

# At the heart of Montréal



New Service Coverage Framework  
April 2008

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## Message from the president of the *Commission de la sécurité publique*

### A dynamic organization at the heart of our city

There are times that I am extremely proud to be the president of the *Commission de la sécurité publique* and the vice-president of the *Comité exécutif de la Ville de Montréal*. Presenting the new Service de police de la Ville de Montréal (SPVM) service coverage framework is one of those times.

This reorganization proposal for the SPVM was developed after extensive consultation with all stakeholders, citizens, elected officials and employees, and it offers innovation while building on the strength of our *Police de quartier*.



I want to thank my colleagues at the *Commission de la sécurité publique* for their contributions, as well as everyone who helped develop this important document.

I also extend my congratulations to the entire SPVM personnel who are supporting this renewal, and I want to encourage the public to support the actions of the police officers so that the *Police de quartier* can grow to truly reflect our island.

Thank you and congratulations!

A handwritten signature in blue ink, appearing to read 'Claude Dauphin'.

**Claude Dauphin**

Vice president of the *Comité exécutif de la Ville de Montréal*  
President of the *Commission de la sécurité publique*  
Mayor of the Borough of Lachine

# Message from the director of the SPVM

## Project for an island!

It always feels promising when a unifying and forward-thinking project is achieved, buoyed by a consensus among so many stakeholders in our city.

In Montréal we are very fortunate to be experiencing just such a moment right now, thanks to an innovative model that constitutes an important step forward in establishing our vision for the future. Our plan goes beyond simple police organization. This renewed service coverage framework lays the foundation for an integrated public security approach for Montréal, one that will modernize and improve our services to the public and pave the way for increased involvement from all our partners. We see it as a teamwork plan that rallies SPVM personnel (civilian, police, crossing guards, parking agents and taxi inspectors), elected officials across the island, our partners and you, the citizens of Montréal. Together, the members of the SPVM team are stepping into the future with professionalism and integrity.

Back in January 1997 – over 10 years ago already – the SPVM unveiled our new policing model, the *Police de quartier* (neighbourhood policing). Since then we have never stopped improving on the plan, with a major optimization in 2004 and numerous other adjustments two years ago.

The most recent stage in its development is the new service coverage framework, which began with a number of discussion forums that brought together our partners with elected officials, employees and the police executive. The new service coverage framework is more than a simple structure: it is an approach that we are asking you to help us build, with flexible solutions that can be adapted to suit every situation and community in Greater Montréal.

To reinforce our neighbourhood policing model, the SPVM has been fine-tuning the project for several months now.

So please read on to learn more about what we are doing: the plan is very inspiring and it calls on the cooperation of everyone who loves Montréal and who wants it to continue to be one of the safest cities in the world.

Remember: this is a professional and personal commitment we all owe to each other!

In closing, I want to thank everyone who helped develop and launch this great adventure that will definitely mark the history of our Service.

Bravo one and all!



A handwritten signature in blue ink that reads "Yvan Delorme". The signature is written in a cursive, flowing style.

**Yvan Delorme**  
Director

## Introduction

Since the *Police de quartier* (the neighbourhood policing model) was introduced 10 years ago, the SPVM has refined the model to make it a flexible system that can be adjusted and adapted to changes in the environment, taking in stride the needs and expectations expressed by the public, the elected officials, other partners and the SPVM personnel.

The operations and effectiveness of the SPVM have been periodically assessed, and the evaluations have taken into consideration the city's constantly changing political (municipal organization, ministerial directions, etc.), legal (legislative changes, etc.), economic, social, demographic and criminal landscape.

Within this setting, the neighbourhood policing model has been constantly evaluated since its inception to make it stronger and more robust. In 2004, the assessment led to the *Optimisation de la Police de quartier* (neighbourhood police optimization). The most visible result of this process was the creation of the *Services à la communauté* (regional service bureaus), the twinning of certain neighbourhood police stations (*postes de quartier* or PDQs), and the addition of a lieutenant, an investigator and a road safety specialist to each PDQ to strengthen the teams.

The SPVM took these measures to adjust to the reality of the mega-city and will continue to take steps as the situation evolves. For example, over the last few years, the police service has adjusted to an increase in the demand for services. The SPVM provides security services for local and international events that involve large crowds: since 2001, the number of large scale events, which take place mostly during the summer, has increased by 35%. The SPVM also has to mobilize more resources to deal with new and growing types of crime.

In an era of regular rationalization of public finances and a constant increase in the workload of police officers for the past 10 years, the SPVM and everyone who works with and through it have managed the situation very well. Between 1995 and 2005, SPVM staff increased by only 0.8%, compared to average increases, over the same period, of 11% for police services across Canada and 4.2% for police services across Québec. The SPVM's efforts in terms of budgetary restraint are also noteworthy: expenses increased by 20%, which is less than the Canadian inflation rate<sup>1</sup> and less than expense increases in the other police services in Quebec (average increase of 39.3%<sup>2</sup>).

Overall, the SPVM is doing good work, and Montréal is a safe city. Nevertheless, the SPVM faces certain challenges associated with its response capacity and the changing face of Greater Montréal.

The SPVM must continue to adapt its methods to its changing environment in order to effectively fulfil its mission and, in doing so, help make Montréal "a society where everyone has a sense of belonging, a city that constantly improves its citizens' quality of life while ensuring sustainable development."<sup>3</sup>

The SPVM will actively participate in the success of Greater Montréal's new *Policy for a Safe and Peaceful Living Environment*, which seeks to mobilize and engage the entire community around the issue of public safety. The SPVM also intends to contribute to the achievement of *Imagining • Building Montréal 2025, A World of Creativity and Opportunities*, which aims to make Montréal:<sup>4</sup>

- » a city of knowledge, creativity and innovation
- » an avant-garde cultural metropolis
- » an outstanding place to live
- » a city with efficient infrastructure
- » a city open to the world

With these goals, a novel approach is required to give the SPVM the ability to act on the priorities it has adopted. The SPVM's principal strength has been its capacity to evolve. It must continue to stay at the front of the wave so Montrealers enjoy the best possible services.

1. Statistics Canada, *Consumer price index for Canada, 1988-2007*.

2. Data from: Statistics Canada, Canadian Centre for Justice Statistics, *Municipal police force administration characteristics - (1986-2007)*.

3. Ville de Montréal, Direction de la planification stratégique, *Imagining – Building Montréal 2025: A World of Creativity and Opportunities*, 2005, p. 20.

4. *Ibid.*, p. 15.

# The service coverage framework review process

In 2005, with the unveiling of the new political framework for Greater Montréal, the SPVM undertook a review of its service coverage plan, in order to continue to improve the quality of the services it offers, harmonize more effectively with the central services, boroughs and newly combined cities, maximize the efficiency of its operational units, and effectively manage its service offer. This process also provided the opportunity for the SPVM to prioritize current and future public security issues and define guidelines for the years to come.

The first step was to undertake in-depth analyses of the SPVM's external environment and the situation within the organization. The external assessment identified the needs and expectations of the public, as well as factors necessary to maintain a peaceful and safe living environment. The internal assessment determined whether the current resources and service offerings were sufficient to meet the identified needs and expectations. A preliminary analysis of these assessments validated the mission adopted by the SPVM in 1995 and allowed the police service to establish a new vision and review its values.

In May 2006, 28 forums were held, with input from SPVM members at every level and in every field of activity and their key partners. A total of 200 people from the organization and 85 representatives of key partners (citizens, elected officials and public, institutional and community partners) were involved. These consultations helped focus in on the issues, establish priorities and, where necessary, suggest guidelines, solutions, strategies or actions, in light of the results of the prior assessments.

The SPVM executive used the results from the assessments and consultations to define its strategic orientations and action priorities for the coming years. These orientations led to improved handling of certain issues, but one matter became clear: the SPVM's operational methods were in need of an extensive overhaul.

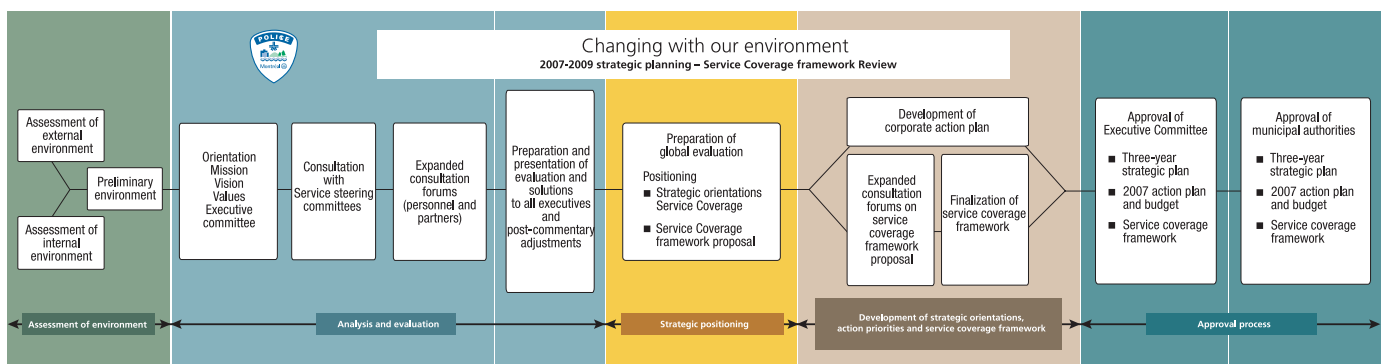
To amalgamate everyone's comments, provide feedback and examine the necessary adjustments, the proposal outlined in this document was presented in January and February 2007:

- » to everyone who took part in the forums in Spring 2006
- » to the elected officials in every borough
- » to the SPVM executive
- » to the *Fraternité des policiers et policières de Montréal* (Montréal police brotherhood)
- » to all SPVM personnel, through their unit managers

The solutions chosen (based on the results of the entire process) were then presented at a public consultation by the *Commission de la sécurité publique* (public security commission). After a series of briefs was presented, further adjustments were made to the proposal.

Finally, the new SPVM service coverage framework was approved by the Montréal municipal council on June 18, 2007, and by the Agglomeration Council on June 21, 2007.<sup>5</sup> The conditions of its implementation are also the subject of agreements with the *Fraternité des policiers et policières de Montréal*.

Figure 1: Steps in the service coverage framework review process



5. The resolutions adopted by the Councils are presented in Appendix I.

# THE SPVM – CHALLENGES, OBJECTIVES AND FOUNDATIONS

## 1.1. THE SPVM'S CHALLENGES

The in-depth analysis<sup>6</sup> of the SPVM's operational context, validated through consultation forums, was used to establish the public's needs with regard to the maintenance of a safe and peaceful living environment.



The issues raised are all closely related to the achievement of the SPVM's mission and they relate to every field and component of the organization's environment. By analysing these issues, we identified the main challenges the SPVM must face now and in the coming years.<sup>7</sup>

### Diversity and community relations

**CHALLENGE 1:** In light of high immigration, strengthen the SPVM's links with the community, in order to help all the citizens of Greater Montréal live together in harmony.

### Criminal environment

**CHALLENGE 2:** In light of the general decline in crime in Montréal, maintain the reduced crime rate while taking action against emerging forms of crime and crimes of disturbing frequency.

### Safety of people with special needs<sup>8</sup>

**CHALLENGE 3:** In light of frequent police intervention among people with special needs, rethink all related police interventions from a global, integrated and intersectoral perspective.

### Occupation of urban space

**CHALLENGE 4:** In light of questions concerning the occupation of urban space and related to issues of marginality and public disorder, adopt an integrated city-wide vision for the management of public spaces.

