

THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON

OTTAWA-CARLETON REGIONAL POLICE SERVICES BOARD
COMMISSION DE SERVICES POLICIERS D'OTTAWA-CARLETON

REPORT NUMBER 4 TO COUNCIL
RAPPORT NUMÉRO 4 PRÉSENTÉ AU CONSEIL

The Ottawa-Carleton Regional Police Services Board met on 31 May 1999 and submits the item in this report for the consideration of Council at its meeting on 23 June 1999.

La Commission des services policiers d'Ottawa-Carleton s'est réunie le 31 mai 1999 et soumet le point dans le présent rapport au Conseil pour considération lors de sa réunion du 23 juin 1999.

PRESENT/ÉTAIENT PRÉSENTS :

Chair/Président : H. Kreling
Vice Chair/Vice-président : G. Baskerville

Members/Membres : D. Adam
E. Buckingham
J. Legendre
J. McCombie

SUBJECT: PUBLIC CONSULTATION PROCESS
FOR THE DEVELOPMENT OF A BUSINESS PLAN

OBJET : PROCESSUS DE CONSULTATION PUBLIQUE
POUR LA CRÉATION D'UN PLAN D'AFFAIRES

**PUBLIC CONSULTATION PROCESS
FOR THE DEVELOPMENT OF A BUSINESS PLAN**

BOARD RECOMMENDATIONS

That Council:

- 1. Receive the attached report entitled “Business Planning Process - Adequacy Standards Regulation” for information; and**
- 2. Receive the Proposed Public Consultation Process contained in the attached report for discussion.**

DOCUMENTATION:

1. Executive Director’s memorandum dated 9 Jun 99 and joint report from the Board Policy Sub-Committee and the Chief of Police dated 25 May 99 are immediately attached.
2. Extract of Draft Ottawa-Carleton Police Services Board Minute, 31 May 99, immediately follows the report and includes a record of the votes.

Our File/N/Réf. **08 00-97-0015**

DATE 9 June 1999

TO/DEST. Chair and Members of Regional Council

FROM/EXP. Executive Director, Ottawa-Carleton Police Services Board

SUBJECT/OBJET **PUBLIC CONSULTATION PROCESS
FOR DEVELOPMENT OF A BUSINESS PLAN**

RECOMMENDATION

That Council:

- 1. Receive the attached report entitled “Business Planning Process - Adequacy Standards Regulation” for information; and**
- 2. Receive the Proposed Public Consultation Process contained in the attached report for discussion.**

PURPOSE

The attached report has been forwarded to Regional Council in order to provide an opportunity for discussion and to obtain comments on a public consultation process to develop a business plan for the Ottawa-Carleton Regional Police Services Board, in accordance with Section 32(1)(d) of the Provincial Adequacy and Effectiveness Standards Regulation.

BACKGROUND

In January 1999, the Provincial Government enacted a new regulation for the “Adequacy and Effectiveness of Police Services”. Police services and boards have until 1 January 2001 to comply with all aspects of the Regulation.

The new legislation places new and expanded responsibilities on police services boards, including the requirement under Section 32 to develop a business plan for its police service every three years, and to enter into a protocol with its municipal council that addresses:

Section 32(1):

- (a) the sharing of information with municipal council, including the type of information to be shared and the frequency for sharing such information;

- (b) the dates by which the business plan and annual report shall be provided to municipal council;
- (c) the responsibility for making public the business plan and annual report, and the dates by which the business plan and report must be made public; and
- (d) if the municipal council chooses, jointly determining, and participating in, the consultation processes for the development of the business plan.

It is point (d) above that this report specifically addresses, as the development of the business plan is the first task that the Board must immediately undertake. The complete applicable sections of the Adequacy Standards Regulation are included in Appendix I for reference. Reports addressing the other components referenced in section 32 will be forthcoming from the Board at a later stage.

