(crest/logo)	**OTTAWA POLICE SERVICE** **SERVICE DE POLICE D'OTTAWA** *Working together for a safer community* *La sécurité de notre communauté, un travail d'équipe*	**REPORT** **RAPPORT**

DATE: 22 June 2015

TO/DEST: Executive Director, Ottawa Police Services Board

FROM/EXP: Chief of Police, Ottawa Police Service

SUBJECT/OBJET: **OTTAWA POLICE SERVICE INITIATIVE UPDATE**

RECOMMENDATION

That the Ottawa Police Services Board receive this report for information.

BACKGROUND

At the direction of the Board, the Ottawa Police Service (OPS) launched the Service Initiative (SI) Program to address current challenges and pressures facing policing, namely: budget expectations, growth, changing demographics, growing demands for service, and the increasing complexity of crime. These challenges are not unique to Ottawa and in fact, are being faced by police services across the country and throughout the world.

The SI Project Team, in consultation with the membership, has since been working to enhance the OPS' policing model to ensure it is sustainable, focused on policing responsibilities, and geared towards continuous improvement of service delivery. This is in line with the program's overall vision to enhance community safety and value through service.

The four specific outcomes the OPS is seeking to achieve through the SI are:

1) Improved service
2) Money and/or person hour efficiencies
3) Enhanced partnerships, and
4) Cost recovery or revenue opportunities.

To carry out the vision of the SI Program, the following five strategies have been designed to form the basis of all activities carried out:

1) Ensuring the **right people, in the right place, at the right time, with the right skills**, are in place to make our community safer.
2) **Maximizing partnerships**, whether community-based or professional.
3) Ensuring OPS activities provide **value for money** to our community that can be measured through performance.

4)   Using **organizational and operational problem solving** to deliver the best service possible to the community.

5)   Employing evidence based decision-making to make certain the OPS is providing the best service to our community.

The SI program continues to work in conjunction with other planning processes underway at the OPS, including the Facilities Strategic Plan, the IT Roadmap, Operational Planning, Annual Budgets, and the Long-term Financial Plan, with all plans being fully integrated in the 2016-2018 Business Plan.

DISCUSSION

At the time of the last update to the Board in February of 2015, a program assessment had taken place which led to a revised and strengthened governance structure and the regrouping of the seven organizational projects into five. This contributed to an improved integration of the projects, quicker decision making, and enhanced resource allocation.

The Target Operating Model (TOM) had also been developed and approved, setting out the long-term, desired future state of operations at the OPS. Each of the organizational projects encompasses parts of the TOM, moving the organization closer to the desired state.

To assist with the continued development of the organizational projects, namely Demand Management, Organizational Design (Frontline Deployment and Investigations), and the Control Centre, a series of conceptual options differing in scope, scale, complexity, and investment, were developed for each of the projects. The options built on leading practice research (both industry and academic) and analysis undertaken by the Project Teams. A cross-section of over 100 members from the organization was also invited to take part in working groups to develop the conceptual options.

By engaging members outside of the SI Team in the option development, increased insight was gained into the operational realities of different sections of the organization. This assisted the project teams in focusing on the greatest areas of opportunity when developing options and provided another opportunity for members to contribute to the direction of the SI program.

The project options that were developed and subsequently endorsed by the SI Executive Steering Committee are discussed later in the report, as are the remaining organizational projects: the Courts Project and Operational Performance Framework.

Organizational Design Principles

Following the development of options for the organizational projects, facilitated workshops were held with the working groups to evaluate the different options against a set of eight Organizational Design Principles (ODPs).

The ODPs were developed jointly by the Executive Command and the Senior Management Committee during two facilitated workshops in early May. During the workshops, a series of leading principles were discussed and scored based on what the senior leadership felt was most important to consider when looking at changes that influence the structure or operations of the

OPS. Some examples of the principles that scored highest include: *leverages people's strengths*, *results in value for money* and *maximizes internal and external partnerships*.

Comprehensive discussion took place to develop specific criteria for each of the principles, to assist in determining whether changes being assessed against the ODPs were meeting the principles.

The principles and criteria were then combined into a tool that the working groups used to not only evaluate their options, but also to highlight areas for additional consideration further in the design process. The options that scored highest were then put forward to the SI Executive Steering Committee for endorsement.

New Operating Model

In late May, the SI Executive Steering Committee unanimously endorsed the recommended options developed by the working groups. To ensure the options work in unison, they were integrated to form the new operating model for the OPS.

The integrated options are as follows.