### Criminal and non-criminal crisis situations

**CHALLENGE 5:** In light of the increased risk of criminal and non-criminal crises, constantly update crisis risk preparedness programs (terrorism or other) and SPVM response plans to ensure adequate preparation of all response workers.

### Road safety

**CHALLENGE 6:** In light of a deterioration in Montréal's road safety record in recent years and with the help of the new officers assigned to traffic in January 2006, maintain safety and tranquillity on the roads through improved road safety.

### Safety in public transit

**CHALLENGE 7:** In light of the importance of safety in public transit, and especially in the metro, maintain a safe public transit network on the island of Montréal and contribute to the flow and efficiency of the network services, in order to promote its use.



6. Reference: SPVM, Section recherche et planification, Direction stratégique, *La sécurité et la qualité de vie à Montréal: constats et tendances, Lecture de l'environnement externe 2006*, Montréal, 2006.

7. Appendix II presents a brief overview of the context in which the SPVM is carrying out its mission.

8. The segments of the population with special needs are those whose living conditions make them more likely to become victims of crime, to commit crimes or to find themselves in situations of distress that require police intervention. These situations may or may not involve breaking laws and bylaws. These segments of the population include people who are elderly, mentally challenged, or physically handicapped or who have problems related to psychological distress or intrafamily situations (youth, children, families).

### **Organizational and budgetary environment**

**CHALLENGE 8:** In light of massive workforce renewal and changes in the characteristics of the personnel, rapid IT and communications developments, and limited public finances and budgets, propose innovative strategies to compensate for these situations and improve support for police officers in their daily work.

While Montréal is in an enviable situation in comparison to many other large cities in North America, the challenges outlined above demonstrate that the SPVM must continue to adapt to the changing environment in order to effectively contribute to the security and quality of life of the people living in Greater Montréal.

## **1.2. OBJECTIVES TO PURSUE**

Through the internal analysis, consultations and forums, we were able to identify certain obstacles that must be overcome to maximize the SPVM's response capacity. Identifying these obstacles helped define a number of priority objectives which, while they did not call into question the neighbourhood police model itself, served to guide the proposed changes.

To achieve the target objectives, the SPVM must pursue its efforts to develop a modern, flexible and high-performance organization focused on results management. Mechanisms have been adopted to enrich processes and methods and, consequently, to reduce the sources of deficiency.

From this perspective, the changes must enable the SPVM to review its methods, in order to provide the personnel with the tools they need to achieve ever-more-demanding results; reduce the management-staff ratio, to maximize the number of positions directly involved in service delivery; and achieve productivity gains, particularly through greater organizational flexibility and modern, high-performance technology tools.

### **Description of objectives:**

#### **Harmonize the SPVM with the municipal structure**

Since the SPVM is a municipal partner, it must be effectively integrated and take advantage of the strength of its environment. This is a matter of reviewing the deployment of services to further integrate them with the structure of the boroughs and connected cities and creating platforms for exchange between the stakeholders (for examples, at borough committees on public and civil security).

#### **Coordinate support for PDQs locally**

Police services are delivered on a territorial basis. Efforts must focus on effectively coordinating actions locally and increasing all units' accountability for results.

#### **Offer integrated public security services**

In order to improve its efficiency and promote increased visibility across the territory, the SPVM must develop an integrated approach that is complementary to its current service offer. Sharing security responsibilities with partners and among different SPVM units will improve efficiency and encourage continuity of action. The same is true for the additional services provided by the new traffic and Metro police, the use of police cadets and the integration of parking agents.

#### **Make PDQs more robust and independent**

To be able to take action on local issues and implement the "problem solving" approach, the PDQs must be stronger and more independent. Methods should be reviewed to allow each PDQ to assign more officers to proactive action and problem solving.



### Support front-line workers

To provide support for front-line workers, it is critical that the SPVM continue to deploy modern, high-performance tools and rely on technologies that improve organizational performance.

### Increase organizational and financial capacity

To sustain its development and maintain and increase efficiency and service quality, the SPVM must continue to innovate. It must not only rely on modern, high-performance tools to organize its work but also increase and consolidate the public security services it offers to the public.

The SPVM must continue to look at things differently, to broaden its vision and redefine its roles and responsibilities



in certain areas, as in the case of the Montréal Pierre Elliot Trudeau International Airport. Efforts will focus especially on financing activities such as security at the Port of Montréal and counter terrorism and anti-street gang actions.

### Manage diversity to mobilize the personnel and increase their status and self-esteem

People who are valued are engaged in what the organization has to offer, and that encourages them to commit for the long term and to invest in temporary projects. The SPVM needs to offer a work environment that allows every staff member to feel mobilized, supported, respected and appreciated for their own qualities. These conditions are essential to engage everyone in the success of the organization and to ensure that the behaviour nurtured by this dynamic is reflected in interactions with the public.

## 1.3. STRATEGIC ORIENTATIONS

The SPVM's corporate action plan already specifically includes several of the concerns raised in the evaluations and consultations. This action plan revolves around three major strategic orientations that will guide the SPVM's actions in the coming years:

- » **Adapt the service offer to the environment.** This orientation focuses on management of urban spaces, crime, road safety and traffic, partnerships and community relations.
- » **Support the personnel and contribute to their development in a context of diversity management.** This orientation seeks to develop targeted management communications, increase status and self-esteem among the personnel, improve the quality of work life, step up professional development and identify the next generation of officers and senior SPVM staff.
- » **Increase organizational and financial capacity.** Sources of financing, work organization and implementation of the new service coverage framework are the three components of this objective.

These orientations echo a number of the SPVM's challenges and major objectives, but the priorities established for these orientations cannot all be achieved without a more in-depth review of the SPVM's practices and methods.

This review is discussed in Section 2. Above all, it is important to re-examine the main foundations of the SPVM's actions and the organizational structure through which the organization's activities are coordinated.

## 1.4. FOUNDATIONS OF THE SPVM'S ACTIONS

### 1.4.1. Mission

As the principal agent of public security activities and services for Greater Montréal under the *Police Act*, the SPVM is responsible for controlling crime and maintaining public order, as clearly outlined in its mandate. Indeed, the *Police Act* stipulates that the police services and their members have a duty "to maintain peace, order and public security, to prevent and repress crime and [...] offences under the law and municipal by-laws, and to apprehend offenders."<sup>9</sup>

In light of this mandate, the mission embraced by the SPVM in 1995 when it adopted the neighbourhood policing model – which makes the quality of life of Montrealers the focus of its actions – appears to be as relevant as ever. It allows the SPVM to respond to the needs and expectations of Montrealers.

*In partnership with the institutions, socio-economic organizations, community groups and citizens of the territory of Montréal, the SPVM seeks to enhance the citizens' quality of life by working to reduce crime, increase road safety, improve the public's sense of security, and develop a peaceful and safe environment, while upholding the rights and freedoms guaranteed under the Québec and Canadian charters of rights.*

### 1.4.2. Vision

To complete its mission and guide it into the future, the SPVM adopted a new corporate vision.

*The SPVM serves as a model of professionalism and innovation at the core of Montréal life.*

To bring this vision to life, the SPVM relies on the often-tested professionalism of its entire civilian and police staff. The Service de police de la Ville de Montréal dedicated to the service of the citizens it has a duty to protect and serve, is always ready to meet the challenges of today and preparing for those of the future. With this as its goal, the SPVM strives to be a model of innovation in police practices, fully living up to its heritage in the spirit of its mission.



9. Québec, *Police Act*: RSQ, *Chapter P-13.1*, Updated to February 15, 2008, Québec, Éditeur officiel du Québec, 2008, section 48.

### 1.4.3. Values

The SPVM executive and personnel are united around three fundamental values that are rooted in the SPVM's mission and guided by its vision.

#### Respect

Respect means behaving and treating others with consideration and dignity and remaining open to differences.

*Respect underscores all our interactions with citizens, partners and the community, and all our relations with employees, colleagues and superiors. In daily work situations, SPVM employees are as respectful and open to others as they are to members of their own families.*

#### Integrity

Integrity is the quality of someone who exercises their profession with rectitude, honesty and fairness.

*The citizens' trust and respect toward the SPVM depend on the integrity of all our employees.*

#### Commitment

Commitment means being wholly dedicated to the organization's mission and taking personal responsibility for all involved roles and duties.

*The SPVM personnel set forth to accomplish their task, taking on the issues in the environment and working together to resolve them.*

These three values guide the decisions and actions of SPVM members in their dealings with citizens and colleagues and in relation to the basic components of the neighbourhood policing model.

### 1.4.4. The *Police de quartier*

The analysis of the internal and external environment, the consultations and the forums held during the review and evaluation process confirmed the relevance of the neighbourhood policing model, the validity of its components and the solidity of its base. The *Police de quartier*, its five components and the adjustments made to date are not being called into question. On the contrary, the proposed changes seek to further strengthen the model.

The *Police de quartier* is designed to counter security problems that emerge because of limitations in the traditional intervention model. The neighbourhood model allows the police to get closer to the community by using a problem solving approach, establishing partnerships and developing greater openness toward the communities.

The *Police de quartier* also introduced the concepts of sense of security, citizens' quality of life and road safety to the SPVM mission. This required the personnel to learn new approaches but also called on them to deal with the growing but legitimate expectations of the public and elected officials, especially in terms of police visibility, partnership, community involvement and transparency.

There are five basic components of the SPVM neighbourhood policing model: problem solving approach, geographic responsibility, service-based approach, partnership and personnel recognition.

These components should be considered as guidelines. Originally adopted when the neighbourhood policing model was first implemented, they have been enriched by over a decade of experience. This is how they are defined today with the benefit of time.





### Problem solving approach

The problem solving approach is a central component of the *Police de quartier*. It allows the SPVM to concentrate on misdemeanours and other recurring incidents of concern to the police and the community citizens: these misdemeanours and incidents are deemed to be a “problem” when they become a source of concern because of their recurring nature. Reacting to similar calls on a case-by-case basis condemns the police to endlessly repeat the same actions. The problem solving approach, on the other hand, identifies and changes the conditions at the root of the problem.

The approach involves several key elements. Efforts are made to identify and analyse problems, locally apply lasting solutions and then evaluate the impact. The citizens of a community (residents, business owners, members of government bodies or local associations, etc.) take part in the problem solving process. Proactive measures are also taken, in conjunction with the reactive measures made in response to calls and problem consequences. Local problem management works independently. The multiple expertise of the neighbourhood officers maximizes problem solving, using local resources to their best advantage. In the problem solving approach, the actions of local units are supported by the actions of regional and corporate units, which share the responsibility for action.

In general, the SPVM personnel concentrate their actions on the four axes of intervention which are integrated with the problem solving approach and other basic components of the neighbourhood policing model.

These four axes guide police intervention by advocating the harmonization of various actions around each issue. The axes are complementary, supporting each other and forming

a coherent whole. They must not be treated separately or considered as opposites, as if taking action on one axis meant by definition not taking action on the others.

### The four priority axes of intervention

**Prevention** of crime and misdemeanours encourages and sustains behaviour that upholds laws and bylaws and facilitates peace and safety for all. The goal is to help the public develop the skills to deal with specific problems or general life situations and to mould and refine this aspect of the living environment.

**Suppression** takes action against crime, enforces laws and bylaws and maintains peace and order. It applies coercive strategies to control individuals using constrictive measures.

**Communication** keeps citizens, partners and SPVM employees informed. It encourages the relevant exchange of information about security and crime control matters, for the purpose of resolving problems, monitoring actions and maintaining trust.

