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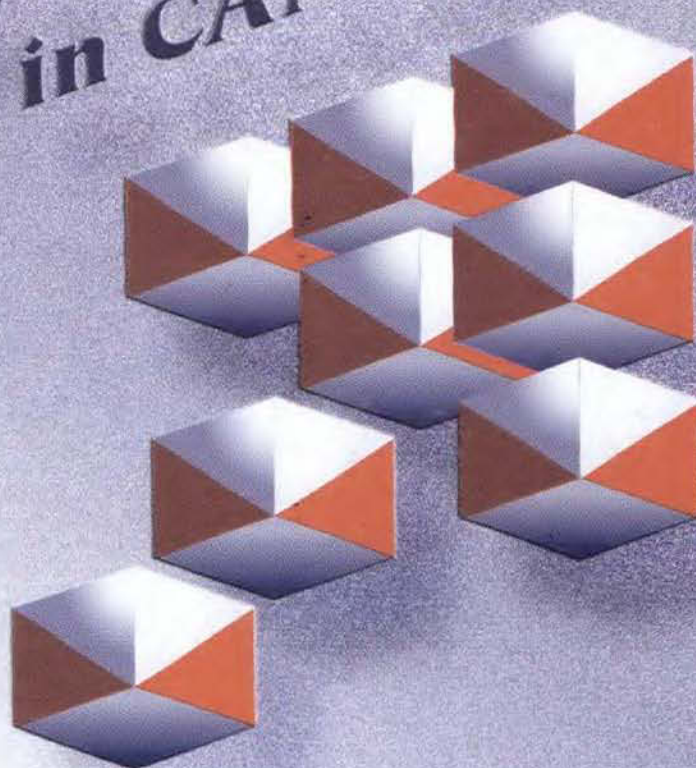
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# GUIDEBOOK for the AMALGAMATION of POLICE SERVICES in CANADA



Canadian Association of Police Boards  
Association canadienne des commissions de police

prepared by  
Jennifer O'Donoghue

HV  
7935  
03  
1999

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# **GUIDEBOOK for the AMALGAMATION of POLICE SERVICES in CANADA**

*prepared by  
Jennifer O'Donoughue*

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MAR 29 2006  
  
OTTAWA (ONTARIO)  
K1A 0P8**

produced by the Canadian Association of Police Boards, under contract to  
Solicitor General Canada (March, 1999)

Cette publication est aussi disponible en français

Copies of this report can be obtained from:

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## ACKNOWLEDGMENTS

The development of the Guidebook for the Amalgamation of Police Services in Canada was undertaken by the Canadian Association of Police Boards (CAPB) on contract to Solicitor General Canada, and in consultation with the Canadian Association of Chiefs of Police and the Canadian Police Association.

The project would not have been possible without the significant contributions of several individuals. The CAPB would first and foremost like to thank Jennifer O'Donoughue, Research Analyst, Ottawa-Carleton Regional Police Service, for her work in researching and preparing the Guidebook.

She was assisted by an advisory panel responsible for setting the parameters, providing insight and approving the content at various stages of the process. The completion of this project would not have been possible without their commitment, advice and support. The CAPB would like to extend special thanks to the members of the advisory panel:

- |  |  |
|--|--|
| ▶ Raymond Renaud, Canadian Association of Chiefs of Police               | ▶ Chief Dave McKinnon, Halifax Regional Police Service   |
| ▶ Dan McLeod, Vice-President, Canadian Association of Police Boards      | ▶ Deputy Chief Alex Mackie, Ottawa-Carleton Regional Police Service  |
| ▶ Eric Simmons, Director-at-large, Canadian Association of Police Boards | ▶ Dorothy Franklin, Director, Law Enforcement Division, Policing and Law Enforcement Directorate, Solicitor General Canada |
| ▶ Dale Kinnear, Labour Analyst, Canadian Police Association              | ▶ Wendy Fedec, Executive Director, Canadian Association of Police Boards   |
| ▶ John Petersen, Vice-President, Canadian Police Association             |  |

We would also like to thank the Halifax Regional Police Service and the Ottawa-Carleton Regional Police Service for allowing us to learn from their experiences. This undertaking could not have been carried out without the cooperation of many individuals from these two services. Special thanks to Chief Brian Ford of Ottawa-Carleton who supported this project from the onset.