At this point, input is sought from Regional Council on the *Proposed Business Planning Process* which begins on page 6 of this report. Of primary importance to members of Council is *Phase Three - Conducting Consultation*, which contemplates a key role for councillors in soliciting feedback, identifying concerns, and communicating with residents and district inspectors.

CONCLUSION

The Police Service and Board face a significant challenge between now and 1 January 2001 in meeting all the requirements imposed by the new Adequacy and Effectiveness Standards Regulation. The Ottawa-Carleton Regional Police Services Board is leading the way, in collaboration with other large police services boards in Ontario, in attempting to address the many new responsibilities it faces. One of its first tasks is the development of a business plan. The Board intends to work with all area stakeholders, including Regional Council, school boards, community organizations, businesses and members of the public, in the development of its business plan. The Board encourages comments or suggestions from Council on the public consultation process for the development of its business plan.

*Approved by
Wendy Fedec*

Attach (1)



**Ottawa-Carleton
Regional Police Service**

**Service de police régionale
d'Ottawa-Carleton**

**REPORT
RAPPORT**

DATE: May 25, 1999

TO: Executive Director, Ottawa-Carleton Regional Police Services Board

FROM: Policy Sub-Committee, Police Services Board
Chief of Police, Ottawa-Carleton Police

SUBJECT: **BUSINESS PLANNING PROCESS - ADEQUACY STANDARDS
REGULATION**

RECOMMENDATION:

That the Ottawa-Carleton Regional Police Services Board:

- 1. Approve the attached report outlining a proposed business planning process;**
- 2. Forward the proposed public consultation process for review and discussion by Regional Council;**
- 3. Approve the attached Terms of Reference for assistance to be provided to the Police Services Board on policy matters; and**
- 4. Direct the Chief of Police to identify funds in the amount of up to \$50,000 to obtain assistance for the Police Services Board on policy matters.**

PURPOSE:

This report outlines a proposed approach to meeting the business planning and public consultation requirements contained in Sections 30 and 32 of the Provincial *Adequacy Standards Regulation*.

BACKGROUND:

At the 22 March 1999 Board meeting, the Chief of Police reported back to the Police Services Board on an evaluation of the Ottawa-Carleton Police relative to the requirements contained in the *Regulation on the Adequacy and Effectiveness of Police Services*.

Section 30 of the Regulation requires Police Services Boards to develop a business plan every three years (see Appendix for more details). In addition, Section 32 requires Boards to enter into joint public

consultation with municipal councils for the development of the business plan, if Council so chooses.

The Board's Policy Sub-Committee members met a number of times to develop processes for the Board to consider. The Committee made a commitment to report back to the Board at its May meeting.

DISCUSSION:

The Solicitor General's Office is recommending a four-phase implementation process to achieve compliance with the *Adequacy Standards*. Although the Solicitor General's Office intends to provide guidelines to assist Boards as part of their implementation supports, the guidelines will not be available until mid-late summer. Recent information presented at recent OAPSB and Ontario Police Force Planners Association (OPFPA) meetings indicate that the guidelines will be very generic and would primarily benefit small to medium size Boards and Services. Consequently, Policy Sub-Committee members decided to proceed with the process outlined below, as this approach would increase flexibility and allow more time to develop and implement the necessary policies, procedures, and training required to comply with the overall *Adequacy Standards*. The proposed business plan framework and process and public consultation process will require further refinement and additional details by the working group.

PROPOSED PLANNING FRAMEWORK:

The proposed business plan is one element of an overall planning framework comprised of the Board's Strategic Agenda, the Business Plan, and Operational Plans.

<i>Output/Product</i>	<i>Primary Responsibility</i>
Strategic Agenda	Police Services Board
Business and Resource Plan	Police Services Board and Executive
Operational Plan(s)	Police Service

Each of these is described more fully below.