**Research** analyses the SPVM’s environments in order to deploy the best policing practices. This may involve local assessments, crime analysis, evaluation of police intervention or operations, bibliographic research, examination of the context of various SPVM actions, and so forth.

These are integrated actions that are designed to work together. Prevention, suppression, communications and research efforts fit together and complement each other as part of the overall plan, and the various aspects of a single problem are handled with a view to finding a coherent and effective solving.





### Geographic responsibility

This component of the *Police de quartier* consists of assigning responsibility for the security of a territory to the personnel of the neighbourhood police stations, to give the team of police officers a sense of belonging to the neighbourhood where they work. It allows them to acquire a deeper understanding of the citizens' needs, the resources available in the neighbourhood, and its geographic, social and criminal characteristics. All other SPVM units back up the PDQ personnel to reinforce this component and deliver services on a territorial basis.

### Service-based approach

The service-based approach is a fundamental characteristic of high-performance public organizations. It focuses on client satisfaction, anticipating needs and making direct contact with the clients using a personal and understanding attitude. It emphasizes assisting citizens, listening, and following up on victims of crime and people who file complaints.

### Partnership

At the SPVM, partnership signifies a formal agreement between two or more parties who have agreed to work together in the pursuit of shared or compatible objectives. Partnership involves sharing power and responsibilities and joint investment of resources.<sup>10</sup> Although the terms are often interchangeable in everyday parlance, partnership differs from simple cooperation or joint activities in that the latter are not necessarily governed by formal agreements. For the SPVM, partnership is a means by which the organization seeks to achieve more satisfactory results.

This fourth component is crucial because the SPVM recognizes that it cannot solve the problems of crime, disorder and lack of security on its own. As has been demonstrated over the years, partners and the public also have a determining role to play in public security and problem solving.

### Personnel recognition

Personnel recognition is at the heart of the vision and values embraced by the SPVM. The organization has confidence in the members of its police and civilian staff. Initiative is encouraged. Competencies and experience are recognized, appreciated, encouraged and respected.

A human resources management strategy gives concrete expression to this component. The main objective of the strategy is to improve the SPVM's organizational capacity in order to derive the greatest potential from a staff body with a diversity of values, attitudes and skills within an innovative and high-performance service offer. To this end, priorities centre around four key elements: development and identification of the next generation of officers and senior staff; a motivating, respectful and supportive work environment; communications; and coaching through change.



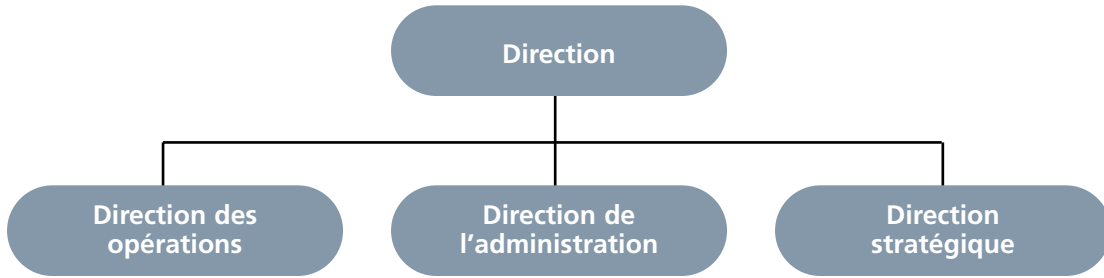
## 1.5. ORGANIZATIONAL STRUCTURE OF THE SPVM

The evaluation process for the service coverage framework confirmed the relevance of the SPVM's current organizational structure, which includes three executive branches – operations, administration and strategic.

In 2005, the SPVM adopted a new, more flexible organizational model, with three executive branches centred on results and service. Efficient management directs resources and processes toward the production of quality deliverables.

10. *Mode de fonctionnement de la Police de quartier, Procédure 160.*

**Figure 2: Executive branches of the SPVM**



The **Direction des opérations** oversees all operational units. It includes all front-line units (neighbourhood police stations) and support units (regional and special investigations units) that are involved in delivering services to the public.

The **Direction des opérations** is the core of the organization. With 4,740 employees, it encompasses most of the organization’s staff. It is made up of six separate services. There are four *Services à la communauté* (regional services: east, north, south and west), since the island is divided into four separate regions, and two other specialized services that support them: the *Service des opérations corporatives* (corporate operations service) and the *Service des enquêtes spécialisées* (special investigations service).

The mandate of the **Direction des opérations** is to offer basic and specialized services to the public. It is supported by the two support directorates, the **Direction de l’administration** and the **Direction stratégique**.

Through its various units, the **Direction de l’administration** helps optimize human resources and financial, material and computer management. In this sense, it offers support and oversight to all units in the SPVM. It also advises and provides marketing resources. Finally, it directly supports police operations since it is responsible for the *Service des communications opérationnelles* (operational communications service: 9-1-1 call centres and call handling).

The **Direction stratégique** provides guidance as the SPVM advances toward better practices and innovations. Its main functions are to plan, advise on and oversee issues and practices. It contributes to organizational development and monitors internal cohesion. This directorate includes the *Division des communications* (communications division: corporate and media), the *Service des affaires juridiques* (legal affairs service) and the *Service des stratégies organisationnelles* (organizational strategy service: strategic development, methods and processes, research and planning, community action strategies).

By promoting horizontal networking, these changes in the organizational structure have improved the coordination mechanisms between people in different sectors and units of the SPVM. It is expected that this networking will result in the creation of formal and informal links between units that will harmonize all actions for a more integrated approach.

# THE NEW SERVICE COVERAGE FRAMEWORK

Reinforcing the SPVM's capacity to act locally is the central platform of the new service coverage framework. This reinforcement demands improved harmonization with the municipal structure, the introduction of true territorial responsibility, integrated public security services, greater strength and independence for the neighbourhood stations, and optimal support for front-line workers and other personnel members. Achieving these goals will allow the SPVM to take its place **at the heart of Montréal**.

With the *Police de Quartier*, the SPVM got closer to the people and closer to its local partners, and learned more about local realities, issues and problems.

The *Police de Quartier* also allowed the SPVM to embrace the problem solving approach, which seeks lasting solutions for certain types of crime, to ensure they do not recur.

Nevertheless, while the structure and operational mode of the SPVM definitely put the Service in better touch with the public and improved its analysis and understanding of local issues and problems, its options for intervention were still too limited.

The proposed changes are above all a way to enact the approach and the vision, rather than simple structural changes. The modifications will make better use of the personnel, their expertise and their methods.

## 2.1. NEIGHBOURHOOD POLICE STATIONS

The neighbourhood police stations (*postes de quartier* or PDQs) have been the cornerstone of SPVM action for over a decade. They offer police services to the local communities 24 hours a day, 7 days a week. They are responsible for public security in their own territory and for ensuring the SPVM mission is carried out at their level. They have to be flexible enough to adjust to local situations and able to harmonize as much as possible with existing municipal structures.

Furthermore, to fully assume their responsibilities, the PDQs have to function independently and maintain continuity by providing integrated public security services.

The introduction of the new service coverage framework provided an opportunity to completely overhaul the PDQs. Their structure and mode of operation have been modified in three complementary areas:

- » **Strength.** The number of operational officers in the PDQs has been substantially increased.
- » **Independence.** Methods have been reviewed to make the PDQs more independent, increasing their capacity to resolve the problems of the local community.
- » **Integrated service offer.** The PDQs have the support of all other SPVM units, both in their provision of regular services and in situations where police intervention demands resources beyond their individual capacity. The members of the organization all share the concept of working together as a team through the appropriate cooperation mechanisms.

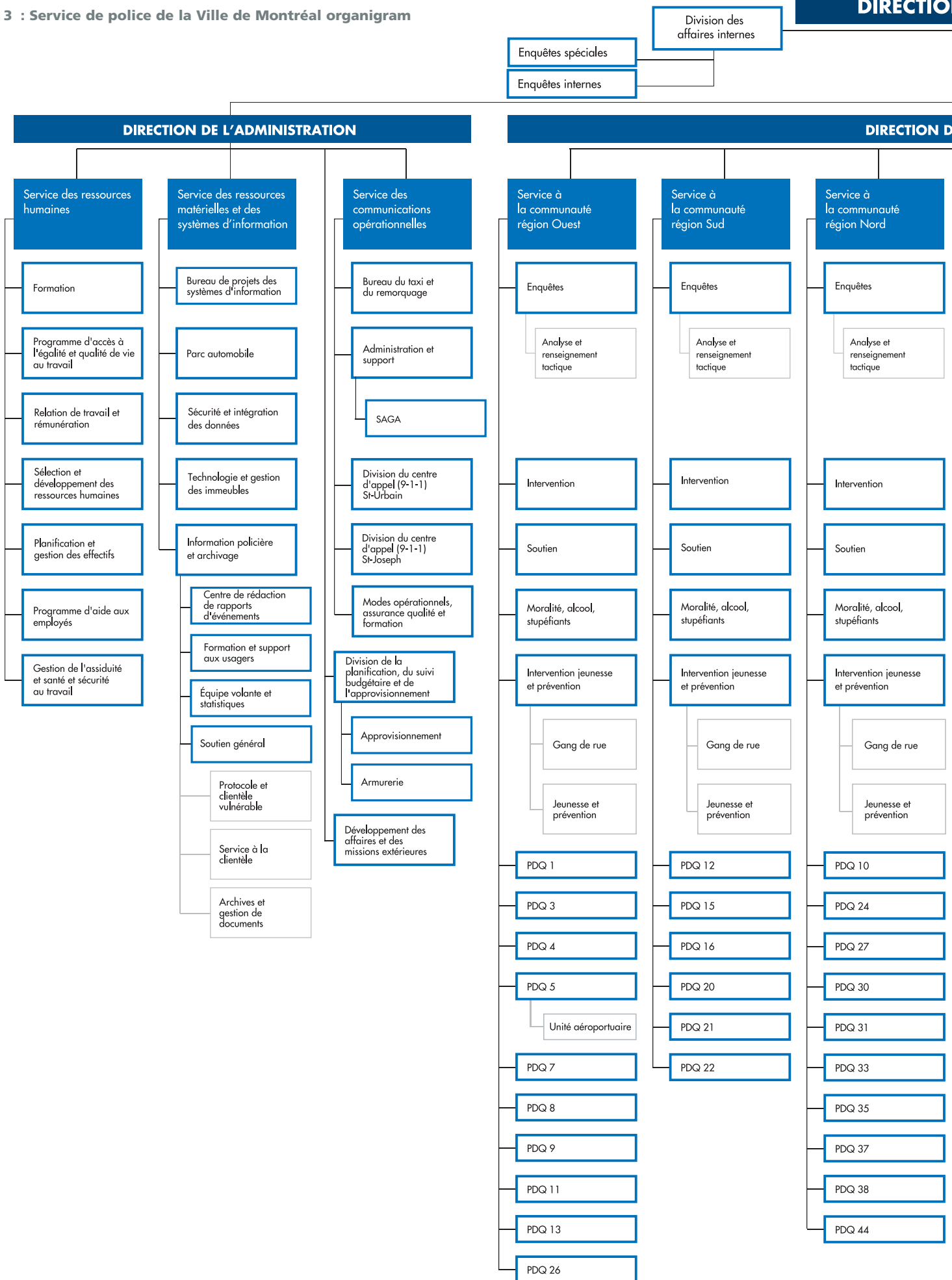
These changes will increase the PDQs' capacity to act and offer adequate services. Additional police resources are an essential condition for the stations to become more independent and robust. Their mode of operations has also been reviewed to allow them to more fully embrace their role. To this end, each PDQ has established a *Module d'actions par projet* (Project-based action module or MAP).