Finally, we would like to acknowledge the contribution of Raymond Renaud, retired Deputy Chief, Ottawa-Carleton Regional Police Service, who recognized the need for a guidebook on amalgamation and brought the idea to the attention of officials at Solicitor General Canada. With amalgamations and restructuring of police services increasingly being undertaken across this country, Mr. Renaud was correct in suggesting that a "how-to" manual would be timely and of great benefit to those embarking on the process.





**T**his guidebook has been developed for police board members and chiefs of police who have been assigned the task of amalgamating their police services. **The underlying assumption is that the decision to amalgamate has already been made.**

The guidebook has been developed by drawing on the experiences of police board members, police chiefs and other staff who have been involved in prior amalgamations. It includes a compilation of check lists, steps, processes, and examples. The lessons learned by other police services will be shared to help you find efficiencies, create synergies, and harness opportunities during your process. These lessons have been developed based on comments made during interviews with staff involved in the process, and not as part of a formal evaluation.

Although the amalgamation you are about to undertake likely involves a number of unique circumstances, many of the tools and techniques in this guide can be adapted to suit your situation.

After reading the experiences of the Halifax Regional Police Service and the Ottawa-Carleton Regional Police Service, it will become clear that the amalgamation of a police service is not a simple task. Such an undertaking involves significant time and energy. It also involves both financial and human resource costs. However, amalgamation affords many opportunities for police board members and chiefs of police. For example, it may afford the opportunity to modernize police services. It also may afford more career opportunities for the staff who will become part of a larger organization.

## Misconceptions about amalgamation

- ▶ It is a simple process
- ▶ Staff will be motivated to change because of the potential cost savings
- ▶ Operational efficiencies will be experienced immediately
- ▶ Savings can be experienced in the short-term
- ▶ The process can be carried out in a short time frame

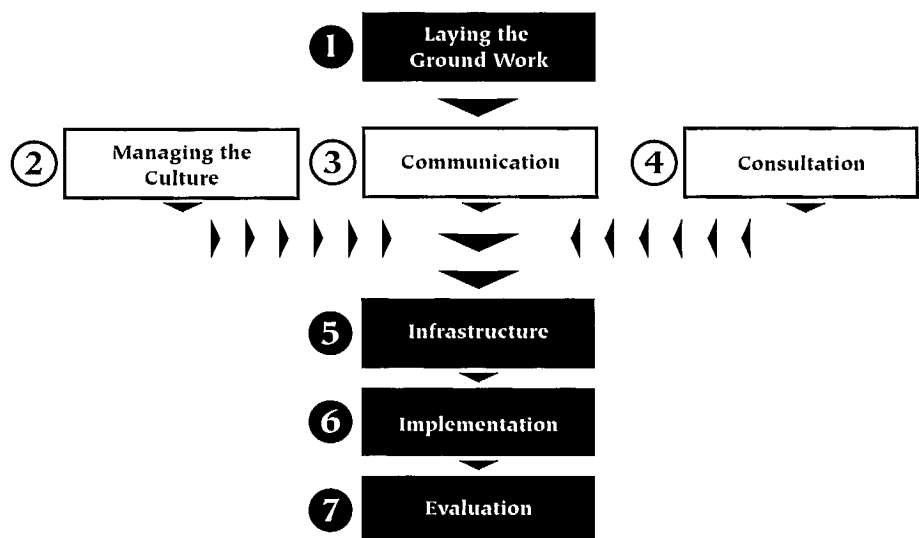
- ▶ The community, staff, bargaining agent/police association, police boards and politicians will work together to build a new organization
- ▶ There are no start-up costs

If you could walk away from this experience with one lesson, it should be:

***Don't underestimate how change will affect the personal lives of staff members.***

This guidebook comprises seven chapters. Although not in a specific order, the sequence is logical. An amalgamation process starts by laying the ground work. Managing the cultures, communication, and consultation are highlighted because all three are key components of a successful amalgamation. Once the ground work has been completed and strategies have been developed for managing the culture, communication and consultation, the infrastructure for the new police service can be built. This is followed by implementation, and finally, evaluation.

The experiences of Halifax and Ottawa-Carleton reveal a number of key success factors. These factors have been divided into seven sections as they relate to the topics in this guidebook. The table on the next page is a summary of these factors. In the following chapters, each of the key success factors will be discussed in detail.