Strategic Agenda

The Strategic Agenda is the domain of the Police Services Board, and outlines the broad vision and strategy the Board will adopt in conducting its business in general terms over the longer term (5-10 years). The primary document which will articulate the Board's Strategic Agenda is its Policy Manual. The starting point for this document is the *Police Service Act*. It broadly describes the five

services that must at a minimum be provided by all police services. These include: crime prevention, law enforcement, assistance to victims of crime, public order maintenance, and emergency response. The Board will require some external assistance and a number of off-site working sessions to finalize its Strategic Agenda (see Appendix for Terms of Reference for obtaining assistance for the Board).

Business Plan

The Business Plan takes the Board's Strategic Vision and broadly operationalizes it over a three year time frame by setting specific objectives and describing the resources that will be required. It will serve to meet the requirements of the *Adequacy Standards*, Section 32 and should be tabled with Regional Council. It will provide a clear signal of the Police Service's budgetary requirements over its three year life span. Annual budgets should directly be linked to it. The Business Plan will be developed jointly by the Police Services Board and the Executive. The life cycle of the Business Plan is three years, as delineated in Section 30 of the *Adequacy Standards*. The Business Plan will be the primary document the Police Service uses in determining how business gets accomplished over a three year period.

Operational Plans

Operational Plans will be developed by each Division within the Police Service, and will be the responsibility of the Superintendents in conjunction with the Executive. The Operational Plans will be consistent with the Business Plan, but will articulate in more detail how each Division/Section will conduct business in order to ensure organizational goals and objectives are achieved as set out in the Business Plan and more broadly, the Board's Strategic Agenda.

PROPOSED BUSINESS PLANNING PROCESS

In order to ensure that the Business Plan is in place with all the required elements by 1 January 2001, a multi-phase approach is recommended. Figure 1 highlights the proposed process, which is provided below in more detail.

Phase One - Starting the Process (Background Activities, May - July 1999)

In this phase, all the necessary management and background organization will be conducted in order to finalize the parameters of the proposed process. Specific tasks will include preparation of the final report outlining the business planning process, obtaining full Board approval and endorsement to move forward, development of a consultation and communication framework that will apply to the entire process (including Council's role), development of the protocol to be entered into with Regional Council, and identifying the necessary fiscal and staffing resources to complete the defined activities.

Phase Two - Defining/Re-Affirming the Foundation and Vision (September 1999)

Activities in this phase will focus on re-visiting the vision, mission, and values of the Police Service through joint Board-Executive sessions to determine whether they continue to reflect the direction and priorities of the organization. This step is necessary to ensure that everyone is comfortable and committed to the principles expressed in the vision, mission, and values.

Phase Three - Conducting Consultation (September 1999 - March 2000)

This phase represents the most labour-intensive phase of the process. Efforts will focus on extensive consultation exercises with the public and other stakeholders, as well as within the organization. The *1998 External and Internal Surveys* will be reviewed and issues identified which require further expansion. Focus groups will be held with the general public and Police Service members in order to assess their requirements and issues which must be addressed.

The current Ottawa-Carleton Police *Public Consultation Policy* will guide the consultation process with members of the public. It was developed in conformity with the Region's policy and has been in place since November 1997. The identification of potential solutions and tradeoffs is a place where the public has to be afforded the opportunity to make real and meaningful input.

Generally, the process will involve District Inspectors as liaisons at the district/divisional levels to address local concerns, while open public forums will be used to focus on more region-wide policing issues. Regional Councillors will have a vital and ongoing role in soliciting feedback, identifying concerns, and communicating with residents and District Inspectors. In addition, Municipal Councillors will be invited to attend sessions in their areas of jurisdiction. Existing survey results from the *1998 External Survey* will provide the initial foundation of input, in addition to the significant groundwork already covered through the ongoing *Partnership in Action* initiative.

Phase Four - Determining Strategic Direction (April 2000)

Once the consultation exercise is completed, the Board and Executive will participate in joint sessions to determine what the Key Result Areas (KRAs) will be for the next three years. The KRAs represent in broad terms where the emphasis will be placed, so that priorities can be established and a plan developed to guide the organization in the desired direction. Once the Board and Executive generally agree on the KRAs, the Executive will consult with the Superintendents to obtain their input and agreement/buy-in.