### 2.1.1. PDQ structure and operations

Under the new service coverage framework, every neighbourhood station constitutes a multidisciplinary team covering three complementary areas of responsibility to facilitate cooperation with partners and local stakeholders. It is composed of:

- » A management team
- » A *Module d'actions par projet* (Project-based action module)
- » Five patrol and call response groups

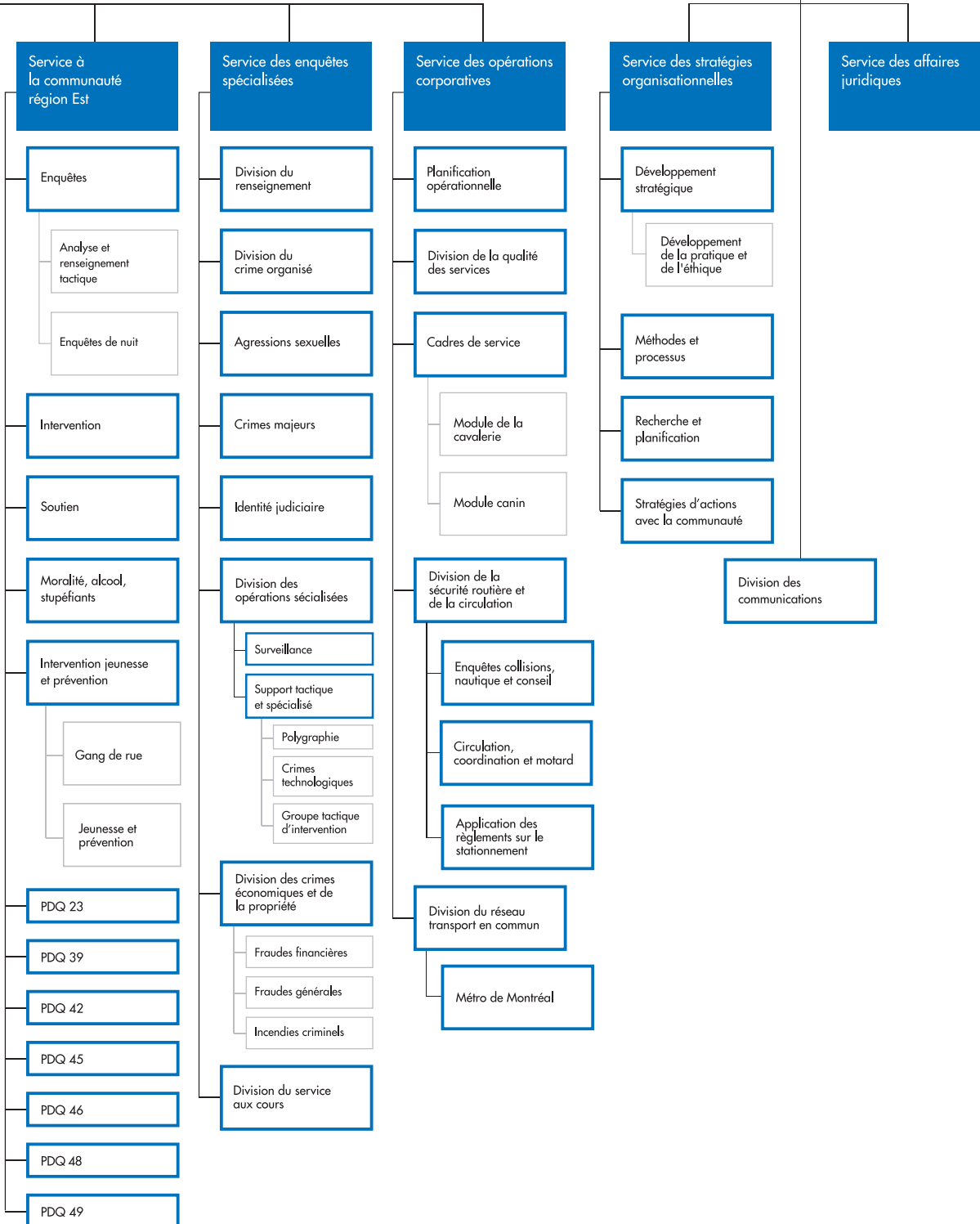
Figure 3 : Service de police de la Ville de Montréal organigramme





## ES OPÉRATIONS

## DIRECTION STRATÉGIQUE



It is the responsibility of this multidisciplinary team to provide integrated and effective public security services at the local level. To carry out the SPVM mission and serve the public, each team pursues the following activities:

- » Patrol, call response and maintenance of peace and order
- » Road safety and traffic
- » Crime prevention and community relations
- » Investigations (in conjunction with the *centres d'enquêtes*)
- » Analysis and intelligence

### 2.1.2. The Module d'actions par projet

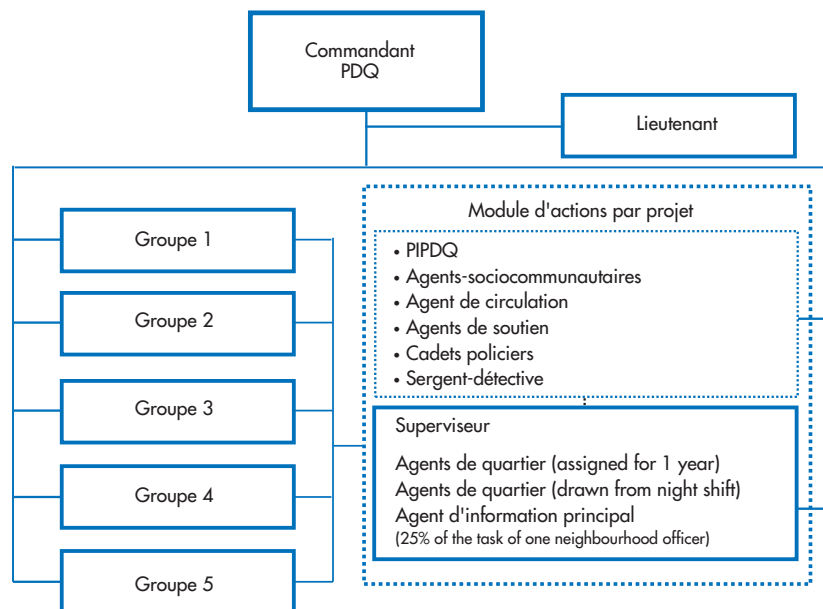
The implementation of the problem solving approach was hindered by two main obstacles: the dispersal of responsibility and expertise, and the growing complexity of the challenges facing the PDQs.

Problem solving is the responsibility of all patrollers. Under the neighbourhood police model, the patrollers were given the role of generalists who had to demonstrate exemplary skills in areas as varied as crime prevention, road safety, participation in community life and youth intervention. It was difficult for them to meet these expectations on a daily basis, and this often resulted in less than optimal use of their individual expertise, disengagement from the goal of problem solving and a decreased sense of status and self-esteem among the personnel.

Furthermore, local challenges and problems are increasing in complexity, demanding police intervention of greater and greater expertise, in terms of both problem recognition and problem handling.

In their original configuration, the PDQs did not have the independence they needed to provide an adequate response. Only concentrating expertise in a single entity could give the PDQs the independence they need to solve local problems and establish partnerships. Pooling their expertise allows them not only to define the parameters of police action with regard to recurring problems but also to

Figure 4: Functional links in the PDQ multidisciplinary teams





gain leverage and mutual support by mobilizing external partners in an integrated approach to public security.

Problem solving is more than a method: it is an approach that must be integrated into the daily actions of the patrollers.

From this perspective, it requires a “driver” to bring it to life, a structure through which problems are identified, strategies designed, and responses deployed or coordinated.

The *Module d’actions par projet* in each PDQ brings together these different types of expertise and serves as the spearhead for local problem solving. This module can also take specific action in terms of traffic and road safety, community relations and issues related to youth, children and families.

In terms of benefits for SPVM partners, the MAP facilitates community relations and cooperation, increases and personalizes direct contact with partners and the public, and provides a more customized response to security needs in the territory.

In other words, the MAP allows each PDQ to deliver value-added services in addition to patrol and call response.

### **Responsibilities of the MAP**

The *Module d’actions par projet* is an operational team that works on a project basis. Projects allow the team to develop strategies and implement intervention plans to achieve lasting results for identified problems.

The MAP brings together officers with different types of expertise to give them a greater collective capacity to act (investigations, intelligence, prevention, suppression, etc.). Combining these different types of expertise allows the MAP to:

- » Recognize and identify problems
- » Develop strategies to deal with problems
- » Establish links with other SPVM units for combined interventions
- » Ensure all players are working together cohesively and complementarily
- » Mobilize partners
- » Increase direct contact with the public

The MAP supports and is supported by the other PDQ members. As the MAP members carry out their problem solving activities, their daily uniformed presence in the territory and in target zones also helps reinforce police visibility.

The specific responsibilities of the module are as follows:

- » Information management (collection and sharing of intelligence, links with analysis teams, research of best practices, etc.)
- » Identification of target locations related to crime, anti-social behaviour or disorder
- » Implementation of problem solving strategies
- » Efficiency and effectiveness of patrol plans (foot patrol, presence in target locations and visibility)

### **Composition of the *Module d’actions par projet***

Each *Module d’actions par projet* (MAP) is essentially comprised of two entities with complementary competencies:

1. A team of police officers assigned for a one-year period (including a supervisor and an *agent d'information principal* (or senior information officer) and, depending on the projects, neighbourhood officers drawn from the night shift:

- » **A supervisor** (from one of the five call response teams) – oversees the officers assigned to the MAP.
- » **Neighbourhood problem solving officers** – in each PDQ, at least three officers (of whom one is assigned as *agent d'information principal*) play this role. Their actions in the field (patrol, foot patrol, visibility, intervention, etc.) are specifically directed toward resolving neighbourhood problems.
- » **Neighbourhood officers drawn from the night shift** – these officers may be added to the MAP as needed. Adding these officers reinforces the links with the call response groups.

2. PDQ members with specific expertise, supervised by the commander, who support the projects by matching their activities to the project goals:

- » **A *sergent-détective*** (or sergeant detective) who prioritizes and monitors investigations in the PDQ, provides coaching on investigative matters and circulates information about the investigations between the PDQ and the *centres d'enquête*.
- » **Agents *sociocommunautaires*** (community relations officers) who deal with various spheres of activity (youth, seniors, schools, communities, etc.). Their number and assignments are determined based on local issues. They work in cooperation with the *agents de concertation communautaire* (community joint action officers) from the regional *Section intervention jeunesse et prévention* (youth intervention and prevention section).
- » **An *agent de sécurité routière*** (road safety officer) who analyses local priorities and coordinates the PDQ's road safety efforts.
- » **Agents de soutien** (support officers) whose main responsibility is receiving citizens.

- » **A *préposé à l'information – Police de quartier*** (neighbourhood information agent or PIPDQ) who manages police information (centralization, validation, codification and diffusion).

- » **Police cadets** who are used locally to support project-based operations and provide police presence in parks and other public places.

### 2.1.3. Patrol and call response groups

Five groups of patrollers work on the shifts. Depending on the size of the groups and local needs, the groups have one or two supervisors.

#### Responsibilities of patrol and call response groups

The specific responsibilities of groups 1 to 5 are:

- » Call response
- » Foot patrol
- » Enforcement of the Highway Safety Code and prevailing laws and bylaws
- » Participation in problem solving based on patrol plans

The introduction of the *Module d'actions par projet* does not release the patrollers from their responsibilities related to problem solving, foot patrol or enforcement of the Highway Safety Code. On the contrary, the patrol and call response groups are in constant communication with their MAP, and the patrol plan is designed to increase the number and effectiveness of their problem solving activities.