Demand Management Project

The target of the Demand Management project is to reduce demands for police resources by 25 to 40 % by determining where capacity can be released, while still adhering to legislative requirements and contractual agreements. This target was set to assist in addressing the growing demands for service in the city of Ottawa.

To help achieve this target, a Point of Service strategy was developed to streamline the intake process and provide a single point of contact for non-emergency calls (versus the seven channels that currently exist). This will make it easier for residents to know where to call, and to avoid being unnecessarily transferred between different intake points such as Switchboard, the Call Centre, and the Communications Centre.

The endorsed option will involve the use of an Interactive Voice Response system (IVR) that can assist in triaging non-emergency calls to the most appropriate response, combined with the option of a live call taker. This option will not affect the response process for emergency calls (typically received through 9-1-1) as this will remain status quo.

The benefits associated with the IVR and live call taker option include more efficient responses to calls for service by reducing the points of contact for non-emergency calls and allowing residents to self-select based on their request for service, while ultimately still providing the option of a live person. This option also places residents at the centre of how OPS delivers service by putting measures in place that ensure callers do not have to repeat their story, are effectively triaged, and receive the most appropriate response. In addition, the IVR system has the capability to provide public broadcasting messages to the public when needed. The OPS' current telecom system is capable of supporting the IVR system.

In addition to the IVR system, the point of service strategy also includes a set of alternative service delivery methods to respond to non-emergency calls. Depending on the type of non-

emergency call, different methods can be used. Some of the alternative responses being considered are:
- Call Backs – using a set of criteria, some calls for service will be resolved by way of a call back by an OPS member.
- Appointments – appointments will be scheduled with the caller to meet with an OPS member at a specific time and data, either on or off site, to report an incident.
- Enhanced Online Services – certain reports can be made by the public using the Ottawa Police website.
- Delayed Mobile Response – non-emergency calls requiring a sworn officer will be routed to a queue for a mobile response by an officer when appropriate to attend.
- Telephone Reporting – report made over the phone with an OPS member.
- Walk-ins – citizen files a report at an OPS Information Desk.

Organizational Design Project

While Demand Management is targeted at freeing up capacity, Organizational Design is about ensuring the Service is structured in a way that ensures easier movement of resources, a reduction in silos and duplication of work, better communication, leveraging of skill sets, and clearer roles, responsibilities, decision making, and accountability.

Two particular areas of focus were identified within the Organizational Design project: Frontline Deployment and Investigations.

Frontline Deployment
Frontline Deployment is looking at how the OPS' frontline resources can be deployed in a more effective, efficient and agile manner, in order to meet the continuously evolving service demands of the City of Ottawa.

Currently, the OPS' frontline resources are deployed based on zones within districts (East, West, and Central). This current form of deployment is siloed within the districts and often results in a duplication of efforts and unbalanced workload. As well, deployment is directed primarily by dispatch and there is a lack of coordination between frontline resources carrying out similar functions.

The endorsed option involves fully integrating the functions currently carried out by frontline uniform officers who are deployed in the community on a daily basis. These functions include:
- **Emergency response** – involves life threatening and injury calls
- **Mobile response** – involves non-life threatening and injury calls and crimes on property/persons
- **Investigative functions** – such as (but not limited to) crime scene protection, witness identification, securing of evidence
- **Proactive policing** – such as (but not limited to) compliance checks, traffic enforcement, general police visibility
- **Proactive community policing** – functions carried out traditionally by resources such as (but not limited to) School Resource Officers, Neighbourhood Officers, and Community Police Officers
- **Specialized support** – functions carried out traditionally by resources such as (but not limited to) Canine, Tactical, and Traffic

- **Administrative** – such as (but not limited to) hospital or prisoner escorts, and warrant executions.

The benefits of integrating frontline functions into one pool include better use of resources to respond to calls for service, increased fluidity and flexibility in deployment allowing for more effective management of competing priorities, and reduced duplication of efforts resulting in cost efficiencies.

Investigations
At the OPS, investigative talent is currently spread across three directorates and three divisions which contributes to an inability to fluidly move resources to assist with priorities. As well, it is difficult to prioritize investigations at an organizational level.

The endorsed option will bring all investigative functions at the OPS (e.g. Major Crime, Robbery, Break and Enter, etc.) under one central command to improve decision making, information sharing, and priority setting. It will also enable easier access to investigative resources to address emerging crime trends and/or changing priorities, consequently reducing backlogs and improving cooperation.

While the command structure will be centralized, some investigative resources will continue to be deployed out of different divisions to minimize any facility impacts, ensure continued frontline access to investigative resources, and allow investigators to remain in proximity, where possible, to the incidents they are investigating.

