, the officers indicated that any interaction that occurred was on an informal basis.

The officers also believed that the NPOs should have more of an intelligence-gathering function and be a resource for patrol officers when they were assigned to CSAs. As one officer stated, “The NPOs need to inform officers about what is going on in the CSA. Arm the members with information about what is going on.” The information/liason role of NPOs was a core activity of the NPOs set out in the original SDM document.

The officers also noted that a major challenge in implementing the zone model as prescribed by the SDM was the lack of consistency in deployment and that officers tended to get “shuffled around” from zone to zone. This meant that members were not always familiar with the issues and persons of interest in a CSA. As such, NPOs were in a better position to focus on the issues in their CSA and could provide that information

to members when they were posted there. Members could then proactively address those issues when they had proactive time.

The SDM and Operations

As with the leaders and supervisors, the issue of the use of mobile patrol units by officers vs. being on the trains generated considerable discussion in the junior patrol officer focus groups. Several officers attributed the current situation to the mixed messaging of the NCOs. Many of the officers in the focus groups felt, as one stated, “Members want to be able to drive while management wants the officers to spend more time riding trains.” The officers indicated that they were reluctant to travel by train because it could get stuck or stalled and that, in some cases, it took longer to travel to a destination by train than by patrol vehicle. The view of the group was that being on the trains kept them tied to the transit system and too focused on SkyTrain.

As one officer stated:

“Everybody understands what we are expected to do as transit police. But we want some discretion to more away from transit when we have the time. I feel like we've been discouraged from being police officers. I feel like we're constrained to transit.”

Officers in one of the focus groups felt that a strength of the SDM was that it had encouraged officers to get on the trains more, something that this group admitted they did not do enough. As one member stated, “One confession I will make is that we don't take the trains enough. I know I don't. I don't think any of us do.” Several of the officers in the group noted that this was due, in part, to some NCOs reprimanding officers for spending too much time on the trains when they should be using vehicles; on the other hand, some NCOs reprimanded officers for not spending sufficient time on the trains.

This created a situation, in the words of one officer, where, “We get shit for taking the trains and we get shit for not taking the trains. We can't win. I don't know what they want from us.”

The officers offered their views on the similarities and differences between municipal policing and transit policing. These are reflected in the following selected comments:

“I see us as a transit police force, 'our turf is transit property and assets. Our beat is transit.”

“We police like others [municipal police services] but we are employed by transit.”

“They want to see a nexus with what we do and transit. If you're a mile away from transit, you better have a good reason for being there.”

“Transit police officers need to have strong verbal and people skills. When I was a municipal officer, I had a static area to patrol. Here, everyone is on the move and it takes a different skill set to effectively interact with the transit users.”

“You need to be a people person. You are among thousands of people at a time. You need to be a generalist.”

These comments suggest that many of the officers have a clear idea of the distinction between the MVTP and the JPDs and reflects the orientation provided to new officers by the recruiting section and the executive.

Several officers felt that the two types of policing needed to be balanced, with one stating, “There needs to be a balance between policing in the community and being on-board. They [supervisors/executive] don't want to see you doing things that pull you away from the nexus.” Another officer offered, “The in-house NCOs are more transit-oriented. Laterals [from other police services] often have different ideas and think it's ok to be away from transit.”

There was also a discussion in the three focus groups about secondments and the role of this program in transit policing and in implementing the SDM. The junior officers identified a number of benefits to secondments, including 1) building relationships and legitimacy with the JPDs; 2) providing transit police officers with the opportunity to work with officers in the JPDs; and, 3) building officer skill sets, among others. The junior patrol officers also viewed secondments as building officer morale.

With respect to officer morale, the comments of the junior officers in one of the focus groups reflected low levels of morale and high levels of dissatisfaction. All seven officers in the group indicated that they had considered leaving, either to another police agency or for other employment. To an officer, the reason given for this was the work environment that had been created by middle management. There was, however, considerable optimism among the junior officers that the new Chief Officer had begun to address many of the MVTP's challenges, including the issues of communication and messaging with the officers.

ONLINE SURVEY OF MVTP OFFICERS AND CIVILIAN PERSONNEL

The interviews and focus group discussions provided the opportunity to discuss topics related to the implementation of the SDM. However, since not all officers nor civilian

staff could participate in these discussions; an on-line survey was developed to provide the opportunity for other MVTP employees to participate in the evaluation. The survey was deployed in mid-February 2020.

The survey queried the respondents on a range of issues related to the SDM, its implementation and impact. This included their view as to whether there was sufficient consultation and communication with the membership about the SDM, whether the respondent had a clear understanding of the principles and objectives of the SDM, their views on the role of the NPOs, whether, in their view, the SDM had improved relationships with the JPDs and other community stakeholders, and whether the SDM had made the MVTP more effective and contributed to a positive culture in the organization.

There are several key findings from the survey that can inform the discussion of the SDM. These include the following:

1. A significant number of employees responded neutrally or didn't know/had no opinion on a number of the survey questions. This suggests that they had little knowledge of the SDM and/or are uncertain about its impact.
2. For those employees who did have an opinion, many felt that the model had not made the MVTP more effective, had not contributed to the development of a positive organizational culture, and had not improved relations with community stakeholders.
3. Of those employees who had an opinion, a high percentage felt that the SDM had an impact on MVTP officers, not all of it positive.
4. A larger number of employees felt that the SDM had functioned to improve relationships with the JPDs.
5. Of those employees who had an opinion, responses were equally divided between those who felt that the SDM had improved relations with transit users and those who felt that it had not.
6. Most employees indicated they had little knowledge of the role and activities of the NPOs.
7. A variety of reasons were offered by employees for why the SDM had not had positive impacts. These included a lack of communication within the department, the failure to adequately consult with members about the model and its implementation, the constant turnover of executive officers, and NCOs who were felt to have pursued their own agendas.

8. In the open-ended comments, the employees expressed a range of concerns, some immediate to the SDM and others that were more global but that also affected the implementation of the SDM and its potential effectiveness.
9. Many of the responses of the employees to the fixed survey questions and their comments in the open-ended section of the survey mirror the observations made by officers in the focus group discussions and in the one-on-one interviews.
10. The comments made by the employees in the open-ended section of the survey reveal a considerable degree of cynicism and dissatisfaction about many elements of the organization, pessimism that these issues can be successfully addressed, and the lack of a unified vision as to the role and mandate of the MVTP.

PERFORMANCE METRICS FOR OFFICERS

A key feature of transit policing which distinguishes it from municipal police departments is that officers are deployed on foot patrols and have a high percentage of unallocated, proactive time. This requires that there be performance metrics that are aligned with the activities of officers.

There was concern among the officers that an inordinate emphasis placed on statistics as a performance metric and a consensus that different metrics needed to be developed to accurately capture the activities of patrol officers. More specifically, the officers felt that there was too much emphasis on fare infraction notifications (FINs) and other violation tickets (VTs), particularly during hub time. This played a key role in the evolution of hub time to what one officer described as “fare check time.”

Several of the senior and mid-level officers felt that beat-style policing required a different set of performance metrics. In their view, these had not been developed due the inordinate focus on stats, one officer recalling, “The only way to show our value was through stats.” There were also concerns that tickets remained tied to the promotional process, one officer noting, “No stats, no advancement.”

Instances were cited where officers had been told that to be considered a viable candidate for the promotional process, they needed to issue more than two tickets per shift. The officers felt that the focus on tickets negatively impacted the less-experienced members. Young members who wanted to be proactive and engage with the public were chastised when they didn't produce stats, and this impacted their motivation to take a non-enforcement approach in their work.

Several experienced patrol officers noted that, although the focus on members getting stats had recently eased, some NCOs continued to place a heavy emphasis on officers “getting their numbers.” One officer stated:

The measuring stick continues to be tickets and files. Hub time and the thirst for slabs were tied together since day one. It's a residual from all those other Chiefs. That still sticks with the Sergeants. All they know is stats."

This view was shared by other officers. The suggestion was that there should be more qualitative metrics of performance. This perspective is reflected in the following selected comments:

"The quantitative aspect is totally covered, but now we need to know the actual nuances of the work."

"The current way of measuring performance does not accurately reflect the value of the members. Some hide all day but have high performance reviews because they are writing tickets, while others are out talking to the public and making a difference, which cannot be measured on metrics. Officers should be given credit for being seen riding the train and being productive."

There was widespread agreement among the patrol officers that statistical measures did not accurately capture many of the officers' activities. At the time this report was being prepared, the department was in the process of developing new performance metrics.

SURVEY OF TRANSIT USERS

The transit user survey was deployed in the late Fall of 2019 to replicate the survey of transit user's perceptions of safety and security completed in 2014 (Griffiths, et al, 2014). Most of the questions were the same in both surveys, although the Evergreen Line was incorporated into the response categories for the 2019 survey.

The results of the current survey are limited in their generalizability given the comparatively small sample size (N=157), a result of the field study of transit users being discontinued due to the COVID-19 pandemic. Nevertheless, the survey findings are useful for the evaluation.