#### Composition of patrol and call response groups

The patrol and call response groups are composed of:

- » Supervisor(s)
- » Senior officers
- » Permanent officers
- » Temporary officers
- » Solo officers

### 2.1.4. PDQ management team

The management team supports, guides and manages the PDQ's activities. It is responsible for public security, within the definition of the police mandate, over the entire territory assigned to the PDQ.

### Responsibilities of the management team

The following specific responsibilities are assumed by the PDQ management team:

- » Plan, coordinate, organize and control the unit's operational and administrative activities
- » Develop and implement strategies, programs or operations related to life safety
- » Monitor solutions to encountered problems
- » Choose crime-fighting strategies
- » Evaluate service quality
- » Manage material and financial budgets
- » Direct impromptu order and operations services and provide feedback after major events
- » Represent the SPVM at management committees, round tables, etc.

### Composition of the management team

The management team is comprised of:

- » Unit chief
- » Lieutenant
- » Secretary
- » PIPDQ

The PDQ supervisors contribute directly to the team by managing the unit.

## 2.2. INTEGRATED PUBLIC SECURITY APPROACH

The SPVM serves the public in every neighbourhood. All of its actions are geared toward safeguarding the security of the public and ensuring the citizens can enjoy the best possible quality of life. To this end, every effort is made to provide continuity of action in terms of public security.

Figure 4 clearly depicts the integrated public security approach. The structure and overall operations of the SPVM allow it to take its place **at the heart of Montréal using an integrated approach based on local action.**

At the centre are the elected officials, public, institutional and community partners and the citizens themselves who support the SPVM in this approach, notably by participating in round tables on public and civil security in the boroughs and connected cities. The next layer is made up of the SPVM units.

### 2.2.1. Local units

Locally, the PDQs comprise the front line for activities related to patrol, call response, maintenance of peace and order, road safety and traffic, crime prevention and community relations, investigations, analysis and intelligence.

The other SPVM units support the PDQs and help them accomplish their roles and responsibilities. These units are designed to be accessible, and formal and informal links between them (illustrated in Figure 4 by the dotted lines between the rings representing the organization's various levels of action) allow actions to be coordinated and harmonized.



This flexibility in the organizational structure encourages the creation of temporary ad hoc teams that focus the expertise of different units on shared goals. In other words, it promotes continuity of action through decompartmentalization of the units, allowing them to establish cooperative links and share responsibilities based on a horizontal management method where personnel members work together as part of the same team.

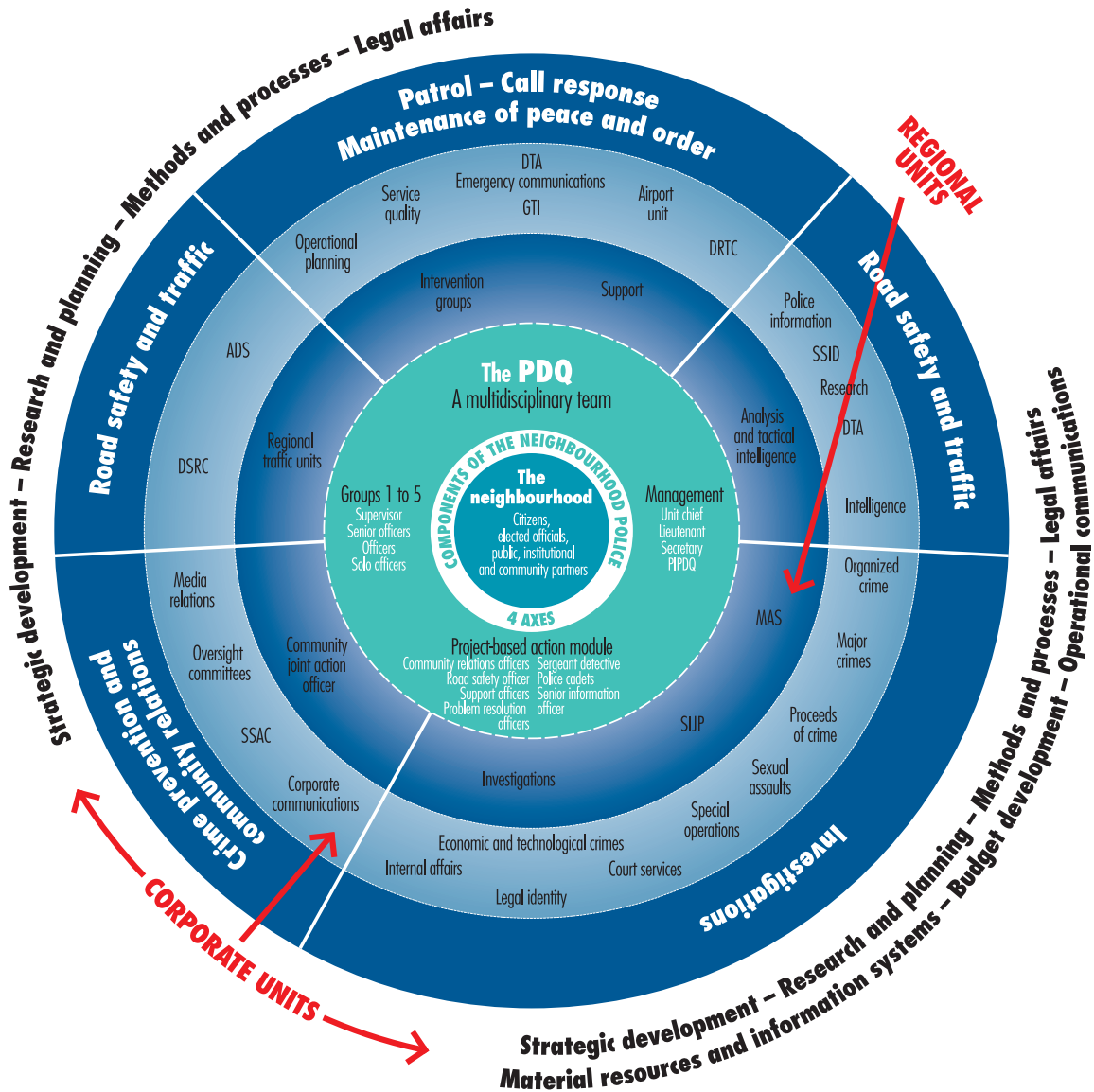
So while increasing the strength and independence of the PDQs allows them to fully assume their public security responsibilities, they still benefit from the support they need when problems or issues surpass their capacity for action, either due to their nature or scale, or because they extend beyond territorial limits.

For example, the SPVM has undertaken and continues to undertake major changes that allow it to increase the

number of personnel assigned to work directly in the field, to support PDQ personnel in two critical domains:

- » **Road safety.** The addition of 133 officers assigned to road safety and traffic provide the PDQs with the expertise and capacity to resolve problems locally. In addition, the 130 Ville de Montréal parking agents now come under SPVM responsibility. These additional resources also allow for greater coordination of efforts across the territory.

Figure 5: Integrated public security approach<sup>11</sup>



11. A lexicon of acronyms can be found in Appendix III.

» **Metro security.** The arrival of 132 police officers in the *Division du réseau transport en commun* (public transit division) provides additional expertise that promotes continuity of action where local and public transit issues overlap.

### 2.2.2. Regional units

The *Services à la communauté* units (regional services or SACs) have a dual responsibility. On one hand, they support the PDQs in all major fields of activity, based on their specific expertise: investigations, analysis and tactical intelligence, detention, traffic, and joint action with the community. On the other hand, they also work through the PDQ components and apply the four SPVM axes of intervention.

#### Regional investigation sections

The sections dedicated to investigations in the regions are a key component of the neighbourhood policing model. More than ever, the integrated public security approach demands that the SPVM be able to rely on robust, independent investigation sections that can fully support the PDQs.

Every region still has three main sections devoted to investigation: *Enquêtes* (investigation), *Moralité, alcool, stupéfiants* (morality, alcohol and narcotics, or MAS) and *Intervention jeunesse et prévention* (youth intervention and prevention, or SIJP), but changes have been made to the operations of each of these sections. Furthermore, an ad hoc project team has been added, along with a investigations support group and a *Bureau d'aide aux victimes* (victim assistance office). Finally, a number of initiatives have been planned to improve the PDQ patrollers' interface with the investigation sections and to better meet their needs.

The *Enquêtes* sections have geographic responsibility, like the PDQs. A group of designated investigators is responsible for investigations in each PDQ. This improves interactions with the PDQs, enhances knowledge of the territory, and allows for better action coordination and improved sharing of responsibility. All investigator groups now handle crimes against persons as well as crimes against property. This decompartmentalization (persons, property) leads to greater flexibility and allows investigations to be oriented to suit local priorities in each region, while maintaining geographic responsibility.

The *Intervention jeunesse et prévention* sections (*Module gang de rue* (street gang module) and *Module jeunesse et prévention* (youth and prevention module)) have always functioned under geographic responsibility with the PDQs. Their strength and independence have been enhanced, however. In the street gang modules, the number of officers has been increased and certain officer positions have been changed to sergeant detective positions. The youth intervention officers, from the *Module jeunesse et prévention*, work in conjunction with the *Module gang de rue*. They can take action outside of the school environment and when the victim is an adult. This gives them a bigger, fuller role that is more in touch with the current crime landscape.

The *Moralité, alcool et stupéfiants* sections were also already functioning under geographic responsibility, but their tasks have been changed to reflect a multi-role approach. The officers in the morality squad can offer support on narcotics issues, and narcotics officers may be called on in major morality operations. Again, decompartmentalization improves cohesion between the units and promotes exchange and discussion among the officers.

In addition to these three sections (*Enquêtes, SIJP* and *MAS*), each region has an *ad hoc* project team that works in problem solving mode on major projects that require input from several different units. This multidisciplinary team is comprised of officers from the *centres d'enquêtes* and any other unit (PDQ, *Groupe d'intervention*) whose support is required. Team composition and duration of assignment are based on the nature of the project.

The *ad hoc* project teams are supported by the *Groupe de support aux enquêtes* (investigation support group), which is made up of PDQ officers assigned based on operational needs in the region. This group also offers its services (intelligence shadowing) to the three regional investigation sections.

Finally, to support victims of crime, each region can rely on an officer from the *Centre d'aide aux victimes d'actes criminels* (assistance centre for crime victims or CAVAC). This officer helps the victims and puts them in touch with the available help resources, freeing the investigating officers from this task.

### Tactical analysis

Access to intelligence and real-time information processing are crucial if police are to act on problems as they emerge. In this respect, the organizational overhaul of tactical analysis in the PDQs and SACs will help improve dissemination and transmission of criminal intelligence to the PDQs and strengthen local problem solving analysis capacity. In each PDQ, an officer is assigned to be the senior information officer. This officer serves as the conduit between the PDQ and the regional analysts. The senior information officer provides information to the analysts and receives information in real time to enhance the patrol plan and direct police action based on the problem solving approach.

In addition, the analytical capacity is greatly enhanced by the implementation of the new *Intégration des données policières* (police data integration system or IDP 2). This system improves the quality of the data, facilitates access for analysts and processes types of crime that could not formerly be systematically analysed, making it possible to adapt the analysis to local situations in the various PDQs.

#### 2.2.3. Corporate units

The corporate units also support the regional SACs and PDQs, based on the same principles. These units include the *Service des opérations corporatives* (corporate operations service) and the *Service des enquêtes spécialisées* (special investigations service or SES), which take charge of investigations which require very specific expertise that the regional SAC *centres d'enquêtes* do not have (sexual assault, for example), which surpass the territorial limits of the SACs (organized crime, for example) or which involve the entire SPVM (court services, for example).

