Report to / Rapport au:

OTTAWA POLICE SERVICES BOARD
LA COMMISSION DE SERVICES POLICIERS D'OTTAWA

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SUBJECT: SERVICE INITIATIVE QUARTERLY UPDATE

OBJET: MISE À JOUR TRIMESTRIELLE SUR L'INITIATIVE D'AMÉLIORATION DES SERVICES

REPORT RECOMMENDATIONS

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

RECOMMANDATIONS DU RAPPORT

Que la Commission de services policiers d'Ottawa prenne connaissance du présent rapport à titre d'information.

BACKGROUND

At the direction of the Board, the Ottawa Police Service (OPS) launched the Service Initiative (SI) Program to enhance the sustainability of the OPS' policing model. The program is focused on maintaining and improving the policing services the public expects. It is geared towards continuous improvement of service delivery and a renewed focus on policing responsibilities.

At its root, the program is designed to address the challenges and pressures facing policing, namely budget expectations, growth, changing demographics, growing demands for service, and the increasing complexity of crime, as well as identify efficiencies for reinvestment.

The OPS has also embarked on a three-year hiring plan to add 75 sworn officers to its overall complement. The first 25 of those officers are being hired in 2016 and the 2017 hiring forecast calls for the hiring of 25 more officers. Even with that increase, there is a requirement and a responsibility to review and modernize police operations so they meet the current and future needs of the community.

Over the next few years, a number of incremental changes will be made to the OPS service delivery model to improve service, realize money and/or person hour efficiencies, create cost recovery or revenue opportunities, and enhance partnerships. These benefits will be reinvested into the service provided to residents through improved alignment of resources to demands and enhanced accountability to assist with coordination of activities. They will also assist the OPS in carrying out its core policing activities as defined in the *Police Services Act*: emergency response, assisting victims of crime, enforcing the law, crime prevention, and maintaining public order.

The Board requested quarterly updates on the SI Program. The last report in April of 2016 provided an update on the five key projects that are transforming the model: Demand, Frontline, Investigative, Control Centre, and Courts. Each of these projects tackles areas of service delivery at the OPS that were identified in the Current State Review in November of 2013 as having opportunities for improvement. The enhancements made to these areas will provide the OPS, and residents of Ottawa, with a more effective and efficient service delivery model that is sustainable, adaptable, focused on core policing, and evidence-based.

DISCUSSION

Since the start of the SI Program, regular consultation activities have been carried out with members from across the organization and from all ranks to gather input on the opportunities for improvement and increased effectiveness of resources. Working groups made up of over a hundred OPS members were established to ensure their ideas were being heard and addressed in the development of the new OPS Service Delivery Model.

A variety of additional engagement methods were used to keep remaining members informed on the program. This included a series of open houses at police facilities across the city, briefings to Patrol, presentations and focus groups with specific Sections/Units, questions and answer sessions, emails, a regularly updated web space known as the SI Wiki page, and surveys.

In addition to consulting members, the OPS has also been reaching out regularly to the Ottawa Police Association and Senior Officer Association to keep them informed about the program and the changes being considered to the service delivery model.

Public Consultation

Once the various SI projects were developed with the assistance and input of members, the OPS was positioned to bring those projects to the public in a consultation effort that was launched in May. That consultation included multiple forums to gather feedback on changes being considered to the service delivery model, with a specific focus on the frontline deployment and community policing. The forums used included an online questionnaire, presentations, and stakeholder sessions and meetings across the city.

Throughout the consultation period, which ended on June 10, members of the SI Team were able to meet with about 200 stakeholders face-to-face through the focus groups, meetings, and presentations. These groups included City Council, the Community Police Action Committee (COMPAC), the Gay Lesbian Bisexual Transgendered (GLBT) Committee, the Ottawa Neighbourhood Watch Executive Committee (ONWEC), the Ottawa Council of Business Improvement Areas (OCOBIA), the Community Development Framework (CDF) Steering Committee, as well as members from community health resource centres, hospitals, community associations, and a number of other community groups and organizations. As well, over 800 residents completed the online questionnaire. The full report summarizing the public consultation is included in Document 1.