Overall, a lower percentage of respondents in the 2019 transit user sample reported feeling that sufficient attention was given to the safety of SkyTrain users. See Table 1.

Table 1. Attention to Safety of Users on SkyTrain

Do you think enough attention is given to the safety of SkyTrain users?	2013	2019
Yes	76%	58%
No	24%	42%

Similarly, fewer respondents in the 2019 sample reported feeling safe on SkyTrain during the day. Although 93% of respondents in 2013 reported feeling safe during the day, this dropped to 73% of respondents in 2019. Feelings of safety at night also dropped from 2013 to 2019, although not by as high a margin (57% vs. 48%). See Table 2.

Table 2. General Feelings of Safety on SkyTrain

Feelings of Safety	2013	2019
	<i>Agree</i>	<i>Agree</i>
I feel safe on Skytrain during the day	93%	73%
I feel safe on Skytrain at NIGHT	57%	48%
During night hours I always ride skytrain with company	23%	15%

Interestingly, a lower percentage of respondents in 2019 reported that they travelled with another person at night. Although speculative, this could mean that the greater proportion of solo travel at night in 2019 resulted in reduced feelings of safety

In both 2013 and 2019, approximately 50% of the respondents felt that transit police officers should be more visible, although only 32% of the 2019 respondents, compared to 51% of the respondents in 2013, stated that police and SkyTrain attendants were visible on SkyTrain. See Table 3.

Table 3. Visibility of Transit Police and Attendants

Feelings of safety	2013	2019
	<i>Agree</i>	<i>Agree</i>
I wouldn't take Skytrain if I didn't have to	30%	25%
Police and transit attendants are visible on Skytrain	51%	32%
Transit Police should be more visible	55%	46%

When asked about their personal victimization, a slightly higher percentage of transit users in 2019 reported having something stolen from them (2% in 2013 vs. 5% in 2019) and having been the victim of a violent encounter (5% in 2013 vs. 7% in 2019). While not a significant increase, the difference is noteworthy and bears monitoring. See Table 4.

2013	2019
YES	YES
2%	5%
5%	7%

Table 4. Reported Personal Victimization on Skytrain

Victimization

Have you had anything stolen from you, or attempted to be stolen from you, while on a SkyTrain or platform in the past 12 months?

Have you been the victim of an assault or other violent encounter on SkyTrain or on the platform in the past 12 months?

Respondents in both transit user samples were asked whether certain changes would make them feel safer on SkyTrain. Nearly 75% of respondents in both samples felt that the removal of “unsavory” persons would help them feel safer, as well as zero tolerance policies for bad behaviour.

While only 59% of the 2013 respondents felt that having more transit staff/transit police at all times would make them feel safer, nearly 80% of the 2019 respondents reported that it would.

This finding speaks to the importance of MVTP patrol officers being visible on the trains and in the station environs and supports research from other jurisdictions that has found that police visibility contributes to persons' feelings of safety and security. However, both transit user samples felt that more transit staff/transit police at night would make them feel safer (86% and 89%). A greater percentage of the 2019 sample felt that more staff, greater use of CCTV, better lighting and cleaner stations would make them feel safer. See Table 5.

Table 5. What Would Make You Feel Safer on SkyTrain?

What would make you feel more safe on SkyTrain?	2013	2019
	YES	YES
Removal of 'unsavory' people who are hanging around?	72%	70%
More Transit staff/Poi Ice at night?	86%	89%
More Transit staff/Police at ALL TIMES?	59%	79%
Stores within stations?	58%	73%
Greater use of CCTV?	62%	75%
Zero tolerance policies for bad behaviour?	73%	77%
Better lighting?	54%	86%
Cleaner stations?	53%	85%

Respondents in both samples were asked what they felt transit police should focus on.

Overall, the results were similar between the two samples. The majority felt that transit police should be focusing on loud and obnoxious people as well as drug dealers. Only

a small percentage (13% in 2013 and 10% in 2019) felt transit police should focus on fare evaders. Smoking and drinking enforcement sentiments fluctuated slightly but remained a low priority for both groups of transit users. See Table 6.

Table 6. What Should Transit Police Be Focusing On?

Which of the following do you think Transit Police should focus on?	2013	2019
Loud and obnoxious people	39%	34%
Drug dealers	31%	30%
Fare evaders	13%	10%
Smoking	3%	9%
Drinking	14%	8%
All of the above (2019 only)	0%	7%
Other	0%	2%

The finding that transit users were much more concerned about issues other than fare evasion raises the question as to why the MVTP has devoted considerable resources to this since the implementation of the SDM. Previous research conducted by the project team found that only about 32% of infraction notices issued by MVTP officers are ultimately paid. This reinforces the perceptions expressed by many of the officers who participated in the present evaluation that the priorities of the department e.g. revenue generation, were being set by TransLink rather than the department.

Respondents in the 2019 sample felt that the safety of transit users could be increased by instituting zero tolerance policies for disorder (32%) and having more officers on the transit system at all hours of the day (28%). This again illustrates the importance of police visibility and reassurance policing for transit users. See Table 7.

Table 7. How Can Transit Users' Safety Be Increased?

How can the safety of transit users be increased?	2013	2019
Zero tolerance policies for disorder	23%	32%
More TP officers at all hours of the day	20%	28%
Removal of unsavory people	28%	23%
More TP officers at night	29%	18%

FINDINGS AND RECOMMENDATIONS

The primary objective of this evaluation was to determine the impact of the SDM on 1) the MVTP organization; 2) the patrol function; 3) the strategies and activities of the Neighbourhood Police Officers; 4) community stakeholders; 5) transit users; 6) crime and disorder; as well as 7) the overall impact of the model. The following discussion presents the findings from the evaluation for each of these areas. Note that, in several instances, the same key points are present in the recommendations that are made.

1. ORGANIZATIONAL IMPACT OF THE SDF

The SDM was developed to facilitate best practices in transit policing which has unique features in comparison with its municipal policing counterparts. The more prominent of these include the deployment of officers on foot patrol, officers having considerable amounts of time for proactive engagement with transit users and community stakeholders, and the challenges of policing “moving communities.”

The creation of the CSAs was designed to facilitate patrol officers assuming ownership of a geographic area, more specifically a transit hub and other stations within the zone. The NPO position was created to facilitate engagement with transit users and community stakeholders, to serve as a liaison for patrol officers, and to identify opportunities for patrol officers to engage with the community. The environmental scans and blueprints were designed to facilitate the identification of key issues in each CSA and provide the basis for the engagement and collaborative partnerships with community stakeholders.

FOSTERING AN ORGANIZATIONAL IDENTITY

QUESTION: HAS THE IMPLEMENTATION OF THE SDM FACILITATED THE DEVELOPMENT OF A DISTINCT, UNIFYING CULTURE IN THE MVTP ORGANIZATION?

Not as of the end of 2019 at which time the principles and objectives of the SDM were not embedded in the organizational DNA of the MVTP. The SDM has generally not been successful in creating a distinct, unifying culture in the department. There is not within the department a shared vision among all ranks of how best to conduct transit policing and, to date, the SDM has not been the catalyst for developing a unity of effort.

This is due to a number of factors, including the high turnover of Chief Officers; officers badging over to MVTP from a variety of police services, bringing with them elements of their former department's culture and perspectives on how policing should be conducted; the absence of written policies on key areas such as patrol car usage; and, challenges in establishing clear lines of communication from the executive level to the front line officers.

A major obstacle at the outset of the implementation of the SDM was opposition from a group of officers, many of whom were “transit lifers.” These officers, nearly all of whom are now retired, expressed cynicism about, and opposition to, the model and actively worked to undercut the efforts of senior management.

A major challenge is that a majority of patrol officers who participated in the evaluation had little or no knowledge of the SDM, of the mandate and activities of the NPOs, and had never heard of, or seen, the environmental scans and blueprints

prepared by the NPOs in the six CSAs. The department has not developed performance metrics to capture the activities of officers within the framework of the SDM although active efforts are currently underway to address this.

Many of the concerns expressed about the SDM in the year one study (2016) continue to exist, due in large measure to the constant turnover of Chief Officers and a lack of leadership at the NCO level. Front line officers often expressed confusion about the priorities and direction of the organization and the lack of clear and consistent messaging from their supervisors.

Externally, the SDM has assisted in the MVTP in developing its “brand” and significant progress has been made in shedding their image of “overpaid fare enforcers” and the negative press that accompanied this image. Similarly, there is evidence to suggest that some of the JPDs have a greater understanding of the mandate and activities of the MVTP. This is due in large measure to the work of the NPOs and the secondment of MVTP officers to JPD specialized units and projects.

Recommendation 1.1. The department should develop a strategic plan to ensure that all sworn and civilian personnel have a clear understanding of the principles and objectives of the SDM.

This can be accomplished through workshops and easy-to-access materials. The objectives of the SDM should be reinforced at all levels of the organization to eliminate the confusion that currently exists and to reduce the variability in how patrol teams are operating. This initiative should extend to ensuring that prospective recruits are briefed on the SDM, the expectations of officers, and how their performance will be assessed. Block II recruits should spend time with the NPOs in the CSAs to become familiar with their role and activities.