Finally, some corporate units support the PDQs and all other SPVM units in every sphere of activity. Such is the case of the *Direction de l'administration* (human resources, budget, material resources and supplies, information systems and operational communications) and the *Direction stratégique* (legal affairs, strategic community action, strategic development, methods and processes, communications, research and planning).

## 2.3. SERVICE ADAPTED TO THE ENVIRONMENT

As described in the previous section, increased strength and independence and the introduction of an integrated approach are the cornerstones of the new service coverage framework. The actual implementation of the neighbourhood policing model and its components requires the PDQs to be capable of carrying out value-added activities and offering adapted services. Three paths have been chosen to achieve this end.

- » **Redraw the police map**, to give all PDQs the required staff level (critical mass) and, at the same time, improve harmonization with municipal structures and reduce the management-staff ratio.
- » **Review regional intervention groups**, to increase the number of officers in the PDQs and maximize recourse to the specialties of the intervention groups.
- » **Overhaul the citizen reception structure**, to improve access to services and assign more personnel to patrol.

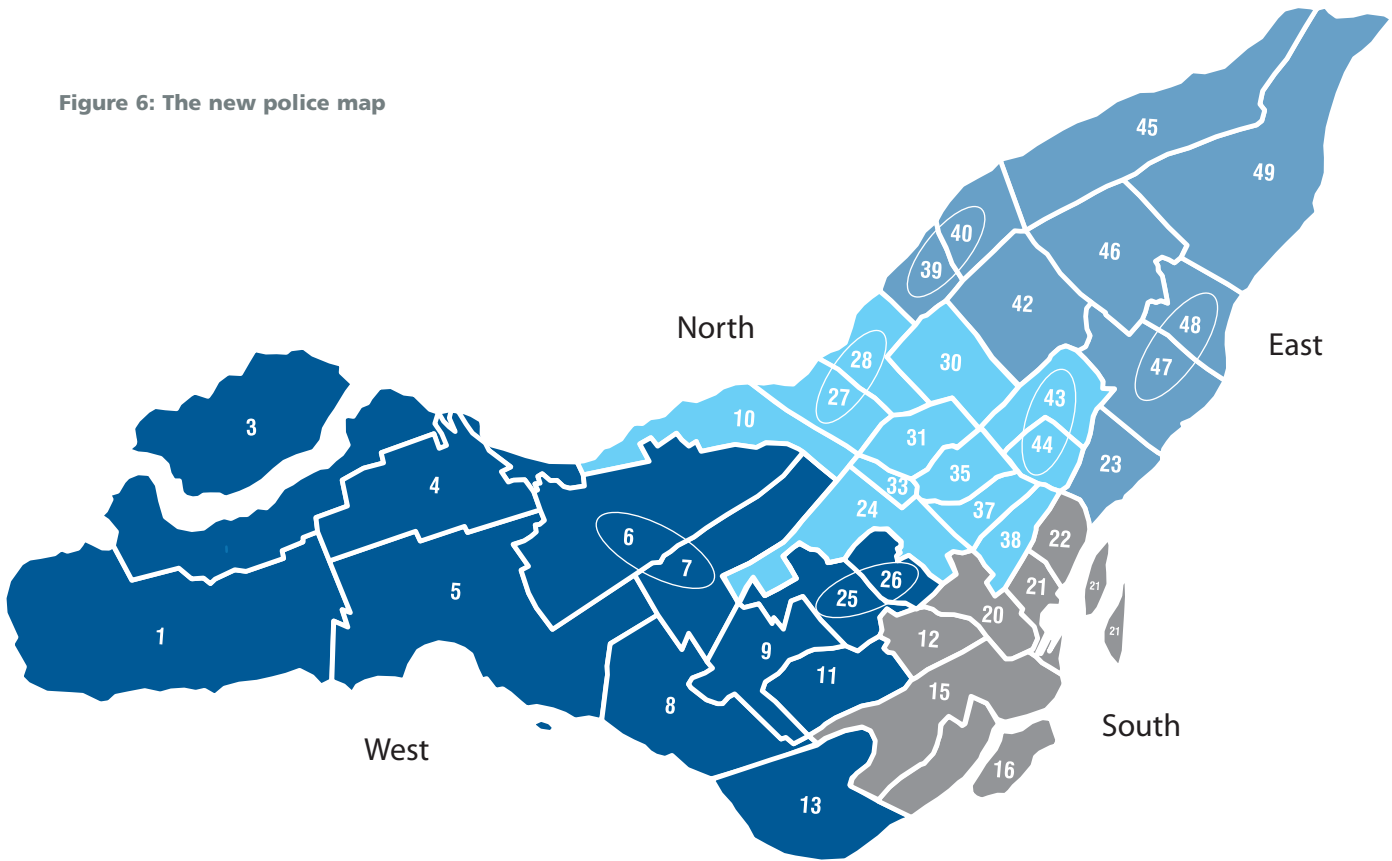
### 2.3.1. Redraw the police map

PDQs with low staff levels have trouble implementing the neighbourhood policing model. They do not have the room for manoeuvre required to offer value-added activities. A set of criteria that closely reflects the neighbourhood policing objectives was used to redraw the police map:

- » Target PDQs that have trouble delivering the neighbourhood policing model
- » Respect the main political and administrative boundaries (harmonization with municipal structures is a key objective)
- » Respect recognized "natural" neighbourhoods
- » Keep territories to a manageable size (avoid mega-stations)
- » Respect natural boundaries and geographical landmarks
- » Respect existing PDQ borders (current PDQ can be combined but not divided)



Figure 6: The new police map



- » Maintain the stability of the organization (only make changes that are really necessary)
- » Assume PDQs can vary in size

Applying these criteria resulted in the combination of the following PDQs:

- » PDQs 6 and 7 (Saint-Laurent)
- » PDQs 25 and 26 (Côte-des-Neiges)
- » PDQs 27 and 28 (Ahuntsic)
- » PDQs 39 and 40 (Montréal-Nord)
- » PDQs 43 and 44 (Rosemont)
- » PDQs 47 and 48 (Mercier)

Redrawing the police map, which is necessary in order to increase the strength and independence of the PDQs, affects a total of 12 PDQs. It also provides the opportunity to review methods and integrate a MAP in each PDQ. Finally, it increases the number of officers in the combined PDQs and reduces the management-staff ratio.

To increase the operational capacity of the PDQs and enable them to offer services adapted to local needs, the new police map is comprised of 33 service points (33 neighbourhood territories). The following PDQs are combined:

- » PDQs 6 and 7 (Saint-Laurent)
- » PDQs 25 and 26 (Côte-des-Neiges)
- » PDQs 27 and 28 (Ahuntsic)
- » PDQs 39 and 40 (Montréal-Nord)
- » PDQs 43 and 44 (Rosemont)
- » PDQs 47 and 48 (Mercier)

### 2.3.2. Review regional *groupes d'intervention*

The regional *groupes d'intervention* support the PDQs in the accomplishment of their mission. Their personnel are distributed among the regional SACs.

The *groupes d'intervention* have a dual mission. On one hand, they support the PDQs in their daily activities. On the other hand, they provide specialized services when the *Service des opérations corporatives (SOC) Section planification opérationnelle* (corporate operations service operational planning section) needs them at the corporate level.

By supporting the PDQs and offering their numerous special services (crowd control, terrorism response plan, mobilization plan, etc.) in a variety of circumstances, the *groupes d'intervention* play a central security role for the citizens of Greater Montréal.

Recent data indicated, however, that an overhaul of the structure and operations of the *groupes d'intervention* could greatly improve the use of this resource:

- » Nearly 80% of their work time was allotted to supporting the PDQs in their daily activities
- » The times of day when their services were most needed were during the day and swing shifts (7:30 AM to 11:30 PM)
- » About 14% of their time (including training time) related to their specific fields of expertise
- » Just under 5% of their work time was allotted to maintaining order and crowd control at events and public demonstrations

It was recommended that the proportion of work time these groups devote to the specialized interventions they are specifically trained for be changed by changing their work schedule and the way they are distributed across the territory. Under the new plan, rather than working out of all four regional

administrative units, they only work through three of them. The North and East regions are combined. Their work schedules are designed to better reflect operational needs and the service offer.

To increase the strength of the PDQs, 66 positions (officers, sergeants and consultants) from the regional *groupes d'intervention* have been transferred to the PDQs.

### 2.3.3. Overhaul the citizen reception structure<sup>12</sup>

For a number of minor crimes (theft from vehicles or misdemeanours, for example), the citizens of Greater Montréal are invited to go to the police station to file a report or have a police officer do so. Every year, about 60,000 incident reports are filed in this way.

A number of factors led to an overhaul of this method to increase organizational efficiency and the accessibility of the services to the public. In particular, with the recent proliferation of means of communications, the very idea that people have to physically go to the station to file a report is something of an anachronism, particularly since, as the population ages, people are becoming less and less mobile.

The SPVM plans to improve this aspect of its service quality by offering more ways to report events and by increasing the hours during which reports can be filed. There will be four ways for citizens to report non-urgent events: by phone, online, at PDQ counters and at mobile counters.

#### » Filing reports by phone

A *centre de rédaction de rapports d'événements* (incident report filing centre or CRRÉ) will be open seven days a week from 8 AM to 10 PM. A number of other police forces (Toronto and Ottawa, for example) also offer this service and find it quite effective.

12. See Appendix IV for details concerning traffic at service counters and public expectations in this regard.

» **Filing reports online**

There are a number of secure technologies that can replace personal report filing, and these are in increasingly common use among the public. Some police services (such as Vancouver) allow citizens to file their reports online. At the SPVM, this service will be offered beginning in the first quarter of 2009. Citizens will be able to file reports on line at any time.

» **Filing reports at the counter**

Those who prefer to go to their PDQ to file an incident report will still be able to do so. To this end, each of the 33 PDQs will offer counter service. In 31 PDQs, counter service will be open every day from 9 AM to 7 PM. Because of their particular nature, the two main downtown PDQs (PDQ 20 and PDQ 21) will remain open at all times.

» **Filing reports at the mobile counter**

At festive events (neighbourhood celebrations, festivals, sports and cultural events, etc.) or in target sectors, reports may be filed on site, at a specially designated and identified SPVM vehicle. In addition to increasing police presence in certain target areas, the mobile counter offers additional local service to the citizens, not only making it easier for people to report minor crimes but also facilitating the communication of prevention and security advice to the public.

Since client service is the main interface with the organization for many citizens, improving it provides added value and helps create a modern structure that better meets the public's needs.

The new counter reception structure (along with a modified work schedule for officers assigned to this task in the PDQs) reduces the officer time spent on this task on a daily basis and also increases the PDQs' ability to fulfil their various roles and responsibilities (e.g., increased patrol time).<sup>13</sup>

Overall, these changes will help the SPVM considerably increase global access to its services.

To increase the operational capacity of the PDQs and allow them to offer services adapted to the public needs:

- » The service counter at 31 PDQs will be open daily from 9 AM to 7 PM, and the counters at PDQs 20 and 21 downtown will be open 24 hours a day
- » A *centre de rédaction de rapports d'événements* (incident report filing centre or CRRÉ) will be created
- » A mobile counter unit will be deployed
- » An online report filing service will be launch

#### 2.3.4. Distribution of personnel to PDQs

The changes in the police map, the groupes d'intervention and the reception structure will allow the SPVM to increase the number of officers directly assigned to patrol and problem solving in the neighbourhoods by 201.<sup>14</sup> Tables 1 to 5 illustrate how these increases will be distributed among the PDQs of the four regions in the territory of Greater Montréal.