Phase Five - Developing and Implementing a Strategy (April - September 2000)

In this phase, the appropriate communication mechanisms will be selected in order to inform the organization and public on the key result areas agreed upon. Senior Officers will then participate in a series of sessions designed to determine the goals, objectives, and performance indicators required in order to achieve the key result areas. A strategy will be developed which will enable

Police Service members and the public to participate and/or provide feedback in this stage of the process. Once the goals, objectives, and performance indicators have been established and approved, they will be broadly communicated.

A monitoring mechanism will be developed in order to ensure that all areas of the Business Plan are adhered to and to identify any required modifications. To achieve, this a Steering Committee will be established which will be comprised of Board, Police Service, and community representation. A schedule for reporting progress to the full Board will also be established.

Process Management and Resource Requirements

The Board's Policy Sub-Committee, along with the Executive Command, would continue to oversee the development of a Business Plan. While a great deal of the human resources are expected to come from within the Police Service, there are areas which will require external assistance/expertise. It is difficult at this stage to anticipate all the human resource requirements which will emerge, but it is expected that throughout the consultation process, facilitators and recorders will be needed. Additionally, the joint Board-Executive sessions will require similar resources.


Budget Requirements

Some of the external resources can be covered through the existing 1999 budget. However, the 2000 budget will need to provide for the activities which are expected to have a financial impact on the Police Service. Items such as printing, translation, mailing, advertising, communication, etc., will require financial resources, as well as the costs for external facilitators, but at this time it is difficult to determine how much. It is fair to say that the business planning process will cost a minimum of \$50,000.

* * * * *

The proposed business and resource planning and public consultation processes outlined in this report are designed to fulfill a component of the overall *Adequacy Standards* requirements. Still more work and resources are needed to achieve compliance with the Regulation by 01 January 2001.

Respectfully submitted,


per Elizabeth Buckingham
Chair, Policy Sub-Committee

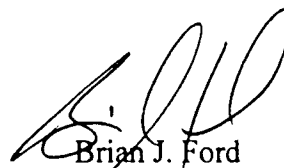

Brian J. Ford
Chief of Police

Figure 1

Ottawa-Carleton Regional Police Service

GENERAL WORKPLAN - BUSINESS PLANNING PROCESS

Phase	1999				2000		
	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<i>Phase One - Starting the Planning Process</i>	■						
<i>Phase Two - Defining/Re-Affirming the Foundation and Vision</i>		■					
<i>Phase Three - Conducting Consultation</i>			■	■			
<i>Phase Four - Determining Strategic Direction</i>					■		
<i>Phase Five - Developing and Implementing a Strategy</i>					■	■	

APPENDIX I - RELEVANT ADEQUACY STANDARDS EXCERPTS

Section 30 - Business Plan

- (1) Every board shall prepare a business plan for its police force at least every three years.
- (2) The business plan shall address,
 - (a) the objectives, core business and functions of the police force, including how it will provide adequate and effective police services;
 - (b) quantitative and qualitative performance objectives and indicators relating to,
 - (c) information technology;
 - (d) resource planning; and
 - (e) police facilities.

Section 32 (1) (d) - Public Consultation

- (1) Every board shall enter into a protocol with its municipal council that addresses,
 - (a) the sharing of information with municipal council, including the type of information to be shared and the frequency for sharing such information;
 - (b) the dates by which the business plan and annual report shall be provided to municipal council;
 - (c) the responsibility for making public the business plan and annual report, and the dates by which the business plan and report must be made public; and
 - (d) if the municipal council chooses, jointly determining, and participating in, the consultation processes for the development of the business plan.
- (2) Every board shall consult with its municipal council, and the school boards, community organizations and groups, businesses and members of the public in the municipality it serves during the development of its business plan.