Recommendation 1.2. Special attention should be given to ensuring that the NCOs are implementing the policies and strategies of the executive.

This should include develop protocols for ongoing dialogue at all levels of the organization to facilitate the process of continual improvement. This will serve to reduce officer frustration, confusion, and negativity, all of which were evident in the focus groups and interviews.

QUESTION: HAS THE IMPLEMENTATION OF THE SDM RESULTED IN A CHANGE IN ATTITUDE OF MVTP EMPLOYEES IN COMPARISON WITH THE VIEWS EXPRESSED IN THE STUDY CONDUCTED WHEN THE SDM WAS FIRST IMPLEMENTED?

To some degree, although many of the concerns and issues raised by the MVTP officers in the study conducted one year following the implementation of the SDM were expressed by officers in the present evaluation.

FACILITATING COLLABORATIVE POLICING

QUESTION: HAS THE IMPLEMENTATION OF THE SDM IMPROVED COLLABORATIVE POLICING AND REDUCED BARRIERS THAT PREVIOUSLY EXISTED BETWEEN THE MVTP AND ITS VARIOUS STAKEHOLDERS?

To some extent. The NPOs have been one of the catalysts for the development of collaborative policing with JPDs and reducing barriers that previously existed between MVTP and other community stakeholders. The first-generation NPOs conducted environmental scans in their respective CSAs and developed blueprints to guide their activities and those of patrol officers. In addition, during their tenure, the first-generation NPOs participated in a wide range of community-focused events, centering their activities on engagement rather than enforcement. This assisted in establishing the “brand” (identity) of the MVTP. However, the original environmental scans and blueprints have not been updated and there is no evidence that the materials were used by the department to guide policies and deployment.

There is some question as to whether patrol officers have maximized the opportunities provided by the SDM to establish lines of communication with the various stakeholders. This was due in large measure to the absence of a designated “champion” for the SDM and the frequent turnover of Chief Officers. Collaborative policing has been enhanced by the secondment program which places MVTP officers in various provincial integrated units and on special projects with the JPDs.

The misinterpretation of hub time as being a stationary activity may have eroded relationships with the JPDs, as officers were often not allowed to attend calls for service during hub time. This may have required the JPDs to respond. It also reduced the visible presence of officers at stations in the zones outside of the hubs.

Recommendation 1.3. The department should focus on the development of collaborative partnerships with the JPDs and community stakeholders that extend beyond the work of the NPOs to include the patrol officers.

RELATIONSHIPS WITH THE JURISDICTIONAL POLICE DEPARTMENTS (JPDS)

QUESTION: TO WHAT EXTENT HAS THE IMPLEMENTATION OF THE SDM ASSISTED THE MVTP IN DEVELOPING SUBSTANTIVE AND EFFECTIVE PARTNERSHIPS WITH THE JPDs?

The SDM has had a significant impact on the MVTP's relationships with the JPDs, primarily through the efforts of the NPOs. However, to date, there has been minimal involvement of patrol officers in the NPO initiatives and limited knowledge among patrol officers and their supervisors about the work of the NPOs. This issue is currently being addressed. Officer participation with the JPDs is primarily via the secondment program and special projects although neither of these are core components of the SDM.

QUESTION: HAS THIS RESULTED IN INCREASED COLLABORATION, COOPERATION, AND INFORMATION SHARING BETWEEN THE MVTP AND THE JPDs?

It is uncertain whether the increased collaboration has improved the sharing of intelligence between the JPDs and the MVTP. The materials gathered in the evaluation revealed that MVTP is not intelligence-led and frontline officers and their supervisors complained about not being provided with real-time analytical information. Officers indicated that the MVTP did receive intelligence information from the RTIC (Real Time Intelligence Centre).

QUESTION: WHAT FORMS DID THE COLLABORATION BETWEEN MVTP AND THE JPDS TAKE AND DID IT VARY DEPENDING UPON THE JPD INVOLVED?

There are excellent examples of collaboration in individual CSAs, including the activities of the NPO at Broadway-Commercial hub with the VPD and community stakeholders to address Indigenous youth issues. The extent of the partnerships that have developed with JPDs has depended to a large degree upon the individual NPOs and how they prioritized their activities. Going forward the work of the NPOs will become more structured and focused and this will provide new opportunities for collaboration with the JPDs.

QUESTION: WHAT BENEFITS HAVE BEEN DERIVED FROM THE INCREASED COLLABORATION FOR BOTH THE MVTP AND JPDs?

There are considerable benefits from this collaboration: it has assisted in the MVTP in establishing its brand/identity; it has raised the profile of the MVTP in the community;

some JPDs increasingly view the MVTP as value-added and as an equal partner in crime prevention and crime response; and, the collective efforts of the MVTP and the JPDs have been directed toward increasing the safety and security of transit users. Seconding officers to integrated units and special projects has increased collaboration although there is concern that this may have reduced the capacity of the MVTP to implement the SDM.

Recommendation 1.4. The MVTP should ensure that partnerships and secondments do not distract from its primary mandate to ensure the safety and security of transit users nor compromise its ability to adequately staff the CSAs.

INCREASING THE ACCOUNTABILITY OF MVTP OFFICERS

QUESTION: HAS THE IMPLEMENTATION OF THE SDM INCREASED THE ACCOUNTABILITY OF OFFICERS AND THEIR MANAGERS FOR ACTIVITIES UNDERTAKEN IN THE CSAS AND WHAT IS THE EFFECTIVENESS OF THESE INITIATIVES?

Since the SDM has not been widely adopted in the department, there does not appear to have been any appreciable change in the accountability structures for officers to reflect the core principles and objectives of the model. There is some question about the extent to which the NCOs have been held accountable for implementing the SDM. Materials gathered in the focus groups revealed that many of the NCOs had not read the original SDM document and had little idea of its principles and objectives and how these were to be implemented at the line level.

From the perspective of the patrol officers, accountability was centered primarily on enforcement activities. Despite efforts to move away from the heavy emphasis on tickets, the patrol officers felt they were still being held accountable to enforcement-related metrics. There was variability among the NCOs in how patrol officers were held accountable in terms of patrol activities. Some NCOs appeared to be more structured in terms of the expectation that patrol officers should be visible on the trains, while others appeared to be laxer and allowed officers to spend more time in mobile patrol units, often away from the transit system. This discrepancy in the directives given to patrol officers by the NCOs often resulted in confusion among the patrol officers as to what the policies were at any given time. This was exacerbated by the absence of written policies that would provide a degree of standardization.

Since the inception of the SDM, the department has not developed performance metrics that would capture the objectives of the SDM, many of which are oriented toward proactive policing and community engagement. In Spring 2020, the department was

working to develop alternative performance metrics. This will represent a significant improvement over the current situation.

There were no accountability protocols put into place for the NPOs when the SDM was implemented. By their own accounts, the NPOs were left to their own devices to fashion their role and activities. In Spring 2020, the department was in the process of developing performance metrics for the NPOs. Going forward, NPOs will be required to be project focused and these will be based on previously approved business plans submitted by the NPO. This will ensure that the NPOs' efforts are directed and reduce the likelihood that officers are not assigned to activities outside of their mandate, which has occurred in the past. This approach also has the potential for patrol officers to engage in problem-solving projects and to work collaboratively with the NPOs.

Recommendation 1.5. The department should review and, where required, enhance accountability and performance metrics for officers.

The roles of NPOs, patrol officers and other sworn and civilian personnel should be clarified, and performance assessed based on specific criteria that consider the unique features of transit policing and the objectives of the SDM.

ENHANCING THE RECRUITMENT AND RETENTION OF OFFICERS

QUESTION: HAS THE IMPLEMENTATION OF THE SDM IMPROVED THE MVTP'S ABILITY TO ATTRACT HIGH-QUALITY RECRUITS AND/OR REDUCED ATTRITION WITHIN THE MVTP OFFICER RANKS?

An original objective of the SDM was to improve the recruitment and retention of MVTP officers by providing MVTP with a brand that could be marketed to prospective recruits who would then be committed to the model if they were hired. The rationale was that, with a clear mission and framework for delivering transit policing services, the department would be able to recruit officers who were committed to a proactive, community-engagement style of police work. This, in turn, would reduce the number of officers using the MVTP as a lily pad to jump at the first opportunity to badge over to another police service.

Although several officers in the patrol focus groups complained that they had been told that transit policing was the same as policing in the JPDs, information provided by the department indicates that is not the case. Rather, the orientation highlights the unique features of transit policing, e.g. foot patrols and proactive time, and the expectations of officers are reinforced by the executive. One indicator of officer morale is retention and, in recent years, this has become much less of an issue.

QUESTION: HAS THE IMPLEMENTATION OF THE SDM REDUCED THE MVTP'S RELIANCE ON HIRING RETIRED POLICE OFFICERS?