Five key themes

Five key themes emerged consistently throughout the consultation and made up the majority of the discussions, written submissions, and questionnaire responses. They are:

1) Community Police Officers;
2) One Point of Contact;
3) Training;
4) Data and Knowledge; and
5) Measurement of the Model.

The OPS values community feedback and is taking measures to ensure the input from the community is incorporated in the new service delivery model. A summary of how the feedback is being incorporated, with respect to the five key themes, is included below.

1) Community Police Officers

Residents of Ottawa value having Community Police Officers as they are reliable, familiar, and accessible.

How this is being incorporated into the model:

The new frontline deployment has dedicated Community Officers as part of its Community Safety Services Unit which looks at community policing holistically. The OPS is looking to be more evidence-based to ensure it is focusing resources where they are needed. Community Officers will be realigned to better address high priority areas. The process for identifying high priority areas is still to be determined. However, inputs will include community feedback, OPS data related to calls for service, results from the most recent OPS public survey, and data from the Ottawa Neighbourhood Study. Once the high priority areas have been identified, they will be assessed on an annual basis. This will allow the OPS to match resources to community needs, rather than simply geographic locations.

A similar approach is currently used with the School Resource Officer (SRO) program, whereby SROs are assigned a number of schools and the schools are ranked according to their level of needed police assistance. Some schools are visited more frequently, however, all schools have access to a SRO. A similar approach is envisioned for the new frontline deployment model and the Community Safety Services Unit as it is has proven to be very effective. Neighbourhoods will not lose access to police services. The OPS is simply looking to do a better job of directing its resources where they are needed for community safety reasons.

2) One Point of Contact

The need for a focused point of contact also emerged throughout the consultation. These points of contact need to be accessible; there has to be continuity with the individuals to assist with relationships and trust building; and the person should be familiar with the neighbourhood's needs.

How this is being incorporated into the model:

The new frontline deployment model will include focused points of contact within the Community Safety Services grouping of the frontline deployment model. They will be able to assist with mobilizing resources to address community safety issues, providing information, assisting communities with concerns, and arranging for OPS members to attend meetings/events as able. A streamlined intake and report-back process will be developed to ensure consistent service delivery and measures will be taken to involve the community in the development of this process.

While residents are encouraged to file their reports through established intake processes (e.g. Call Centre, online reporting, etc.), the OPS recognizes that community partners need to have a focused point of contact with whom they can raise their concerns and who understands their neighbourhood

3) Training

Community feedback also pointed to training as an important consideration for the new model. Participants wanted to ensure officers were provided with diverse training that matches the needs of the job and residents. Examples of training cited included mental health, violence against women, diversity and cultural sensitivity, and communication.

How this is being incorporated into the model:

Police officers currently receive extensive training in a number of areas. The OPS will be doing an assessment of the current training and comparing it with the job requirements in the new model. A training schedule will be developed to provide members with the knowledge, skills, and abilities needed to provide service effectively and consistently, in the new model.

4) Data and Knowledge

The community wants better facilitation of sharing of data and knowledge between the OPS, individuals, and the community.

How this is being incorporated into the model:

We currently have systems and processes in place to share data and knowledge with the community. While not specifically related to the SI Program, the implementation of the OPS Information Management and Information Technology (IM-IT) Roadmap will enable service improvements and further improve our ability to retrieve, integrate, and share information more quickly and broadly with the community.

5) Measurement of the Model

Feedback received during the consultation highlighted that the new model, once implemented, should be evaluated and the results reported back to the community. Ongoing measurement would help to ensure the model is working as planned.

How this is being incorporated into the model:

An internal program evaluation framework is being developed to assess the frontline deployment model in terms of effectiveness and efficiency, and to ensure it is achieving the expected benefits. The OPS will be gathering input from the community as part of

the evaluation process. As well, as part of the OPS's move to become more evidence based, service standards will be established to assist with measuring performance.

SI Projects

Through the SI Program, the OPS is looking to modernize its policing model to ensure it is positioned to address the current and future policing needs of the community it serves. All core policing activities will continue under the new model however the OPS is looking to improve how they are carried out.