CHAPTER	KEY SUCCESS FACTORS
LAYING THE GROUND WORK	<ul style="list-style-type: none"> <li>▶ Political will</li> <li>▶ Commitment &amp; support from police board</li> <li>▶ Bargaining agent/police association support</li> <li>▶ Strong leadership</li> <li>▶ Cohesive executive team with different perspectives</li> <li>▶ Time to plan</li> <li>▶ Empowered planning team</li> <li>▶ Awareness of other experiences</li> <li>▶ Clear understanding of existing police services</li> <li>▶ Clear vision and plan</li> </ul>
MANAGING THE CULTURE	<ul style="list-style-type: none"> <li>▶ Communicate the reason behind the change</li> <li>▶ Change the symbols early</li> <li>▶ Provide voluntary exit opportunities</li> <li>▶ Be cognizant of values and history of previous police services involved</li> <li>▶ Reward desired behaviour</li> <li>▶ Leverage organizational values</li> <li>▶ Develop a fair process in which people can compete for positions</li> </ul>
COMMUNICATION	<ul style="list-style-type: none"> <li>▶ Communicate early</li> <li>▶ Communicate often</li> <li>▶ Communicate clear, simple messages</li> <li>▶ Avoid communicating conflicting information</li> <li>▶ Provide a rationale for decisions</li> <li>▶ Communicate results</li> <li>▶ Celebrate successes</li> <li>▶ Dedicate resources</li> <li>▶ Use experts when necessary</li> <li>▶ Make information widely available</li> </ul>
CONSULTATION	<ul style="list-style-type: none"> <li>▶ Be open to suggestions</li> <li>▶ Set parameters</li> <li>▶ Provide feedback</li> <li>▶ Use facilitators</li> <li>▶ Support an open and transparent process</li> <li>▶ Involve the staff, the bargaining agent/police association, the community and local politicians</li> <li>▶ Be flexible</li> </ul>

CHAPTER	KEY SUCCESS FACTORS
INFRASTRUCTURE	<ul style="list-style-type: none"> <li>▶ Understand the financial position</li> <li>▶ Dedicate resources</li> <li>▶ Look for best practices</li> <li>▶ Don't wait for perfection</li> <li>▶ Identify priorities</li> <li>▶ Support flexible and equitable processes</li> <li>▶ Be forward looking</li> <li>▶ Use experts where necessary</li> </ul>
IMPLEMENTATION	<ul style="list-style-type: none"> <li>▶ Understand the critical path</li> <li>▶ Set priorities</li> <li>▶ Set targets and deadlines</li> <li>▶ Dedicate resources</li> <li>▶ Make project teams accountable</li> <li>▶ Outline clear roles</li> <li>▶ Be patient</li> <li>▶ Celebrate successes</li> <li>▶ Take calculated risks</li> </ul>
EVALUATION	<ul style="list-style-type: none"> <li>▶ Set clear goals and objectives</li> <li>▶ Understand performance measures</li> <li>▶ Evaluate at different stages in the process and adapt the plan as necessary</li> <li>▶ Provide feedback</li> <li>▶ Learn from past experiences</li> <li>▶ Be prepared for criticism</li> <li>▶ Be honest</li> <li>▶ Follow-up</li> </ul>

Wherever possible, these key success factors will be illustrated through examples and lessons learned in the Halifax Regional Police Service and/or the Ottawa-Carleton Regional Police Service experiences.

The purpose of this guidebook is not to evaluate these experiences or to criticize the processes followed in either Halifax or Ottawa-Carleton, but rather to learn from them.



## CHAPTER 1

### LAYING THE GROUND WORK

#### KEY SUCCESS FACTORS

- › Political will
- › Commitment & support from police board
- › Bargaining agent/police association support
- › Strong leadership
- › Cohesive executive team with different perspectives
- › Time to plan
- › Empowered planning team
- › Awareness of other experiences
- › Clear understanding of existing police services
- › Clear vision and plan

*The first section of this guidebook is about laying the ground work. The decision to amalgamate has already been made. It is now time to prepare for the amalgamation of police services. This is probably the most important part of an amalgamation process. It is at this stage that you will gain a real understanding for what lies ahead. Remember that by spending more time planning out your strategy, you will reduce the amount of time required for implementation.*

#### POLITICAL WILL

In many cases, amalgamation is legislated by a provincial body. This does not necessarily mean that the municipal politicians are strong supporters of the decision. Historically, amalgamation processes which have been undertaken under a one-tier municipal government have tended to have smoother transitions. Where there are conflicting political agendas, the amalgamation of police services becomes more difficult. The timing of the amalgamation is another important consideration. For instance, if an amalgamation occurs in an election year, this may complicate the process significantly.