To ensure fair distribution to the various PDQs, we used the distribution method that was used to divide neighbourhood officers among the PDQs when the neighbourhood policing model was adopted (and revised during optimization in 2004).

13. The modifications in the reception structure significantly improve efficiency in the PDQs (a gain of 112 officers). These gains are related to the closing of counters at the PDQs combined during optimization in 2004 and in the current overhaul of the service coverage framework, as well as to changes in reception counter opening hours and work schedules.  
14. Appendix V shows where these 201 officers come from.

Considering the efficiency gains resulting from the amalgamation of the 12 PDQs and the modifications in the *groupes d'intervention*, each PDQ will gain, on average, six officers who will be available for patrol, call response and problem solving.

These direct additions to operational resources in the PDQs will increase their strength and independence, two key objectives in the implementation of value-added activities. They will also allow each PDQ to create a *Module d'actions par projet* which will play a key role in the implementation of problem solving strategies. Finally, the introduction of mechanisms to offer integrated public security services (particularly through the changes made in the *centres d'enquêtes* and in tactical analysis) will greatly strengthen the PDQs' capacity to act.

**Table 1: Distribution of neighbourhood officers in PDQs in the Région Ouest (West region)**

PDQ	No. of authorized officers Nov. 2006	Final number of officers	Personnel increase (no. of officers)	Efficiency increase (no. of officers)	Net increase (no. of officers)
1	39	43	4	2	+ 6
3	61	61	0	4	+ 4
4	38	42	4	2	+ 6
5	62	64	2	2	+ 4
6-7	94	94	0	7	+ 7
8	45	47	2	2	+ 4
9*	37	28	- 9	2	- 7
11*	62	69	7	2	+ 9
13	64	69	5	4	+ 9
25-26	101	103	2	7	+ 9
<b>Total</b>	<b>603</b>	<b>620</b>	<b>17</b>	<b>34</b>	<b>51</b>

**Table 2: Distribution of neighbourhood officers in PDQs in Région Nord (North Region)**

PDQ	No. of authorized officers Nov. 2006	Final number of officers	Personnel increase (no. of officers)	Efficiency increase (no. of officers)	Net increase (no. of officers)
10	46	49	3	2	+ 5
24	39	41	2	4	+ 6
27-28	76	76	0	7	+ 7
30	58	61	3	4	+ 7
31	53	59	6	4	+ 10
33	37	39	2	2	+ 4
35	62	62	0	4	+ 4
37	49	53	4	2	+ 6
38	74	79	5	4	+ 9
43-44	78	82	4	7	+ 11
<b>Total</b>	<b>572</b>	<b>601</b>	<b>29</b>	<b>40</b>	<b>69</b>

**Table 3: Distribution of neighbourhood officers in PDQs in Région Sud (South Region)**

PDQ	No. of authorized officers Nov. 2006	Final number of officers	Personnel increase (no. of officers)	Efficiency increase (no. of officers)	Net increase (no. of officers)
12	48	50	2	2	+ 4
15	83	85	2	4	+ 6
16	69	69	0	4	+ 4
20	82	86	4	0	+ 4
21	105	109	4	0	+ 4
22	60	62	2	2	+ 4
<b>Total</b>	<b>447</b>	<b>461</b>	<b>14</b>	<b>12</b>	<b>26</b>

\* Only PDQ 9 lost officers. This is because 7 officers were transferred to PDQ 11. At night, however, to provide optimal service, PDQs 9 and 11 share patrol and call response duties.

**Table 4: Distribution of neighbourhood officers in PDQs in Région Est (East Region)**

PDQ	No. of authorized officers Nov. 2006	Final number of officers	Personnel increase (no. of officers)	Efficiency increase (no. of officers)	Net increase (no. of officers)
23	68	70	2	2	+ 4
39-40	90	90	0	7	+ 7
42	65	67	2	4	+ 6
45	43	48	5	2	+ 7
46	39	42	3	2	+ 5
47-48	80	84	4	7	+ 11
49	49	56	7	2	+ 9
<b>Total</b>	<b>434</b>	<b>457</b>	<b>23</b>	<b>26</b>	<b>49</b>

**Table 5: Distribution of neighbourhood officers in PDQs**

PDQ	No. of authorized officers Nov. 2006	Final number of officers	Personnel increase (no. of officers)	Efficiency increase (no. of officers)	Net increase (no. of officers)
West	603	620	17	34	+ 51
North	572	601	29	40	+ 69
South	447	461	14	12	+ 26
East	434	457	23	26	+ 49
Total distribution	<b>2056</b>	<b>2139</b>	<b>83</b>	<b>112</b>	<b>+ 195</b>
CRRÉ <sup>15</sup>	<b>0</b>	<b>0</b>	<b>6</b>	<b>0</b>	<b>+6</b>
<b>Total</b>	<b>2056</b>	<b>2139</b>	<b>89</b>	<b>112</b>	<b>+201</b>

15. Centre de rédaction de rapports d'événements.

# C O N C L U S I O N

This portrait of the SPVM and the adaptation of its services to the emerging situation in Greater Montréal demonstrates the SPVM's desire to be at the **heart of Montréal**. The proposed changes reflect the needs and expectations of the public, as well as the situations that affect the maintenance of a safe and peaceful living environment.

This desire is not new. Despite a substantial increase in the demands on its services over the last decade, the expansion of its scope of activity since the introduction of the neighbourhood policing model, and budgetary constraints, the SPVM has continued to improve its service offer and meet the needs and expectations of the public. The SPVM helps make Montréal a safe and peaceful city where people feel protected.

The changing society and increasingly complex situations the SPVM is facing nevertheless indicate a need for an overhaul of the neighbourhood policing model, which is still the cornerstone of SPVM actions, in order to increase the strength and independence of the neighbourhood stations and reinforce the integrated public security offer over the territory. These changes will give the PDQs the means they need to act and fully actualize the neighbourhood policing model.

Redesigning the PDQs will pave the way for coordinated and strategic intervention to resolve existing problems. The PDQs remain anchored in their neighbourhoods, but their service offer is more in tune with the boroughs and connected cities, and they benefit from more neighbourhood officers devoted to proactive action and problem solving. Effective and reassuring police visibility in an integrated approach is also improved. There is more emphasis on and opportunity for direct and regular contact with the citizens of Greater Montréal.

By focusing the organizational review process on results management, the SPVM is continuing to enhance its methods, processes and means of responding to public security needs. From this point of view, the SPVM's new service coverage framework is a clear step toward developing an integrated security model for the territory of Montréal. The harmonization of actions and operational modes around a shared vision will allow the police service to manage the different aspects of the city's security issues and lend coherency to the interventions of all its security partners. By taking this step, the SPVM is preparing today to meet the challenges that are bound to arise in the constantly changing face of Montréal tomorrow.

## APPENDIX I: Resolutions of the municipal council and the agglomeration council



### Extrait authentique du procès-verbal d'une assemblée du conseil municipal

Assemblée ordinaire du lundi 18 juin 2007  
Séance tenue le 18 juin 2007

Résolution: CM07 0457

**Autoriser la mise en place du nouveau schéma de couverture de services du Service de police de la Ville de Montréal (SPVM) - approuver la nouvelle carte policière et la nouvelle structure proposée**

Après avoir informé le conseil municipal du sujet en titre devant faire l'objet de délibérations lors de la séance du conseil d'agglomération du 21 juin 2007 et avoir exposé la position à prendre ;

Il est proposé par M. Claude Trudel

appuyé par M. Frank Zampino

Et résolu :

que l'orientation du conseil municipal soit :

- 1- d'approuver le nouveau schéma de couverture de services du Service de police de la Ville de Montréal, tel que décrit au dossier décisionnel;
- 2- d'approuver la nouvelle structure organisationnelle du Service de police de la Ville de Montréal, telle que proposée au dossier décisionnel.

Un débat s'engage.

Adopté à la majorité des voix.

**Dissidence sur l'horaire proposé pour les comptoirs de service dans les PDQ :** M. Marvin Rotrand

50.00 1072402002 (30.04)

Gérald TREMBLAY

Colette FRASER

Maire

Greffière adjointe par intérim

(certifié conforme)

  
Colette FRASER

Greffière adjointe par intérim

# Montréal

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## Extrait authentique du procès-verbal d'une assemblée du conseil d'agglomération

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Assemblée ordinaire du jeudi 21 juin 2007  
Séance tenue le 21 juin 2007

Résolution: CG07 0261

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**Autoriser la mise en place du nouveau schéma de couverture de services du Service de police de la Ville de Montréal (SPVM) - approuver la nouvelle carte policière et la nouvelle structure proposée**

Vu la recommandation du comité exécutif en date du 6 juin 2007 par sa résolution CED7 0889;

Il est proposé par Mme Helen Fotopulos

appuyé par Mme Marie-Andrée Beaudoin

Et résolu :

- 1- d'approuver le nouveau schéma de couverture de services du Service de police de la Ville de Montréal, tel que décrit au dossier décisionnel;
- 2- d'approuver la nouvelle structure organisationnelle du Service de police de la Ville de Montréal, telle que proposée au dossier décisionnel.

---

Un débat s'engage.

---

Adopté à l'unanimité

30.04 1072402002

Gérald TREMBLAY

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Maire

Colette FRASER

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Greffière adjointe par intérim

(certifié conforme)

  
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Colette FRASER  
Greffière adjointe par intérim



## Appendix II: An overview of the environment

Public security and quality of life are influenced by many factors: the prosperity of the country, living conditions, the socio-economic gap between segments of the population, the quality of the physical environment, the presence and quality of social policies and programs, crime and public sense of security, to name a few. The interaction of these factors determines how people feel about their security and about their quality of life.

Montréal enjoys a situation that is enviable in comparison to many other major cities in North America: the cost of living is especially low, the quality of the environment (air quality) is better than in other big North American cities, access to services (health, education, etc.) is relatively easy, and the level of crimes against persons is considered to be low. Indeed 90% of Montrealers consider their city to be safe, and three of every four Montrealers believe the police are doing a good job. We can congratulate ourselves on this situation.

But some problems persist and others are emerging, and special attention must be paid when these problems affect public security or quality of life. Montrealers are aware of this and they express it: they expect the SPVM to clamp down on violence and ensure that the city does not succumb to the control of organized criminal groups.

This is an overview of the environment in which the SPVM operates.<sup>16</sup>

### Diversity and community relations

The arrival of new immigrants who come from the four corners of the earth and who practise increasingly diverse religions is a source of cultural wealth for Montréal. But learning to live together is not always easy. Although the population of Québec as a whole and Montréal in particular is increasing dependent on immigration for growth, three complex and highly emotionally charged issues result: inter-cultural conflict, hate crimes and racial profiling.

**Challenge 1:** In light of high immigration, strengthen the SPVM's links with the community, in order to help all the citizens of Greater Montréal live together in harmony.

### Criminal environment

While crime, overall, has been dropping for the last 15 years, with a reduction of 13% since 2000 and 38% since 1991, certain situations are still troublesome, and some types of crime attract a lot of attention.

The presence of organized crime in the territory is worrisome. In Montréal, there are three types of criminal organizations:

- » Street gangs (which we hear a lot about)
- » Motorcycle gangs
- » Ethnic gangs

The narcotics market is the main occupation of most of these organized crime groups, and organizations of almost every origin are involved. Although narcotics are the main line of business, fraud is also a common activity for organized crime groups.