The Demand, Frontline, Investigative, Control Centre, and Courts Projects are the catalysts for this change. A summary of their current status follows.

Demand Management

The Demand Management project continues to develop strategies to reduce demands on police resources across the organization by determining where capacity can be released, while still maintaining quality service to the public and adhering to legislative requirements and contractual agreements.

One of the strategies devised was the implementation of alternative response modes for non-emergency calls to divert demand away from the frontline, and reduce demand on other parts of the organization. The modes included: call backs, appointments, online reporting, telephone reporting, delayed mobile response, and walks-ins. While some of these modes currently exist at the OPS (e.g. telephone reporting through the Call Centre), the goal is to further leverage these modes for additional call types to reduce the types of occurrences to which officers on the road are dispatched.

An in-depth analysis of non-emergency Priority 4 calls was completed to determine the proportion of these call types that would be eligible for an alternative response mode based on a set of established criteria (e.g. incident is not in progress; no risk to life or bodily harm; delayed response will not increase risk to persons or property; no risk to preservation of evidence; witnesses are identifiable or there are no witnesses on-scene; no suspect on scene or in custody).

The analysis revealed that 40% of the Priority 4 calls for service that were initiated by a member of the public in 2014 that required an officer to be dispatched, were suitable for an alternative response. However, when mapping the alternative response modes to the different call types, it was determined that the majority could be handled through either telephone or online reporting, and there was limited opportunity to employ call-backs, appointments, or a delayed mobile response.

Given the results of the analysis, the OPS will be moving ahead with making greater use of online and telephone reporting for non-emergency calls for service. Some changes have already taken place. For example, the OPS expanded the number of reports for offences over $5000 that can be filed online by citizens. This includes thefts, thefts from vehicles, and mischief to property, and soon fraud and drug complaints. The remaining modes of call-backs, appointments, and delayed mobile response, may be used occasionally, however given the low volume, existing resources will be employed (such as the Call Centre, Frontline, and Front Desks), as opposed to setting up a distinct Alternative Response Unit. Work is continuing to determine how these modes can be used in the future.

As well, in the last update to the Board, it was mentioned that additional business cases are underway, looking at further opportunities to reduce demands. One business case that was recently approved involves improvements to the police response to break-and-enters.

Currently, when a call for service is received for a break-and-enter that is not in progress, a frontline officer is dispatched to the scene to complete a report. In approximately 50% of these calls, a second officer who has Scenes of Crime Officer (SOCO) training is also dispatched to check for evidence and process the scene. The result is a duplication of effort in 50% of calls, as two sworn resources are attending the same incident. On average, frontline officers are spending about 2.35 hours on these calls, and SOCO officers are spending 1.77 hours.

In an effort to improve the efficient handling of break-and-enter calls for service, a Call Centre agent will take the initial report over the phone and a trained SOCO officer will be dispatched to every incident to complete the scene analysis. There will no longer be the need for a frontline officer to attend. SOCO officers possess a specialized skill set for gathering forensic evidence and it is anticipated that by leveraging their expertise on all break and enter incidents, it may lead to greater solvency as they may pick up on evidence that other officers without the specialized training could miss. This new process will also improve service to residents, reduce duplication, and make more efficient use of resources. With Call Centre agents only needing approximately 30 minutes to take the initial report, this change will generate a time savings of approximately 2,254 hours for frontline officers that can be reinvested in operations. It is expected to be implemented in early 2017, once additional officers are provided with the SOCO training.

Work is also continuing on business cases looking at making more effective and efficient use of Front Desk Services and the Call Centre. An update on these business cases is expected to be provided in the next update to the Board in September.

Frontline

Currently, frontline resources at the OPS are spread across three different directorates and fall under different command structures. This limits the ability to be flexible and responsive to changing needs in the community.

As well, the duties of frontline officers – mobile response, proactive policing, and community engagement — are divided unequally and not carried out in a coordinated way. The result is unbalanced workloads, duplication of effort, and the existence of silos among frontline officers.

The purpose of the Frontline project is to create capacity and enable a more fluid, flexible, and coordinated deployment of uniformed members that reinforces the idea of teamwork and working towards common objectives. All frontline resources are being brought together under a unified command.