Data provided by the Recruiting section indicates the department's reliance on retired officers from other police services has decreased significantly over the past five years: 2015 (6; 37% of hires); 2016 (8; 38% of hires); 2017 (1; 4.5% of hires); 2018 (2; 8% of hires); and 2019 (3; 14% of hires). At the same time, the department has been increasingly successful in hiring new recruits: 2016 (7; 30% of hires); 2017 (11; 50% of hires); 2018 (17; 68% of hires); and, 2019 (13; 62% of hires).

These data also indicate that since 2016, the department has been attracting a considerable number of lateral-exempt officers with one to five years' experience in other police services: 2016 (8; 35% of hires); 2017 (7; 31.8% of hires); 2018 (6; 24% of hires); and 2019 (5; 24% of hires).

Recommendation 1.6. The department should develop a recruiting campaign that is centered on the principles and objectives of the SDM, which include community policing, community engagement, and problem solving.

This will potentially attract candidates who are interested in proactive, foot patrol-style policing.

Recommendation 1.7. Recruiting officers should continue their efforts to ensure that prospective recruits, be they previously experienced officers or new hires, are fully apprised that marsh police operate within the SDM and that proactive policing and community engagement are the focal points of officers' activities and will be the basis of their performance assessments.

This will reduce any disconnect between the information provided by Recruiting and the realities of the job. It will also potentially improve the retention rate as officers will be hired who subscribe to the community policing model that is reflected in the SDM.

Recommendation 1.8. Every effort should be made to develop the department's capacity to promote officers from within the organization based on a leadership succession plan and, where possible, provide these future leaders with training and the development of expertise in transit policing.

2. IMPACT ON THE PATROL FUNCTION

A FOCUS ON COMMUNITY POLICING AND PROBLEM SOLVING

QUESTION: HAS THE IMPLEMENTATION OF THE SDM RESULTED IN MVTP OFFICERS ENGAGING IN PROACTIVE POLICING AND PROBLEM SOLVING IN THE CSAs?

In the focus group sessions, patrol officers noted that they engaged in a wide range of proactive activities and were involved in problem solving at an informal level. Many officers felt that the emphasis on enforcement through issuing violation tickets undermined this role and compromised their legitimacy. A major concern was that the performance metrics were enforcement-centered and did not consider activities such as de-escalation, providing referrals, and assistance to transit users and community stakeholders.

A challenge was that most patrol officers had little, if any idea about the SDM and its principles and objectives, whether they badged over from another police service or were recruited by the department. The patrol officers are also siloed from the NPOs, which is an obstacle to their participation in proactive policing and problem solving in the CSAs. An additional challenge is that patrol officers are moved frequently between CSAs, despite a central tenet of the SDM being that officers should remain in a CSA for a period of time.

QUESTION: WHAT IS THE LEVEL OF KNOWLEDGE OF THE PRINCIPLES AND PRACTICE OF COMMUNITY POLICING AMONG MVTP OFFICERS?

Variable. Officers with previous policing experience who had badged over from other police services appeared to have more familiarity with the principles and practices of community policing than officers recruited by MVTP. Ex-RCMP officers, for example, were familiar with the CAPRA model which is a cornerstone of recruit training at Depot in Regina. To date, the MVTP has not created a training program for officers on community policing and how it can be applied to transit policing within the framework of the SDM. There were mixed messages from NCOs regarding proactive community engagement resulting in considerable variability in the activities of patrol officers across the squads.

QUESTION: WHAT FACTORS FACILITATE, OR HINDER, THE PRACTICE OF COMMUNITY POLICING AMONG MVTP OFFICERS?

There are several factors that could facilitate a community policing approach among patrol officers. These include: 1) MVTP officers are primarily beat officers deployed on foot patrol which provides opportunities for engagement with the transit user community and for collaborative projects with the NPOs in the CSAs; 2) patrol officers have a high

amount of proactive time; and, 3) the SDM provides a framework for officers to be problem solvers in the CSAs and to assume ownership of the issues in the CSA along with community stakeholders, including the JPDs.

The factors that hinder a community policing approach by patrol officers and their supervisors include: 1) most had never seen the SDM documentation and are not familiar with the model's principles and objectives; 2) officers equated the SDM with hub time; 3) performance metrics for officers are still heavily weighted toward enforcement, e.g. tickets issued; 4) officers are often not assigned to CSAs for a sufficient length of time to become familiar with the issues and opportunities to do community policing; and, 5) there is uncertainty about the level of knowledge that officers have about the principles and practice of community policing. There also appeared to be a notion among some patrol officers that community policing was not “real” policing.

As of Spring 2020, the department was in the process of developing additional performance metrics that would be more appropriate for a police service in which officers have considerable proactive time, operating within the SDM which places a priority on community engagement.

QUESTION: WHAT EVIDENCE IS THERE OF MVTP OFFICERS' ENGAGEMENT IN PROACTIVE POLICING. AND OF ANY DIFFERENCES BETWEEN THE CSAS IN THIS REGARD?

As a group, the first generation of NPOs was very successful in being proactive and identifying and engaging with community stakeholders. The switch over to the second-generation of NPOs was ongoing as of Spring 2020. The environmental scans and blueprints completed by the first generation NPOs facilitated proactive engagement. An analysis of the daily logs completed by the NPOs revealed a wide range of community-focused activities. The differences in proactive engagement between the CSAs was due in large measure to the different approaches taken by the NPOs.

Unfortunately, for a variety of reasons noted throughout this report, this did not extend to patrol officers. The NPOs noted that it was difficult to secure the participation of patrol officers in these initiatives. Although patrol officers did not appear to be extensively involved in collaborative initiatives, officers in the focus groups mentioned that they were involved in de-escalating situations, providing referrals, and responding to transit user concerns.

QUESTION: WHAT ARE SOME EXAMPLES OF MVTP OFFICERS' INVOLVEMENT IN PROBLEM-SOLVING STRATEGIES AT THE CSA LEVEL?

At present, the MVTP does not have a performance template that documents problem-solving activities.

Recommendation 2.1. The department should facilitate workshops that inform patrol officers about the SDM and its principles and objectives.

These workshops would also include instructing officers in various strategies and skills sets for proactive engagement and problem solving. Best practices from other transit police services, including the British Transport Police and the NYPD Transit Bureau should also be accessed and provided to officers at all ranks to expand their knowledge and skill sets in transit policing. Case studies could be used to illustrate best practice approaches.

Recommendation 2.2. Patrol officers should be provided with training in foot patrol strategies and tactics.

MVTP officers received no specialized training in best practices in foot patrol and in the development of skills in procedural justice policing, cultural competencies, and other strategies that facilitate positive police-citizen interaction and engagement. Beat policing is quite dissimilar to policing in mobile units, as is policing where officers have a high amount of proactive time.

OFFICERS ASSUMING OWNERSHIP OF THE CSAS

QUESTION: HAS THE IMPLEMENTATION OF THE SDM RESULTED IN OFFICERS ASSUMING OWNERSHIP OF THEIR RESPECTIVE CSAS?

The materials gathered in the interviews and focus groups revealed that, for a variety of reasons that are discussed in this report, MVTP officers have not assumed ownership of the CSAs.

QUESTION: TO WHAT EXTENT WAS THE PRINCIPLE OF OWNERSHIP OF THE CSAS REFLECTED IN THE DEPLOYMENT OF PATROL OFFICERS?

The deployment of patrol officers is guided primarily by resource availability rather than by intelligence and the requirements of the CSAs. The frequent movement of officers across CSAs has prevented officers from becoming familiar with the CSAs and from developing interventions.

Recommendation 2.3. The deployment of patrol officers should be done in a manner to increase the length of time that officers remain in a CSA to enable them to assume ownership of the zone.

Recommendation 2.4 Once assigned to a CSA and having assumed ownership of the zone, patrol officers and their NCOs should be provided with intelligence to develop problem-solving initiatives that involve community stakeholders.

Ensuring sufficient patrol resources to accomplish this may require scaling back the secondment program particularly from those that may not be in alignment with the department's secondment policy.

3. IMPACT OF STRATEGIC NPO ACTIVITIES

QUESTION: TO WHAT EXTENT DID THE IMPLEMENTATION OF THE SDM RESULT IN NPO STRATEGIES THAT ACHIEVED THE OBJECTIVES SET OUT IN THE ORIGINAL SDM DOCUMENT?

The strategies used by the NPOs within the framework of the SDM were very successful in achieving the model's stated objectives. Each of the CSAs represents a microenvironment with its own challenges and opportunities. The NPOs were able to identify these and to work proactively through engagement to develop partnerships and collaborative initiatives. The environmental scans and blueprints were instrumental in guiding the work of the NPOs.

Recommendation 3.1. Given the Value of the environmental scans and blueprints, a protocol should be established to. 1) ensure that these documents are periodically updated, 2) officers assigned to the CSAs are briefed on these materials, 3) NPO and patrol officer activities in the CSAs are featured on social media,“ and. 4) NPOs complete a report on the activities/interventions that have been taken to address the issues identified in the CSA with comment on the outcomes of these activities and initiatives.

Where feasible, the project reports should be posted on the MVTP website and shared via other social media platforms.