Reviews are also underway in the OPS Sexual Assault and Child Abuse Section (SACA), as well as the Partner Assault Section, to further identify efficiencies and process improvements related to the handling and management of cases within these sections.

As part of the SACA review, interviews with key stakeholders are being held and will be followed by a two-day workshop looking at current state and areas of opportunity. The review will culminate in a recommendations report in July that outlines a 30-60-90 business day action plan.

The Partner Assault review will involve an assessment of the current governance, structure, processes, and operations in place from the beginning to the end of a case, via detailed data review and analysis, and most importantly, stakeholder consultations with key players along the entirety of the process. The review is expected to be completed in July.

Control Centre Project

The Control Centre project is looking at developing a centre that will use real-time data to assist and drive both operational and strategic decision-making.

A leading practices review was completed, and included research on police services (Toronto, York Region, Calgary, Vancouver, Halifax, Chicago, Memphis, Miami-Dade, United Kingdom) as well as corporations (e.g. NAV Canada, OC Transpo and Canada Post) with existing control centres. Selected site visits also took place. From the research, a set of guiding criteria were identified that informed options development.

The range of control centre functions identified for the OPS include the dissemination of information to support emergency response and community safety, the centralized coordination of resources and processes to provide tactical support to operations and strategic and operations command.

The endorsed option that the OPS chose to develop includes all of these elements; it is expected that the centre will provide services such as safety and intelligence information, coordinate and share data, help support and coordinate daily operations at different points in time (while officers are en route, on scene, or in the early stages of an investigation), be involved in strategic workforce management, and oversee and command resources, as required, based on a threshold for particular incidents.

The Multiagency Early Risk Intervention Table (MERIT) pilot which launched in early June in the South-end of Ottawa is also part of the Control Centre. MERIT is aimed at integrating the various agencies that serve people in our community like police, mental health resources, social agencies, and school boards, into a formal process that allows for complex cases, or those requiring a coordinated response from more than one agency, to be discussed and dealt with in a more effective and efficient manner. This area was chosen based on socioeconomic data showing higher than average levels of risk including criminality, as well as existing capacity and support of partner organizations. After six months, an evaluation will take place to determine how the model and process can be improved or refined.

Implementation

Over the summer, an impact assessment, including a gap analysis, will take place to inform the development of the implementation plan for the new operating model. This process will look at how people will be impacted by the change, what technology and resources are required, and any other areas that need to be addressed. It is expected that implementation will be divided into phases to minimize disruptions to the organization and ensure necessary resources are in place.

Courts Project

The Courts project continues to move ahead on two of the three staggered work packages, namely the Integrated File Management Strategy and Court Attendance. The Prisoner Management Strategy is targeted to launch starting in 2016.

In terms of the Integrated File Management Strategy, LEAN sessions were held with OPS members and the Provincial and Federal Crowns related to court file quality and completeness. A report listing a number of recommendations was created to identify efficiencies, reduce non-value added activities, and ensure the investment of time and investigative work is of benefit and necessary for the Crown to carry out the judicial process. The recommendations have since been implemented.

As well, Nuance eCopy, scanning software that auto-directs scans to specific locations, was rolled out to all OPS stations as of February 2015. Nuance improves the process for file preparation and retention by making documents such as notes immediately accessible to staff from any division, reducing the amount of documents that are required to be photocopied and mailed for scanning/disclosure, and reducing the number of screening requests for missing disclosure. It is also another step towards achieving paperless court files.

The Provincial Crown's Office has also implemented a new court file management system called Scope. Its objective is to enable electronic access and management of court files, reducing the need for hard copy files. The OPS is currently reviewing its business processes to determine how to best leverage this technology to aid with file management.

Some initial work has also been done on the Court Attendance work package looking at court attendance processes as well as court document processes (such as the creation and service of subpoenas, summons, and court notices).

Finally, changes are also underway in terms of security upgrades to the Ottawa Courthouse. This includes plans to transform the multiple access points of the courthouse to a single access point off of Elgin Street. Construction is ongoing, as are plans for staffing. The new entrance is expected to be operational and open to the public late summer.

Operational Performance Framework Project

The design and development of the Operational Performance Framework has been completed. It is member centered, with a focus on aligning collective contributions toward organizational goals and outcomes.

Performance measurement at the team and organizational level will enable the OPS to determine its performance in terms of its operational delivery. Upon final approval, the framework is expected to be operationalized by the both the Planning, Performance & Analytics Section and the Control Centre.

OTHER SERVICE INITIATIVE RELATED PROJECTS

In addition to the new operating model, the Courts Project, and the Operational Performance Framework, the SI Program is also overseeing several other change efforts.