APPENDIX II - TERMS OF REFERENCE

Strategic/Business Planning Assistance
Ottawa-Carleton Regional Police Services Board

BACKGROUND

The Province of Ontario recently passed the *Adequacy Standard Regulation* in support of *Police Service Act* amendments. The Regulation provides guidance on police service requirements to Police Services Boards. Section 30 of the Regulation requires Police Services Boards to develop a business plan every three years (see Appendix I for more details). In addition, Section 32 requires Boards to enter into joint public consultation with municipal councils for the development of the business plan, if Council so chooses.

To date, the Policy Sub-Committee of the Ottawa-Carleton Regional Police Services Board, together with members of the Executive, has developed a broad framework for development of a new Business Plan for the 2001 - 2003 period, and discussed an overall approach to creating the actual plan.

The recommended framework for advancing the broad policy framework of the Police Services Board involves the following:

Output/Product	Primary Responsibility
Strategic Agenda	Police Services Board
Business and Resource Plan	Police Services Board and Executive
Operational Plan(s)	Police Service

PROJECT REQUIREMENTS

The Police Services Board is seeking a qualified individual(s) and/or firm to assist Board members in the development of its *Strategic Agenda*. The *Agenda* will outline the Board's guiding principles, its priorities, and how it conducts its business. It is intended to guide current and future members in fulfilling the Board's overall policy and management mandate and will become part of the Board's Policy Manual currently being prepared.

To assist the Sub-Committee and the Police Services Board, the successful candidate must have the demonstrated ability to undertake the following activities:

1. **Plan, refine, and execute workplan on behalf of the Policy Sub-Committee;**
2. **Facilitate Board planning session(s);**

3. **Identify issues, opportunities, trends, and other factors which impact on the Police Services Board, now and in future;**
4. **Arrange, coordinate and conduct consultative Board sessions with members of the public and various stakeholder groups in accordance with the Ottawa-Carleton Police's Public Consultation Policy - individuals leading consultative sessions must be fully bilingual;**
5. **Integrate information from the various sources into one comprehensive report; and**
6. **Document findings, prepare draft reports for discussion, and finalize *Strategic Agenda* for approval.**

The consultant will meet with the Sub-Committee as needed.

The *Strategic Agenda* must be complete and ready for full Board consideration in the fall of 1999.

REPORTING

The successful candidate will report to the Policy Sub-Committee chaired by Ms. Elizabeth Buckingham, Member, Regional Police Services Board. A meeting schedule is to be established in consultation with the Sub-Committee.

PROPOSAL SUBMISSIONS

Written proposals must identify and/or demonstrate the following:

- Principal(s) involved in the assignment;
- Relevant experience and expertise;
- Understanding of municipal police environment;
- Ability to work with multiple stakeholders; and
- Time commitments for each individual and the cost of the assignment, including anticipated expenses and out-of-pocket disbursements.

Proposals will be evaluated on the above requirements. Interviews may or may not be held.

Please note that the Ottawa-Carleton Regional Police Services Board reserves the right not to accept any or all proposals.

Five (5) copies of proposals must submitted to:

Ms. Wendy Fedec

Executive Director
Ottawa-Carleton Regional Police Services Board
111 Lisgar Street
Ottawa, Ontario
K2P 2L7
613/560-1270

by 4:00 p.m. Friday, June 25, 1999.

For further information or questions regarding the Terms of Reference, please contact Ms. Elizabeth Buckingham at 613/560-1270.

8. BUSINESS PLANNING PROCESS - ADEQUACY STANDARDS REGULATION
- Chief's and E. Buckingham's joint report dated 25 May 99

Member Legendre stated he would like to make some amendments to the report. He referenced Phase Three, which is described on page 12 of the agenda, and is entitled "Conducting Consultation". He stated he would like to add the words, "to the Board" at the end of the final sentence in the second paragraph. In the next paragraph outlining how the consultation will be conducted, he wanted it stressed that these will be board events.