By bringing frontline officers together, the OPS will be better able to respond to changing demands for service in our growing city, increase proactive policing opportunities to address emerging crime trends, create unity of effort through a team-based approach, level resource demands and workloads, and ultimately enhance public and officer safety.

A new organizational structure has been created to support the new, fully integrated frontline deployment model and it is included as part of Document 2.

Highlights of the new structure include:

- A grouping of Frontline Operations officers responsible for mobile response, community policing, and proactive policing. Proactive policing refers to, but is not limited to, evidence-based or officer-initiated actions to reduce, prevent or mitigate, risk, crime, and disorder in the community;
- The addition of the Control Centre (discussed later in the report) to the new frontline structure, to assist with supporting frontline officers, coordinating activities, and enhancing the team-based approach to reactive and proactive demands for service;
- A grouping of Frontline Specialized Support officers which includes Canine, Tactical, CBRNE, and MDT;
- A grouping of Traffic Enforcement & Escort officers responsible for road safety and proactive traffic enforcement, as well as Heads of State escorts on an as-needed basis;

- A grouping of officers responsible for Events (Special & Paid) Planning and Coordination;
- A dedicated group of School Resource Officers; and,
- A grouping of Community Safety Services officers which include Youth, Mental Health, Crime Prevention, and dedicated Community officers.

The activities performed today by frontline officers will continue under the new model, such as interacting with the community, responding to calls for service, conducting traffic enforcement, liaising with schools and other partners, and conducting proactive policing in neighbourhoods. What the community can expect to see from this realignment of frontline officers is more visible presence of uniformed members as well as more, and better coordinated, proactive policing. In addition, the realignment will result in an increase in officers assigned to fixed shifts, when demands for service are peaking, and the addition of more supervisory roles to enable better accountability and coordination of activities, particularly proactive work. The addition of officers to fixed shifts and the added supervisory roles were made possible through efficiencies gained by the realignment. The efficiencies were also used to staff the OPS's new Control Centre, discussed later in the report.

In terms of the Community Safety Services (CSS) grouping, while Frontline Operations will engage in community engagement and policing activities, CSS will provide more focused attention on specific community safety issues. Part of the responsibility of the CSS will be to better support high priority neighbourhoods. The process for identifying high priority will include community consultation, OPS data related to calls for service, results from the most recent OPS public survey, and data from the Ottawa Neighbourhood Study (ONS). In addition to dedicated Community Officers, the CSS grouping will also have single and focused points of contact the community can reach out to directly, as clearly requested in the consultation.

Policing boundaries are also being updated to better allocate and deploy officers. Currently, the OPS divides the city into 49 zones and assigns one officer per zone. This deployment does not take into account the policing differences in rural and urban/suburban geographies, or the varying levels of demand in the community. This often results in officers being drawn out of their respective zones to support one another.

In the future model, the OPS will be dividing the city into 19 larger sectors – which are groupings of neighbourhoods, as defined by the ONS. These sectors will be served by a team of officers that work together. As well, a different deployment strategy will be used in rural sectors, known as post policing, that uses rural call density to identify potential

'posts' for rural officers that enable them to effectively respond to calls for service in their coverage area within 5, 10, or 15 minutes. This will allow more efficient response to emergency calls and assist us in policing the large geography under our jurisdiction.

Investigative

The Investigative project has completed the creation of its new model that realigns investigative functions using a "generalize where possible, specialize as needed" approach. Functionally similar units are grouped and workloads will be balanced with the new model, creating more investigative capacity and enabling the OPS to better serve victims of crime. The new organizational structure that resulted from this work can be seen as part of Document 2.

One highlight of the new structure is the realignment of investigative functions into four distinct groupings:

- Criminal Investigations;
- Specialized Investigations;
- Intelligence and Covert Operations; and,
- Investigative Support.

As well, the Victim Crisis Unit (VCU) has been joined with the new Criminal Investigations Directorate (CID) to enable it to better work with the units that make regular use of its focused skill set. A review was completed on the processes and partners involved with the VCU and as a result, two full term equivalents (positions) were able to be reinvested elsewhere in the organization.