Technological developments have a significant impact on crime. Debit card cloning, credit card fraud and identity theft are some recent examples. Wireless technology increases the opportunity for bank hacking, identity theft and access to private information. Defrauders have expanded their scope of activity and the number of potential victims has risen.

Montréal has also experienced a major increase in sexual assaults. The number of sexual assaults has risen 43% in the last 10 years. Since 2002, the SPVM has also paid special attention to the sexual exploitation of children for monetary gain, because of the gravity of these crimes and their recurrent nature.

It is important to note that for all these crimes, the investigatory work is growing ever more complex due to the increase in demands from the legal system related to disclosure of evidence. The same is true for the indictment of members of organized crime groups, which leads to megatrials (because of complex evidence or trials with multiple defendants and exceptionally long procedures).

**Challenge 2:** In light of the general decline in crime in Montréal, maintain the reduced crime rate while taking action against emerging forms of crime and crimes of disturbing frequency.

16 . SPVM, Section recherche et planification, Direction stratégique, *La sécurité et la qualité de vie à Montréal: constats et tendances, Lecture de l'environnement externe 2006*, Montréal, 2006.

### **Safety of people with special needs**

Some people live in conditions that make them more likely to become victims of crime, to commit crimes, or to find themselves in situations of distress that require police intervention, whether or not the situations involve the infraction of laws or bylaws.

People with special needs are often dealing with complex problems for which there are no simple solutions. This calls for greater continuity in the actions and decisions of police officers assigned to certain tasks. Decentralization of the various sectors of the organization is required. It is increasingly important to build and maintain partnerships and to cooperate with external partners from different sectors (health, justice, education, etc.).

Among those likely to become victims of crime, seniors and people with mental disabilities or physical handicaps are especially vulnerable, particularly if they live alone and do not have a wide support network to protect them from the dangers in their environment.

These segments of the public also include people suffering from psychological distress who may find themselves in situations requiring police intervention (psychotic crises, suicide attempts, problems related to alcohol dependency, legal and illegal drugs, gambling, etc.).

Finally there are people involved in or affected by intrafamily violence. Collectively known as JEF (for *jeunesse/enfance/famille* or youth/childhood/family), some of these people are victims, others are perpetrators of deviant behaviour, and yet others are both.

These problems lead to problematic situations often linked to physical or psychological violence as well as crimes of varying gravity (e.g., domestic violence, abuse and neglect of children, child witnesses, runaways and juvenile delinquents).

In terms of youth, the main concerns of workers in many sectors are delinquency, recruitment into street gangs, sexual exploitation for monetary gain and psychological distress leading to running away or suicide.

**Challenge 3:** In light of frequent police intervention among people with special needs, rethink all related police interventions from a global, integrated and intersectoral perspective.

### **Occupation of urban space**

The presence of certain people in public places is sometimes deemed “disruptive” and unwelcome. This leads to difficult situations, including the violation of municipal bylaws and laws. At present, there are several opposing intervention ideologies. One view embraces the need to understand and take care of these people. Another wants to prevent abuse and defend people’s right to live on the margins of societal norms. Yet another seeks to condemn disruptive behaviour. The urbanization and gentrification of some neighbourhoods add to the tensions between these ideologies.

**Challenge 4:** In light of questions concerning the occupation of urban space and related to issues of marginality and public disorder, adopt an integrated city-wide vision for the management of public spaces.

### **Criminal and non-criminal crisis situations**

Criminal and non-criminal crisis situations include major events that demand wide-scale intervention carried out simultaneously by several strategic partners. The capacity to rapidly mobilize trained and equipped teams is critical for the successful handling of crisis situations. This also allows plans to be put in place to protect police personnel and the general public.

Criminal crisis situations include terrorist actions and crimes against persons during public demonstrations. Non-criminal crisis situations include crises related to pandemics (bird flu, SARS, etc.), climate change (ice storms, heat waves, floods, etc.) and public demonstrations requiring crowd control.

**Challenge 5:** In light of the increased risk of criminal and non-criminal crises, constantly update crisis risk preparedness programs (terrorism or other) and SPVM response plans to ensure adequate preparation of all response workers.

### Road safety

In Montréal, between 1999 and 2004, there was a 25% increase in collisions leading to injury or death. In 2004, 32 pedestrians, on average, were struck by cars every week. And according to a survey in January 2006, 73% of Montrealers feel there is traffic-related danger in their neighbourhood. Only 10% feel that traffic flows smoothly or very smoothly at rush hour, and 60% feel that drivers never or almost never respect speed limits.

**Challenge 6:** In light of a deterioration in Montréal's road safety record in recent years and with the help of the new officers assigned to traffic in January 2006, maintain safety and tranquillity on the roads through improved road safety.

### Safety in public transit

The metro's vulnerability to security problems is related to the fact that a great number of people are crowded together inside it and, like elsewhere, these people indulge in antisocial behaviour, crimes against persons (e.g., pick-pocketing) and other criminal infractions (e.g., sale of drugs, taxing, etc.).

If the city is to promote the use of its public transit network, security within the network must be in step with the peace and security policies in effect all across the island of Montréal. The SPVM will enforce security in the metro through its *Division du réseau transport en commun* (public transit division).

Increased use of public transit allows for improved traffic flow, a greener environment and fewer accidents.

**Challenge 7:** In light of the importance of safety in public transit, and especially in the metro, maintain a safe public transit network on the island of Montréal and contribute to the flow and efficiency of the network services, in order to promote its use.

### Organizational and budgetary environment

The entire labour market in Québec is experiencing a massive renewal, because the emerging workforce is less numerous than the baby boomer cohort and because their work values are different from the generation who are now retiring. There has also been a major change in employee characteristics (cultural diversity, age, etc.).

With the rapid developments in technology, the SPVM's technological tools have to be constantly upgraded to ensure their reliability, security, efficiency (performance) and interoperability.

For the past few years, the public services have had to function under rationalization measures in their operational and capital asset budgets. With major changes in municipal governance, the SPVM is dealing with ever-stricter budget constraints that demand constant adjustments.

**Challenge 8:** In light of massive renewal of the workforce and changes in employee characteristics, rapid IT and communications developments, and limited public finances and budgets, propose innovative strategies to compensate for these situations and improve support for police officers in their daily work.

## Appendix III: Lexicon of acronyms for Figure 5

### Local:

*PIPDQ*: neighbourhood information agent

### Regional units:

*SJJP*: youth intervention and prevention section comprised of a street gang module and a youth intervention and prevention module

*MAS*: morality, alcohol and narcotics

### Corporate unit:

*ADS*: parking agents

*DTA*: call processing division

*GTI*: tactical group

*DRTC*: public transit division

*DSRC*: road safety and traffic division

*SSAC*: community action strategies section

*SSID*: data security and integration section

## APPENDIX IV: Service counters – traffic and public expectations

### Traffic at service counters

An evaluation of traffic at all SPVM service counters, from August to November 2004, revealed the following highlights:

- » 80% of citizen reports are filed on weekdays
- » 83% of citizen reports are filed between 9 AM and 7 PM
- » 79% of citizens requesting information do so between 8:30 AM and 7 PM, and 82% on weekdays

In other words, most citizens who come to the PDQ service counters do so during the week, between 8:30 AM and 7 PM, even though there is no other way to file an incident report for a minor crime.

### Expectations of the public

In November 2006, 400 citizens of Greater Montréal were surveyed about their needs and expectations with regard to counter service in the PDQs. They were all residents of PDQ territories that had been combined in the optimization process or in territories due to be combined in the current service coverage framework overhaul.

In the weeks preceding the survey, half of the respondents had filed a report at the service counter in a previously combined territory or a territory destined for combination. The others were simply residents of these territories.

The survey tested the proposed changes, and the results demonstrate the viability of those changes.

Here are the highlights of the survey:

- » Only 27% of the citizens would go to the PDQ service counter to file a report if there were an option to do so by phone or online
- » 60% of the citizens would prefer to file their report by phone, and 11% would choose the internet
- » More than half (55%) of the people whose neighbourhood or location is currently served by two service points where they could report an incident felt that a single service point would be sufficient

- This percentage rose to 80% if there was an option to file the report by phone or online
- » For filing an incident report, 72% found that opening hours of 9 AM to 6 PM, Monday to Friday, were reasonable
- This percentage rose to 87% if there was an option to file the report by phone or online
- » Nearly all of the respondents who had filed an incident report at a PDQ in the weeks preceding the survey were very satisfied with their experience (quality of reception: 95%, courtesy: 95%, ease of filing the report: 94%). Despite this satisfaction:
  - 72% would agree to reduce the number of service points in their neighbourhood or location if there was an option to file the report by phone or online (56% without this option)
  - 81% would find it reasonable if the service points were open from 9 AM to 6 PM if there was also an option to file the report by phone or online (68% without this option)

## **APPENDIX V: Origin of the 201 additional officers assigned to patrol and problem solving in the neighbourhood stations**

### **Staff increases in the PDQs = 89 officers**

#### Modified positions:

- » 66 officer positions transferred to regional intervention units
- » 7 lieutenant positions in combined PDQs changed to officer positions
- » 6 sergeant coach positions in the operational coaching section changed to officer positions
- » 4 analyst positions in the regions changed to neighbourhood officer positions
- » 4 intelligence officer positions in the regions changed to neighbourhood officer positions
- » 2 supervisor positions in the DTA changed to officer positions

### **Efficiency increases in the PDQs = 112 officers**

#### Officer positions in the PDQs that will be assigned to patrol and problem solving:

- » 6 traffic officers from the combined PDQs
- » 106 officers from the overhaul of the citizen reception structure in the PDQs:
  - 20 officers from the 10 service counters still open in the PDQs combined during optimization in 2004 (they need 2 officers per counter)
  - 24 officers from the service counters in the 12 PDQs combined during the current service coverage framework overhaul (4 officers per counter x 6 counters)
  - 62 officers from the change in service counter hours in the 31 PDQs as planned in the current service coverage overhaul

## **PRODUCTION TEAM AND ACKNOWLEDGEMENTS**

Isabelle Billette, conseillère en planification, Section recherche et planification  
Gilbert Cordeau, conseiller en planification, Section recherche et planification

### **Operational committee**

Jean-François Pelletier, inspecteur-chef, chef de section, Section développement stratégique  
Johanne Carrière, sergent conseiller  
Khanh Du Dinh, sergent conseiller  
Daniel Farias, sergent conseiller  
Marco Levasseur, sergent conseiller  
Danièle Sauvageau, sergent conseiller

Louis-Georges Allaire, conseiller en planification  
Yves Gendron, sergent conseiller  
Nathalie Letendre, agent conseiller  
Guy Ouellet, lieutenant-détective

### **Scientific committee**

Section recherche et planification, under the supervision of Michelle Côté, chef de section

### **Contributions**

Numerous members of the three SPVM directorates contributed to this process and helped make this major project a success. Over 300 people were consulted, at different times, for their expertise. In particular, they took part in internal and external evaluations, forums, ad hoc committees (investigation, analysis, intervention groups, etc.) and studied various aspects of the new service coverage framework (implications, feasibility, etc.). The Direction du SPVM wants to thank them. Without their contributions, this project would not have been possible.

### **Under the direction of**

Denis Desroches, assistant-directeur, Direction stratégique  
Yves Charette, directeur adjoint, Direction stratégique

### **Secretary**

Chantale Laplante, secrétaire, Section développement stratégique

### **Graphic coordination**

Norman Hogue, Division des communications

### **Photos**

Joseph Passaseo, Division des communications

### **Copyediting**

Françoise Labelle

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Wendi Petersen, C.Tr.

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