Member Legendre referred to a public meeting held last year on the False Alarm Policy, pointing out that the public did not know they were speaking to board members. He believed the public were under the impression they were talking to staff, as they were the only people identified at the meeting. In his opinion, that was the wrong spin. The board is responsible for listening to what the public has to say and he did not want this to be missed in the upcoming consultation process.

Councillor Legendre also noted there had been a principal facilitator at the False Alarm Policy session who was not bilingual. The facilitator had a bilingual assistant, but he did not consider that adequate. Member Legendre stated the Board should be looking for bilingual facilitators when the contract is issued, and he indicated he would be presenting a motion to that effect. His motion suggested that the word "Board" be inserted in point 4 of the Terms of Reference between "conduct" and "consultative sessions", and also that a sentence be added addressing the need for a bilingual facilitator. Member Legendre hoped his colleagues would support the motion and reiterated his belief that the board members' role should be emphasized.

Member Buckingham concurred that when dealing with areas such as Centretown, Vanier and the east end of the Region there should be a bilingual facilitator. However, she questioned the need to have a bilingual facilitator in all 16 policing districts in the region in which public consultations will be held; for instance, in areas such as West Carleton, Goulbourn, Rideau Township. She also expressed astonishment that there was no bilingual facilitator who would have indicated questions could be offered in either language in the False Alarm consultation referenced by Member Legendre. Member Buckingham stated that whoever provides the service would likely have a team that included bilingual capabilities, or they would find someone specifically to handle the facilitation. She ended by noting there are still details to work out, but the Board needs to get moving on this.

In response to Member Buckingham's comments, Member Legendre pointed out he had not expected different facilitators for different areas. It was his assumption that a facilitator or firm would be hired to do all of the larger public meetings and forums. Member Buckingham replied that, having done focus groups, she recognizes that a

facilitator gets tired when the same question is addressed over and over again. It is not unusual to have more than one person do them.

Member Legendre also noted that recent statistics show there is a significant shift occurring in terms of where francophones live in Ottawa-Carleton, with more residing in Kanata, Nepean and the west end of the Region than in the past. Member Legendre reiterated that if one team/firm is hired, the Board has to make sure the person is bilingual.

Chair Kreling summarized the intent of the suggested changes to be that the meetings will be facilitated bilingually regardless of whether or not it is the same individual at each of the 16 meetings. Chair Kreling spoke to the proposed addition of the word "Board" on page 17, pointing out that confusion should not be created about the information sessions and public meetings of the Board. He noted even Council and committees of Council hire consultants to go out into the community for the purposes of public information sessions, which very few councillors attend. This may be a similar type of situation if there are going to be 16 meetings for the public, one in each of the districts. Chair Kreling thought it doubtful that there would be a quorum of the Board in attendance at each meeting. In fact, the consultants retained will be conducting the meeting upon the request of the Board.

There being no further discussion, the board considered member Legendre's motion.

Moved by J. Legendre

That Item 4 of the Terms of Reference be amended by adding "Board" between "consultative" and "sessions", and that "the successful candidate must be fully bilingual".

CARRIED

Member Buckingham pointed out that the Board has not had the terms of reference reviewed by the procurement staff at the Region. She suggested they may recommend changes, and requested the Board's authorization to accept any advice given as the process proceeds. However, the essence of the terms will remain as presented. There being no disagreement, the main motion was considered as amended by the foregoing.

That the Ottawa-Carleton Police Services Board:

- 1. Approve the attached report outlining a proposed business planning process;**
- 2. Forward the proposed public consultation process for review and discussion by Regional Council;**

Extract of Draft Minute
Ottawa-Carleton Regional Police Services Board
31 May 1999

- 3. Approve the attached Terms of Reference as amended for assistance to be provided to the Police Services Board on policy matters; and**
- 4. Direct the Chief of Police to identify funds in the amount of \$50,000 to obtain assistance for the Police Services Board on policy matters.**

CARRIED as amended