Two new units are now formally part of the new CID — Human Trafficking and Cyber Crime. The Human Trafficking Unit was previously a pilot and has now been formalized in response to the growing need for investigative resources that can address this crime type and in alignment with the Chief's operational priority addressing violence against women. Cyber crime is also on the rise and the addition of this brand new unit will help position the OPS to better address it in the future and assist us in aligning with other law enforcement efforts on cyber crime.

Control Centre

The OPS is less than three months away from launching its Control Centre out of Greenbank police station.

To better reflect the role of the Control Centre as a strategic support to frontline operations, it has been renamed to the Ottawa Police Strategic Operations Centre (OPSOC).

Construction of the Centre, including installation of technology requirements, is close to completion and processes related to staffing are underway.

Crime Analysts have already begun working in the OPSOC. They continue to support the Districts, as they develop their new policies and procedures for the centre.

While start-up will occur in October, staff will be in place as of September to begin training.

Courts

The Courts project has completed a number of changes to improve court file quality and management including implementing a new organizational structure, technology upgrades, and updated business processes. In addition, we have partnered with the province to review bail and remand court to find additional efficiencies in court processes within the justice system.

A preliminary evaluation was conducted with Courts staff using an online survey to assess their satisfaction with the changes thus far and the feedback has been positive.

A year into implementation, the OPS will be measuring the impact of the changes in greater detail using a more robust evaluation framework that is currently being developed.

The Courts project will be looking to address court attendance and prisoner management once the evaluation framework is completed for the court file quality and management changes.

Multiagency Early Risk Intervention Table Pilot

The Multiagency Early Risk Intervention Table (MERIT) pilot that was launched in June of 2015 continues to operate in the south-end of Ottawa.

An evaluation of the pilot was recently completed, looking at processes and a plan for sustainability, and a number of recommendations were made.

The MERIT Senior Management Committee, which includes representatives from police, mental health resources, social services agencies, and school boards, will be reconvening in September to develop an action plan to address the recommendations, as well as discuss funding and possible expansion in additional neighbourhoods.

The MERIT pilot has proven to be a great asset in the community, helping to mobilize community partners to form a coordinated response to assist individuals and families exhibiting signs of acutely elevated risk. The OPS is hoping for the community partnership to continue and grow.

CONSULTATION

The consultation efforts related to the SI Program have been discussed above.

Ongoing Community Engagement on the SI Program

Though not identified as a specific theme, the OPS recognizes the need to continue engaging with the community on the SI Program.

The SI will be establishing a Community Advisory Committee to ensure that the diverse needs, interests, and perspectives of the community are taken into account as the OPS introduces changes to its service delivery model. By keeping the community and key stakeholders engaged, the OPS will garner support for the changes as well as help to ensure a smooth transition for the community and help build trust. Membership of the committee will be selected based on having diverse representation and perspectives, and including groups that will be most impacted by the new service delivery model. The OPS is hoping to have the group established by September.

FINANCIAL IMPLICATIONS

The budget for the SI Program as identified in the 2016 Budget process is attributed to account 126111. Activities to be undertaken by the SI program in 2016 are within the allocated budget. Full implementation of the integrated operating model will be dependent on funding to support the IT, training, fleet, and facility requirements.

SUPPORTING DOCUMENTATION

Document 1 - Ottawa Police Service Frontline Deployment Model Consultation Report Back June 23, 2016.

Document 2 – New Ottawa Police Service Organizational Chart.

CONCLUSION

The OPS, with direction from the Board, has been taking action to ensure that the organization is prepared to meet the challenges facing policing while delivering and improving the service residents expect.

The SI Program is focused on enhancing community safety and modernizing the way policing services are delivered in Ottawa. That means ensuring it is deploying police resources in the most effective and efficient way possible. The five key SI projects, along with a number of other initiatives, are helping to accomplish these objectives.

A great deal of foundational work has taken place throughout the SI program to develop solutions that are good both in the short and long term. This will result in a policing model that is both sustainable and adaptable to future pressures. A benefits realization

framework is currently being developed and led by OPS Financial Services to ensure the achievement of expected outcomes is captured. We will be in a position to share more on this with the Board in the next quarterly update in September.