QUESTION: To what extent have the NPOs fulfilled the objectives of the position as originally conceptualized?

The first generation NPOs fulfilled the objectives of the position as originally conceptualized. Their work would have been enhanced had it been integrated with the patrol officers and their supervisors. The first generation NPOs did assume ownership of their respective CSAs. A key to this occurring was that the NPOs were assigned to the same CSA for the duration of their appointment.

A review of the NPO daily logs revealed that the NPOs were involved in a myriad of community events and initiatives, in many instances to the point of being overcommitted. The development and maintenance of partnerships with community stakeholders was time intensive and the NPOs often found themselves too thinly stretched to solidify their community contacts. Specific examples of actions included the development of the volunteer program at Waterfront and working with community stakeholders to address Indigenous youth issues in the Broadway-Commercial area. Most of the time, the NPOs were on their own and often experienced challenges in securing the participation of patrol officers.

A concern of the NPOs and of the executive and senior managers was that the NPOs were siloed from the remainder of the department and often did not receive sufficient support from their supervisors or assistance from the NCOs. The SDM envisioned that the NPOs would be one component of a seamless effort to proactively police the CSAs and that the NPOs and the patrol officers and their NCOs would assume ownership of the CSA. To date, this has not occurred.

QUESTION: WERE THERE VARIATIONS (INNOVATIONS) IN THE WAYS THE INDIVIDUAL NPOs OPERATIONALIZED THEIR ROLE AND PRIORITIZED THE PURSUIT OF THE OBJECTIVES OF THE POSITION?

In the absence of supervision and guidance, each of the first generation NPOs operationalized their roles a bit differently but, as a group, were successful in assuming ownership of their CSAs and developing partnerships with community stakeholders. At times, their efforts were a bit scattered due to being overcommitted to community events and activities.

QUESTION: IN WHAT WAYS, IF ANY, HAVE THE NPOS EXPANDED THEIR ROLE AS IT WAS ORIGINALLY ENVISIONED?

A key feature of the NPO role is that none of the officers who first assumed the position had any guidance or were provided with training on the skill sets required to be effective in their positions. Fortunately, the first-generation officers were able to grow into the position and, with their own styles and approaches, achieve many of the objectives set out in the original SDM document. In some instances, the NPOs' roles were expanded into areas far beyond their mandate, e.g. training officers on non-CSA related subject matter, which drew them away from their CSAs for extended periods of time.

The role of the NPOs in the SDM is not one of enforcement, but of liaison, establishing partnerships with the JPDs and reaching out to community stakeholders in the CSA. The NPO was to facilitate the involvement of patrol officers in community policing and problem solving. The view held by some MVTP officers that being an NPO was "not real police work" undermined the team approach that was envisioned in the

original SDM plan. The second-generation NPOs who began work in Spring 2020 are under the supervision of a Sergeant who has a clear vision of the role of the NPOs which includes reducing the disconnect between them and the patrol officers. The plan to have NPOs be project focused will provide an opportunity for patrol officers to become involved in collaborative initiatives.

Recommendation 3.2. The department should ensure that the NPOs are able to devote their time and efforts on issues related to their CSA and are not given assignments outside of their mandate.

4. IMPACT ON COMMUNITY STAKEHOLDERS

QUESTION: HAS THE IMPLEMENTATION OF THE SDM RESULTED IN THE DEVELOPMENT AND GROWTH OF A PARTNERSHIP BETWEEN THE MVTP AND THE COMMUNITY(IES)?

The MVTP serves two communities: 1) the “moving city” community of transit users and, 2) the communities in which the CSAs are situated, more specifically, the areas surrounding the SkyTrain stations.

Policing moving cities requires special skill sets; however, neither recruits nor officers who badge over from other police services had training specific to transit policing. Efforts to establish partnerships have been hindered by the frequent turnover of Chief Officers, a lack of consistency in how policies are applied, and a lack of communication between the senior levels of the department and the front line officers.

As a result, front line officers were often confused about policies and their roles and frustrated at not being given support and direction from their supervisors. Many of the officers felt they were micro-managed by NCOs to such an extent that it discouraged them from being innovative in their work.

Recommendation 4.1. The MVTP should continue to expand its partnerships with the JPDs and also with agencies and organizations in the respective CSAs

Best practices for foot patrol, including officers having skill sets in procedural justice policing and cultural competencies would facilitate community engagement and positive officer-citizen interactions.

QUESTION: HOW DID THE IMPLEMENTATION OF THE SDM OPERATIONALIZE THE CONCEPT OF COMMUNITY?

For the NPOs, the concept of community was operationalized to include transit users, e.g. the “moving community”, vulnerable and at-risk persons frequenting and/or living in the environs of SkyTrain stations, agencies, organizations, and the JPDs in the CSA. For patrol officers, the concept of community appeared to be more generic but ill-defined. Some officers in the focus groups conceptualized the concept of community as extending to the general community, beyond the environs of the transit system. As a result, many officers indicated that they spent very little time on the transit system and indicated that they preferred to be policing in the larger community.

Recommendation 4.2. The department expand its outreach activities beyond the work of the NPOs to include all units in the department. These outreach activities should be guided by the principles and objectives of the SDM.

QUESTION: WHAT WERE THE MAIN “COMMUNITIES” WITH WHICH THE MVTP DEVELOPED PARTNERSHIPS? WERE CERTAIN COMMUNITIES PRIVILEGED/NEGLECTED?

To date, the primary relationships with communities have been established by the NPOs. These have included a variety of community groups, organizations, and agencies in addition to the JPDs. The original SDM document called for NPOs to hold a “Community Night Out” on a regular basis. This has not occurred in any of CSAs. Although patrol officers are engaged with at-risk and vulnerable persons in a variety of capacities, including assistance, offering referrals, and other proactive interactions, these activities are not sufficiently documented by the department.

QUESTION: HAS THE MVTP TAKEN INITIATIVES TO INVITE, INCLUDE, AND INVOLVE THE COMMUNITY(IES) IN ITS OPERATIONS?

There have been increasing attempts by MVTP to involve the transit user community in its operations and to open lines of communication with the transit user community and other stakeholders. The department's social media presence has been expanded considerably over the past five years, including the “See Something, Say Something” initiative and other special projects.

There is considerable potential to leverage the enthusiasm, expertise, and networks of the representatives on the Chief's Community Council. These persons are embedded in various communities throughout the greater Vancouver region. They also have extensive networks that could be accessed for transit-related initiatives. A key principle of the council's mandate is to “collaborate strategically” with the MVTP to improve the

safety and security of transit users and communities surrounding transit stations. The objective should be to move the council from being a recipient of information from the MVTP to that of an active participant and partner.

Recommendation 4.3. The department should take the initiative to involve representatives on the Chief's Community Council as collaborative partners in addressing issues of safety and security of the transit system.

5. THE IMPACT OF THE SDM ON TRANSIT USERS

QUESTION: HAS THE SDM RESULTED IN INCREASED FEELINGS OF SAFETY AND SECURITY AMONG TRANSIT USERS?

The COVID shutdown prevented the field research team from completing the survey of transit users, resulting in a much smaller sample than obtained in the 2014 survey. As such, the findings should be considered as preliminary and illustrative rather than conclusive. Overall, a lower percentage of transit users in the 2019- 2020 sample reported feeling that sufficient attention was given to the safety of Skytrain users. Similarly, fewer respondents in 2019-2020 sample reported feeling safe on Skytrain during the day. Feelings of safety during the night also decreased between 2013 and 2019-2020.

Recommendation 5.1. The MVTP should explore strategies to increase the visibility of patrol officers on SkyTrain and in the station environs.

There was also a decrease in the number of respondents who felt that transit police and Skytrain attendants were visible on Skytrain. This finding provides tentative support for the admission of many patrol officers in the focus groups that they spent little time on the trains and more time working away from the transit system. More respondents in 2019-2020 felt that having more transit staff/police at all times would make them feel safer. Respondents in both samples felt that more transit police at night would make them feel safer.

Transit users in both the 2014 and 2019-2020 samples expressed concern about issues other than fare evasion and felt transit police should focus on "loud and obnoxious people." Transit users in the 2019-2020 sample were more likely than their 2014 counterparts to feel that the safety of transit users could be increased by "zero tolerance policies for disorder" and by having "more transit police officers at all hours of the day."

Recommendation 5.2. MVTP officers should move away from a focus on fare enforcement, leaving this function to a special fare enforcement unit that is intelligence-led.

QUESTION: IS THERE ANY EVIDENCE THAT TRANSIT USERS HAVE CHANGED THEIR USE OF TRANSIT SERVICES OUT OF A CONCERN FOR THEIR SAFETY OR AS A RESULT OF FEELING SAFER ON THE TRANSIT SYSTEM?

There is no evidence of this from the findings of the 2019 survey of transit users. However, the survey did not contain a direct question/answer on this issue, but rather was focused on a general view of users' feelings of safety while on SkyTrain. It is likely that a significant portion of transit users have no other transportation options, so it is unlikely they would stop using transit even if there were concerns with safety and security.