Response Protocol to By-Law Calls

Annually, nearly three percent of calls for service, or 3,600 calls, involve the dispatch of patrol officers to attend and address by-law complaints and infractions.

The OPS will be working with City of Ottawa By-Law Services to discontinue the current practice of responding to non-core policing by-law calls that are within the mandate and operational abilities of By-Law Services. This will result in an increase of available sworn officer resource hours for crime-focused activities. Police intervention would still be required where there is a risk to public safety or the incident is within the OPS core function.

In addition to generating capacity in frontline patrol to attend priority calls and crime-focused activities, there is potential to avoid overtime costs of sworn officers dealing with regular policing matters at peak time, and an increased opportunity to enhance proactive policing and allocate skilled OPS resources where they are needed.

Lost property

The OPS currently accepts and generates reports for lost property. Lost property may include items with unique identifiers (e.g. credit cards) or general personal goods (e.g. jewellery) which may have been left on buses, in taxis cabs or in unknown locations. In 2014, OPS generated 4,051 lost property reports. A further 491 supplemental reports were added to the main report where the complainant subsequently advised that they found their lost property. Of the remaining 3,560 lost property reports, the property was either never found and/or not reported as found.

The OPS is looking to discontinue the practice of receiving and generating reports for select lost property, and redirecting to the appropriate source agencies when warranted. The OPS will continue to generate reports where lost property contains an externally visible serial number, is dangerous to the public, could be used to commit a criminal offence, or is identified by the OPS as having unique or valuable significance.

Online Background Checks

The OPS processes 55,000 background checks every year. As a means of improving customer service and delivery times for people waiting for the checks, as well as creating potential efficiencies related to internal processing, a business solution will be developed to allow requests for police background checks to be filed and approved online.

The business solution is expected to be in place during the first quarter of 2016.

Collision Reporting Centres

The Collision Reporting Centres (Huntmar, Elgin, and Tenth Line) continue to assist with processing collisions that do not involve injuries or criminal violations.

Before the introduction of collision reporting centres (CRCs), Patrol officers responded to approximately 70% of collisions with only 30% being diverted to Front Desks. The objective of the CRCs was to reverse this percentage and remove more collisions from the roadway. With all three Centres in operation, this reversal is close to being realized. The percentage of collisions processed by CRCs for the month of May 2015 is 67% at Elgin, 64% at Huntmar, and 57% at Tenth Line.

The ability to divert more collisions to CRCs means that the roadways are safer and less congested for Ottawa's motoring public and those who have been involved in a collision can report the incident more efficiently. It also frees up capacity among patrol officers who are responding to approximately 40% less collisions.

In some situations, CRCs may reach capacity. The "in-service" rate for each centre is therefore being tracked (the "in service" rate represents the percentage of time the CRCs have the capacity to process all diverted collisions during their hours of operation). The rate is currently 89% at Elgin, 99% at Huntmar, and 94% at Tenth Line.

CONSULTATION

The SI Program continues to be member focused and driven, with many consultation opportunities built in throughout the process.

All levels of the organization are being engaged through a variety of means including open houses, working groups, face-to-face briefings, and workshops.

As an example, over the summer a series of eight focus groups are being held with all Staff Sergeants, Managers, Inspectors, Directors, and Superintendents, to gather input on the new operating model. Once this feedback has been reviewed and the necessary changes have been made to the model, consultation will be broadened to include the entire organization through open houses and a web survey.

A joint communications and stakeholder engagement plan has been developed and is being implemented. It includes both internal and external audiences.

Broader consultation with external partners and the public will be taking place during the consultation on the Board's 2016-2018 Business Plan.

FINANCIAL STATEMENT

The budget for the SI Program as identified in the 2015 Budget process is attributed to account 126111. All activities undertaken within the SI program in 2015 are within the allocated budget. The successful implementation of the operating model will be dependent upon approval of the approval of the 2016 SI Program budget and the funding to support the IT requirements.

CONCLUSION

The SI Program has highlighted opportunities for enhanced service delivery and developed a number of strategies to provide the OPS with a sustainable policing model. These strategies include organizational projects.

The changes being led through the SI Program are large, complex, involve both internal and external stakeholders, and tackle difficult issues. However, they are necessary in order to address the challenges facing policing and to achieve the outcomes sought by the SI: improved service, money and/or person hour efficiencies, enhanced partnerships, and, cost recovery or revenue opportunities.

The OPS is recognized as a trusted leader in policing and continues to strive for ongoing improvement.

(Original signed by)

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