This makes it even more imperative that the MVTP have the capacity to monitor on a regular basis the concerns of transit users and to have the ability to respond to these concerns within the framework of the SDM. Similarly, the findings suggest that the department should address the issue of MVTP officers drifting away from the transit system and becoming involved in activities that may be peripherally or not at all related to the safety and security of transit users.

Recommendation 5.3. The department should develop a protocol for measuring, on a regular basis, the perceptions of safety and security of transit users as well as those of community stakeholders in the immediate environs of the Sky Train stations.

6. THE IMPACT ON CRIME AND DISORDER

QUESTION: TO WHAT EXTENT HAS THE SDM RESULTED IN THE MVTP BEING INTELLIGENCE LED AND USING ANALYTICS TO IDENTIFY PATTERNS OF CRIME AND DISORDER AND INDIVIDUALS INVOLVED IN THESE ACTIVITIES?

The MVTP has in place core components of an intelligence-led police service. However, materials gathered during the evaluation suggest that, to date, the flow of actionable intelligence to front line officers in the CSAs has been limited. Officers on foot patrol and in patrol vehicles are not guided by analytics that would improve their ability to address issues of crime and disorder. This results in officers being engaged in random patrol which, it could be argued, is not an effective use of police resources.

Several NCOs and patrol officers in the focus groups commented that they previously received crime maps and similar intelligence from the analysts. However, it appeared to the officers that the analytics section was now more focused on providing

products for senior management and the executive. The Chief Officer expressed concerns that the department's analytical capacity is more strategic than tactical.

According to the patrol officers and the NCOs, the MVTP analytics section did not provide patrol officers and the NPOs in the CSAs with a continual flow of information on crime patterns and trends, chronic offenders, and other intelligence that would enhance their ability to provide safety and security to transit users and the communities surrounding transit stations. The absence of analytic support meant that the NPOs and other members of the department were conducting projects in the absence of any empirical analysis of their effectiveness. There is currently no analyst assigned to Operations which hinders the production of actionable intelligence for patrol officers and their supervisors.

The above-noted challenges are exacerbated by the fact that the transit system is an ideal facilitator/enabler of displacement. When transit police officers conduct targeted enforcement activities at a specific station or section of the system, the persons who are being targeted (and their behaviour) may migrate to another part of the system. An officer assigned to the Richmond area of the Canada Line discussed this issue. He stated that many chronic shoplifters in downtown Vancouver had been given conditions to stay away from downtown businesses but had migrated to targeting malls in another municipality. Robust statistical analysis could be used to track the displacement of crime and offenders.

As a regional police service, the MVTP is responsible for transit in several jurisdictions. To fully assess crime and disorder within the CSAs, the analysts should have access to data sources from the JPDs. This is contained in the VPD-sponsored C.R.I.M.E. data system. The project team was informed that MVTP analytical personnel cannot access this data bank due to issues with the department's IT system. There should be a solution that would allow the analysts to create location-specific crime and disorder products to guide patrol activities.

A top priority for the department should be to provide officers with real-time intelligence and to incorporate analytical best practices from other transit police services.

QUESTION: TO WHAT EXTENT HAS THE SDM RESULTED IN THE DEVELOPMENT OF CRIME PREVENTION, CRIME INTERVENTION, AND CRIME RESPONSE STRATEGIES THAT ARE PREMISED ON BEST PRACTICES AND THAT ARE INTELLIGENCE LED?

The development of crime prevention, crime intervention and crime response strategies has been hindered by the absence of intelligence information flowing to the front line officers. While the NPOs have been engaged in efforts to address specific issues in their CSAs, this has often been done without supporting analytical products. The

comments of the NCOs and patrol officers revealed that they are only rarely involved in specific strategies to address crime and disorder.

The Command Accountability Review (CAR) was designed “to provide a common awareness and tracking of the metrics being used to monitor the activity of the Transit Police Service” (Draft/Command Accountability Review (CAR) — Terms of Reference, 2012). There are monthly meetings which include “formal presentations of statistics and discussions related to items that influenced or should have influenced the numbers” (Draft Command Accountability Review (CAR) — Terms of Reference, 2012).

The CAR exercise was modelled on CompStat and is heavily weighted toward enforcement-related data. While these have some value, these data do not capture the activities of a police service in which patrol officers have a high amount of proactive time, working within the framework of the SDM which is heavily focused on community policing and engagement with stakeholders.

There also needs to be a clear direction to the NCOs and patrol officers on fare enforcement. As of Spring 2020, there was the intention to create a Fare Enforcement Unit, which would focus on this component of transit policing. This new unit should spell the end of patrol officer's activities being directed towards issuing violation tickets and the practice of some NCOs comparing the performance of each squad based on the number of tickets issued. The officers who participated in the focus group sessions found this practice distasteful and felt that it undermined their legitimacy and the public's trust. Of note is that fare enforcement was viewed as a low priority by transit users surveyed for the evaluation although it was a higher priority for the respondents to an MVTP-sponsored survey.

The personnel in the MVTP analytics section have strong competencies; however, as noted by several officers in the focus group sessions, their efforts appear to be primarily directed toward producing activity reports, developing key performance indicators (KPIs), and strategic initiatives. Less attention is given to developing profiles and trend data for the CSAs and providing actionable intelligence to patrol officers.

QUESTION: TO WHAT EXTENT HAS THE SDM IMPACTED CRIME AND DISORDER IN THE CSAS?

It is difficult to determine the extent to which the SDM has impacted crime and disorder in the CSAs. The MVTP analytics section generally does not collate and analyze data based on the CSAs but rather on a system-wide basis. The map in Figure 23 is an example of the type of analytical information that is presented at the CAR meetings. This map depicts the count of violent crimes on the SkyTrain system for the year 2019.

QUESTION: TO WHAT EXTENT HAS THE SDM FACILITATED COLLABORATION BETWEEN THE

” MVTP AND STAKEHOLDERS TO ADDRESS CRIME AND DISORDER?

As previously noted, the NPOs have developed collaborative partnerships in the CSAs to address crime and disorder. To date patrol officers have generally not been involved in these initiatives in any systematic way.

QUESTION: HOW EFFECTIVE HAVE THESE EFFORTS BEEN IN ADDRESSING CRIME AND DISORDER?

To date, there have been few projects that have assessed the effectiveness of specific strategies designed to address crime and disorder.

Ongoing evaluation of strategies, tactics, and programs is the hallmark of a best practice police service and ensures that police services are delivered effectively and efficiently. It also provides data on the return-on-investment and ensures that resources are being effectively used.

Recommendation 6.1. The MVTP should develop a robust analytical capacity that can provide intelligence on patterns of crime and disorder to patrol officers, and should report out analytics to the public on a system-wide and CSA basis.

Recommendation 6.2. The MVTP should consider implementing a policy that prohibits officers from randomly patrolling in vehicles and provides for ongoing monitoring of the time officers spend away from the transit system in patrol vehicles.

7. OVERALL IMPACT OF THE SDM

QUESTION: TO WHAT EXTENT, IF ANY, DID THE IMPLEMENTATION OF THE SDM ALTER THE DELIVERY OF TRANSIT POLICING SERVICES?

The SDM altered the structure within which transit policing services were delivered and established a framework within which the MVTP could become a transit-focused police agency operating within a community policing framework. The model provided the opportunity to enhance the safety and security of transit users, to have a visible presence on the transit system, and for officers to provide reassurance policing. It was designed to take advantage of the unique features of transit policing, including officers being deployed on foot patrol, assuming ownership of a zone, and with the time to engage in collaborative problem solving with community stakeholders, including the JPDs.

To date, however, for a variety of reasons set out in this report, the MVTP has not realized the full potential of the SDM. While the structure within which MVTP officers are deployed has changed, it is NPOs that have had the most impact on how police services are delivered. Several organizational issues remain, many of which were identified in the year one study (2016) following the roll out of the SDM. These are systemic issues, ranging from the constant turnover of Chief Officers, the reluctance/resistance of NCOs to implement the model, and a patrol officer cadre that is uncertain of its mission and may not have the support and skill set to apply a community policing model to the transit community and to communities in the CSAs.

QUESTION: HAS THE SDM HAD A SIGNIFICANT IMPACT ON THE ROLES AND ACTIVITIES OF MVTP OFFICERS?

Although several patrol officers indicated that they focused on engaging transit users and community stakeholders, it is uncertain whether this was due to the SDM. Few of the patrol officers, NCOs, and officers at the higher ranks had any knowledge of the principles and objectives of the SDM.

QUESTION: DID THE MVTP HAVE SUFFICIENT RESOURCES TO EFFECTIVELY IMPLEMENT THE SDM?

The lack of sufficient resources, specifically patrol resources, was mentioned by officers at all ranks of the department as one reason for the challenges in implementing the SDM. So too did several officers who participated in the year one study (2016) expressed concern that the department did not have sufficient resources to ensure the success of the model.

It is difficult to determine the role that resources have played in the challenges the department has encountered in implementing the SDM. There is considerable evidence from the present study that organizational issues rather than resource issues have been a primary obstacle to the effective implementation of the SDM. The large number of officers who had little or no knowledge of the SDM is less a consequence of resources than the absence of a departmental strategy to educate and support the officers in carrying out their activities within a community policing, problem solving, community engagement framework.

The lack of analytical capacity prevents the MVTP from ensuring that its officers are deployed as effectively and efficiently as possible and are intelligence led, e.g. hot spots policing. Because of this, officers generally engage in random foot and vehicle patrols, neither of which is a best practice. In addition, while there is the sentiment that there are not sufficient patrol resources to allow officers to remain in individual CSAs for an appreciable period of time, the secondment program which takes officers away from the

department has been expanding. There is also the issue of the use of patrol vehicles which often result in officers being away from the transit system.

There is also the issue of officers working in pairs. Officers stated that is done for safety reasons, although most municipal and RCMP officers are deployed in single-officer units. MVTP officers receive the same training as municipal officers, are armed, and have similar protective equipment. It is yet to be empirically demonstrated that transit policing is any more dangerous than policing in other jurisdictions. There are strategies that would maximize coverage and officer visibility in the CSAs, including deploying officers singly, utilizing proximity policing, and, when operational, pairing MVTP officers with CSOs.

Recommendation 7.1. The MVTP should explore the potential of innovative approaches to policing by examining best practices from other transit police services, including the British Transport Police and the NYPD Transit Bureau.

This will enhance the SDM, ensure the safety and security of transit users and of the communities in the immediate environs of the transit system, develop the competencies of MVTP officers, and contribute to a distinct, unified MVTP culture.

MAIN THEMES IN THE FINDINGS

Several themes emerged from an analysis of the data that were gathered for the evaluation. The themes relate to the MVTP's achievements and challenges in implementing the SDM during the period 2015-2019.

The Challenges

The Absence of an Implementation Plan for the SDM

At the outset, the MVTP did not develop a clear, coherent plan for implementation of the SDM. The implementation and embedding of the SDM in MVTP planning, policies, and operations was hindered by a lack of consistent messaging. Front-line patrol officers had little understanding of the principles and objectives of the SDM and often received conflicting directives from their supervisors on operational issues such as Hub time and the issuing of tickets. The NPOs were basically left to their own devices to fashion their role and responsibilities. Implementation challenges were exacerbated by the high turnover of Chiefs during the period 2015-2019.

Training in Policing Transit Systems

All MVTP recruits are trained at the JIBC PA and receive no training specific to policing transit systems. There are unique features of transit policing that distinguish it from municipal policing, including the deployment of most officers on foot patrol and the opportunity to engage in proactive policing. There are models of transit policing, including the NYPD Transit Police and the British Transport Police that could be studied for potential application by the MVTP. Ideally, MVTP officers should receive post-PA training to equip them with the skill sets and competencies to effectively police transit.

Insufficient Staffing of the CSAs

A key component of the SDM is the CSAs and the concept of “zone ownership.” This requires that officers be assigned to a CSA for a period of time sufficient for them to become familiar with the issues in the CSA, other stakeholders and collaborative partners, and to implement problem-solving strategies. For a variety of reasons, MVPT officers move frequently between the CSAs, which undermines this core concept.

The Push-Pull Between a Proactive, Foot-Patrol-Based Approach to Policing as Envisioned by the SDM and Patrol-Unit-Based Operations

A core component of the SDM is foot patrol and the use of the large amount of unallocated patrol time to proactive community engagement and problem-solving. A key finding in the evaluation was the existence of a push-pull wherein some MVTP officers want to engage in what they consider “real police work”, e.g. patrolling in vehicles, investigating incidents away from the transit system, and the foot beat patrol, proactive community engagement approach embodied in the SDM.

A common theme in comments made by patrol officers in the focus group sessions that there was little interest in riding the trains, and variable interest in engaging with transit users and problem solving in a non-enforcement context. These perspectives persist despite the efforts of the executive and the recruiting section to make certain that prospective recruits know that the MVTP is a supplemental police service to the JPDs and that deployment is centred on foot patrols and community engagement. The development of new performance metrics for patrol officers combined

A key concern of SkyTrain users is the lack of officer visibility on the trains. This was a finding from both surveys of transit users, one conducted in 2016 and the other (albeit abbreviated due to COVID) in late 2019-early 2020. These concerns were legitimized by officers in the focus group discussions, several of whom indicated that they rarely travelled on the trains.

The Inability to Determine the Impact of the SDM on Crime and Disorder on the Transit System

The MVTP has in place core components of an intelligence-led police service. However, materials gathered during the evaluation suggest that, to date, the flow of actionable intelligence to front line officers in the CSAs has been limited. Officers on foot patrol and in patrol vehicles are not guided by analytics that would improve their ability to address issues of crime and disorder. This results in officers being engaged in random patrol which, it could be argued, is not an effective use of police resources.

Under-Utilization of the Chief's Community Council to Expand Collaborative Partnerships

A core component of the SDM is community engagement and the development of collaborative partnerships. The Chief's Community Council is composed of persons with vast expertise and networks in a variety of communities. To date, the MVTP has not leveraged this expertise to expand its networks and partnerships. Members of the council are keen to become more directly involved with the MVTP and this would strengthen the SDM.

The Absence of Real-Time Intelligence for Frontline Officers

An often-expressed concern of the frontline patrol officers was the absence of real-time intelligence that would inform them of crime and disorder hotspots and other issues. Intelligence-led policing is a cornerstone of 21st century policing and would improve the effectiveness and efficiency of the MVTP.

Achievements

The MVTP's successes since the implementation of the SDM during the five-year period were due in large measure to the professionalism and dedication of the officers. The work of the NPOs reflected the principles embodied in the SDM. Many of the challenges that the MVTP has faced have been due, in part, to factors beyond the control of the patrol officers.

The MVTP has made great strides in several areas over the past five years. Under the direction of a new Chief Officer, the MVTP has taken several initiatives designed to address several of the issues raised in this report. These include developing performance metrics for patrol officers and the NPOs, a proposed Fare Enforcement Team, a Community Safety Officer program, and re-orienting the work of the NPOs to be project focused.

The MVTP currently has in place a strong executive team that can effectively address the issues that have been identified in this report as well as build on the successes that have been achieved to date. There are talented and dedicated officers at all ranks in the MVTP. The organization will have to be mindful of the lived experiences of the officers who participated in this study and consider the suggestions

they have made for improving transit policing. It is these officers who will be the final determinant of whether the full potential of the SDM is achieved going forward.

The recommendations contained in this report flow from the findings of the analysis and are designed to be used by the department as it moves forward. As noted throughout the report, transit policing is unique policing. This uniqueness not only presents challenges but also opportunities. A departmental-wide effort will not only contribute to a unified vision and culture, but also increase the safety and security of transit users and those communities in transit system environs.

GOING FORWARD

Despite the challenges, five years following its inception, the SDM remains a viable model for policing transit in the greater Vancouver region. This report highlights the successes to date as well as the areas that require further attention so that the full potential of the SDM can be realized. To accomplish this will require the efforts of sworn and civilian members in the MVTP. The findings of the evaluation suggest that it is time to "refresh" the model, ensuring that all MVTP members understand its principles and objectives and that there is consistent messaging throughout the organization.

The SDM was an ambitious undertaking designed to fundamentally alter the structure within which transit policing services were delivered as well as to create a unified MVTP culture. It was an acknowledgement that the MVTP is a unique policing entity in B.C. and in Canada. It is Canada's only transit police service, the province's only regional police service, and it has responsibility for policing a vast transit system. In contrast to their municipal counterparts, MVTP officers have a high percentage of unallocated, proactive time and are deployed as beat patrol officers. They are charged with ensuring the safety and security of moving cities of transit users as well as in the areas surrounding transit stations.

Initiating such radical change in any organization is challenging. For the MVTP this has been made especially difficult by the high turnover of Chief Officers and the mixture of cultures that accompanied officers who badged over from other police services or who were hired by the MVTP following retirement from a police service. In addition, at the time the SDM was implemented, there was an oppositional block of officers in patrol and supervisory positions who did not support the SDM and in many instances sought to actively undermine it. This cohort of officers is largely retired. Poor communication and mixed messaging within the organization exacerbated these challenges.

These and other systemic issues resulted in a poor rollout of the SDM, mixed messaging throughout the organization, and the lack of clear directives flowing from the executive to the supervisory levels through to the patrol officers. Even among the

higher-ranking patrol officers, there was little knowledge of the SDM, its principles and objectives. In addition, the JPDs had little knowledge of the mandate of the MVTP and often viewed the department as a burden composed of overpaid officers who were focused on fare enforcement. Media coverage was largely negative. Historically, the MVTP did not develop its "brand", tell its story, or take proactive initiatives.

Compounding this is that, since its creation, the MVTP has confronted an identity crisis: is it a transit police service or a municipal police service, or some combination of the two? MVTP officers were, and still are trained at the Justice Institute of British Columbia Police Academy along with municipal police service recruits. At the academy, the MVPT recruits receive no specialized training in how to police transit systems and no specific training on foot patrols since most municipal officers will be deployed in patrol units. While the recruiting section and the executive have made every effort to ensure that new officers understand that transit policing is different from municipal policing and that the MVTP is a supplemental police service to the JPDs, many of the patrol officers remain uncertain about their role or prefer to emulate their municipal officer counterparts.

Transit policing is unique policing. A significant portion of its clientele is mobile and not confined to a specific geographic area. These challenges also present opportunities, given that MVTP officers are deployed on foot and have considerable unallocated time to be involved in proactive activities. In several instances in this report, the suggestion has been made that the MVTP establish contact with its peer transit policing services, including the British Transport Police and the NYPD Transit Bureau. This is in recognition that, although transit policing shares many of the attributes of municipal policing, it has unique features as well. Sharing ideas, strategies, and tactics with other transit police services would enhance the identity of the MVTP as a transit police service whose officers have specialized skill sets that may not exist in a municipal police service. This will also lessen the need for the MVTP to establish its legitimacy with the JPDs.

The deployment of officers on foot patrol creates a myriad of opportunities for the MVTP. However, to date, these have not been maximized as patrol officers often receive mixed messages as to whether they can deploy in patrol units away from the transit system and many officers admit they spend very little time on it. Re-focusing patrol officers on foot patrol, on the trains, and on community stakeholders will enhance the organizational culture and increase the department's effectiveness. It will also support the efforts of recruiting officers and increase retention.

Going forward, the strategies and tactics of the MVTP should be guided by best practices and be evidenced-based. These are two core principles of the SDM. These can be informed by the findings from police research, including:

- Strategies around increasing public confidence in the police should be based on organizational and individual officer acceptance of the importance of regular foot patrols for enhancing community engagement.
- The type of policing technique used (i.e., soft versus hard policing styles) has different implications for how the police are viewed and engaged locally. For example, repeated use of enforcement-based styles has a negative impact on police community relations, whilst familiarity and positive communication can enhance public confidence.
- Officers being visible on foot and bicycle patrols are perceived as more approachable, more friendly, and more accountable to the public than those in cars and, furthermore, gather more in-depth information on crime and criminal behaviour on their beat. Local knowledge assists police officers in making the correct decisions for each context and assists in addressing local needs.
- Without organizational buy-in and management support for community policing/foot patrols, e.g., the existence of key performance indicators and reward frameworks which only relate to enforcement activity, it is more difficult for community-focused police officers to see the value in their role. They may become frustrated and look towards roles that are “real” police work.
- The style of policing (enforcement vs. engagement) delivered by individual officers has serious implications for police community relationships. This may raise questions around the policing styles and skill sets of officers and the need for focused training for community roles. Enforcement styles of policing can increase mistrust and act as a barrier to engagement. Negative experiences with the police impact more on public perceptions of policing than positive experiences.
- Regular community engagement, with ongoing communication, is important for building trust and confidence with communities. Being familiar, accessible, approachable, helpful, empathetic, and listening and understanding the needs of the community are related to trust and confidence.

(Hail, Aston, and O’Neill, 2018:2)

There are officers who subscribe to the principles and objectives of the SDM and are committed to ensuring its success. Their lived experience is that there has been a lack of clarity in policies and procedures from mixed messaging and communication between all levels of the organization. Compounding this is the lack of analytical capacities that would enhance the MVTP as an intelligence-led transit police service.

The impact of the frequent turnover of Chief Officers cannot be overstated. This presents challenges for the agency, not the least of which is developing and implementing strategic plans and operational policies on a consistent basis.

Communication within the organization has also suffered, with front line patrol officers often receiving conflicting information about initiatives and expressing confusion about priorities.

At the crux of many of the challenges that have been discussed in this report is mixed messaging on how MVTP officers are to be deployed and how best to ensure the safety and security of transit users. There continues to be tension between MVTP officers wanting to engage in “real police work”, e.g. patrolling in vehicles, investigating incidents away from the transit system, and the beat patrol, community engagement approach embodied in the SDM. By their own admission, many MVTP officers have little interest in riding the trains, engaging with transit users and problem solving in a non-enforcement context.

These perspectives persist despite the efforts of the executive and the recruiting section to ensure that new hires are very clear on the role and mandate of the MVTP and the central role that the SDM plays in the delivery of transit policing services. The persistence of these perspectives may be due, in part, to the historical focus on fare enforcement and “getting the stats.” The development of new performance metrics for patrol officers will assist in re-directing the efforts of the officers. The extent to which the MVTP is successful in addressing this issue will have a significant impact on the effectiveness of the SDM going forward.

SUMMARY OF RECOMMENDATIONS

Analysis of the data gathered for the evaluation resulted several recommendations, which are set out in Table 8.

Table 1: Impact Areas and Recommendations

Organizational Impact of the SDM	Recommendations
Fostering an Organizational Identity	<i>The department should develop a strategies plan to ensure that all sworn and civilian personnel have a clear understanding of the principles and practices of the SDM. . Special attention should be given to ensuring that the NCOs are implementing the policies and strategies of the executive.</i>

Organizational Impact of the SDM	Recommendations
Facilitating Collaborative Policing	<i>The department should focus on the development of collaborative partnerships with the JPDs and community stakeholders that extend beyond the work of the NPOs to include the Patrol officers.</i>
Relationships with the Jurisdictional Police Departments (JPDs)	<i>The MVTP should ensure that partnerships and that partnerships and secondments do not distract from its primary mandate to protect the safety and security of transit users nor compromise its ability to adequately staff the CSAs.</i>
Increasing the Accountability of Officers	<i>The department should review and, where required, enhance accountability and performance metrics for officers.</i>
Enhancing the Recruitment and Retention of Officers	<i>The department should develop a recruiting campaign that is centered on the principles and objectives of the SDM, which include community policing, community engagement, and problem solving.</i>
	<i>Recruiting officers should continue their efforts to ensure that prospective recruits, be they previously experienced officers or new hires, are fully apprised that transit police operate within the SDM and that proactive policing and community engagement are the focal points of officer activities and will be the basis of their performance assessments.</i>
	<i>Every effort should be made to develop the department's capacity to promote officers from within the organization based on a leadership succession plan and, where possible, provide these future leaders with training and the development of expertise in transit policing.</i>

Impact on the Patrol Function	Recommendations
A Focus on Community Policing and Problem Solving	<i>The department should facilitate workshops that inform patrol officers about the SDM and its objectives.</i>
	<i>Patrol officers should be provided with training in patrol strategies and tactics.</i>
Officers Assuming Ownership of the CSAs	<i>The deployment of officers should be done in a manner to increase the length of time that officers remain in a CSA to enable them to assume ownership of the zone.</i>
	<i>Once assigned to a CSA and having assumed ownership of the zone, Patrol officers and their NCOs should be provided with intelligence to develop problem-solving initiatives that involve community stakeholders.</i>

3. Impact of Strategic NPO Activities	Recommendations
Impact of Strategic NPO Activities	3.1. Given the value of the environmental scans and blueprints a protocol should be established to: 1) ensure that these documents are periodically updated; 2) officers assigned to the CSAs are briefed on these materials; 3) NPO and patrol officer activities in the CSAs are featured on social media; and, 4) NPOs complete a report on the activities /interventions that have been taken to address the issues identified in the CSA with comment on outcomes of these activities /interventions.
	3.2. The department should ensure that the NPOs are able to focus their time and efforts on issues related to their CSA and are not given assignments outside of their mandate.

4. Impact on Community Stakeholders	Recommendations
Impact on Community Stakeholders	4.1. The MVTP should continue to expand its partnerships with the JPDs and also with agencies and organizations in the respective CSAs.
s	4.2. The department should expand its outreach activities beyond the work of the NPOs to include all units in the department. These outreach activities should be guided by the principles and objectives of the SDM.
	4.3. The department should take the initiative to involve representatives on the Chief's Community Council as collaborative partners in addressing issues of safety and security on the transit system.

5. Impact on Transit Users	Recommendations
Impact on Transit Users	5.1. The department should develop a protocol for measuring, on a regular basis, the perceptions of safety and security of transit users as well as those of community stakeholders in the immediate environs of the SkyTrain stations.
	5.2. The MVTP should explore strategies to increase the visibility of patrol officers on SkyTrain and in the station environs.
	5.3. MVTP officers should move away from a focus on fare enforcement, leaving this function to a special fare enforcement unit that is intelligence led.

6. Impact on Crime and Disorder	Recommendations
Impact on Crime and Disorder	<i>The MVTP should develop a robust analytical capacity that provides intelligence on patterns of crime and disorder to patrol officers and should report out analytics to the public on a system-wide and CSA basis.</i>
	<i>The MVTP should consider implementing a policy that prohibits officers from randomly patrolling in vehicles and provides for ongoing monitoring of the time that officers spend in patrol vehicles away from the transit system.</i>

Impact of the SDM	Recommendations
Overall Impact of the SDM	<i>The MVTP should explore the potential of innovative approaches to policing the transit system by examining best practices from other transit police services, including the British Transport Police and the NYPD Transit Bureau.</i>

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