The former Gloucester, Nepean, and Ottawa Police Services were legislated by the province of Ontario to amalgamate, forming the Ottawa-Carleton Regional Police Service. The Region has a two-tier governance structure. The amalgamation shifted responsibility for policing from 11 individual "lower tier" municipalities to the "upper tier" regional government. The Service also took on policing responsibilities for the neighbouring municipalities policed by the Ontario Provincial Police. Although several of the municipalities opposed amalgamation, the regional government supported it. This facilitated the transition.

In the case of the Halifax Regional Police Service, the legislation for the amalgamation of police services was part of a larger initiative to regionalize municipal governance. The initiative involved the former Bedford, Dartmouth and Halifax police services.

Because policing was one of the first services to amalgamate, the transition took place in a changing political environment. This made the transition more difficult. To further complicate the process, the Halifax Regional Police Service was responsible for policing in only a portion of the Region. The RCMP had jurisdiction in rural areas.

#### A NOTE ON LEGISLATION

The experiences of other police services stress the importance of legislation and formal protocols for a successful amalgamation. In most cases, legislative frameworks are developed as part of the decision making process and are thus beyond the scope of this guidebook. However, legislation is an important issue and should be highlighted.

Legislation and/or formal protocols provide board members and chiefs of police with a framework to guide decision making. The framework should address job security for staff of the former police services. It should also provide guidance on how to recognize a member's seniority and rank/level held at the time of amalgamation. Legislation which outlines the board's authority and the transfer of assets, and which provides some timelines for completion of tasks, is also helpful. Other key success factors which relate to the decision making process can be found in the literature referenced in Appendix A.

### COMMITMENT & SUPPORT FROM THE POLICE BOARD

In addition to a political will to amalgamate, strong commitment and support from the members of the police board are essential for a successful amalgamation. Because the chief is bound to run into a number of roadblocks during the process, a board committed to the amalgamation process can help eliminate many of these roadblocks.

### BARGAINING AGENT/POLICE ASSOCIATION SUPPORT

The bargaining agent/police association has always had a strong influence on, and played a significant role in, police services. During an amalgamation process, it should continue to play an active role. As much as possible, the bargaining agent/police association should be involved in each step of the process. By consulting the bargaining agent/police association during the planning process, you can engage them early. By working co-operatively, you can mobilize staff to participate in the change process.

The experiences in both Halifax and Ottawa-Carleton suggest that collective bargaining should start early. Strong relationships between management and the bargaining agent/police association can also facilitate the transition. For example, through the early negotiation of a common collective agreement, most contract obligations that impede amalgamation can be eliminated. These may include organizational structures, minimum staffing requirements, transfer

protocols, or hours of work. Salaries can also be equalized, and the "rules of the game" can be identified. The longer this process takes, the more difficult the amalgamation will be.

### STRONG LEADERSHIP

Strong leadership is an essential component of a successful change process and this is particularly true in policing. Choosing the right leader is a difficult decision. There are a number of leaders in the police environment with different types of personalities and experiences. When choosing a leader, it is important to match the skills of the leader with the needs of the organization, and the expectations of both the community and the police board.

In many cases there will be a candidate in one of the former police organizations who is well respected and can lead the amalgamation process, despite ties to a previous service. Although most police boards have the authority to simply appoint a new chief of police, a competition to fill the position is recommended. By having a competition, the most qualified candidate will be identified. This competition could be part of a national executive search.

#### A strong leader:

- ✓ Must have a vision
- ✓ Must have the ability to meet challenges
- ✓ Should be in place before amalgamation

### COHESIVE EXECUTIVE TEAM WITH DIFFERENT PERSPECTIVES

Once a leader has been chosen, this leader should be given the flexibility to choose a team which will support his/her vision and help manage the change process. This team should be cohesive, but should also bring different perspectives to the table. As a group, this team should also have knowledge and access to resources from the existing police services to facilitate the understanding of the current state of the organization. The team must be dedicated and committed to the amalgamation process.

- ▶ *The executive team should be in place well before amalgamation.*
- ▶ *Don't forget about the optics of who is now in charge, and thus who is perceived to be "taking over".*

In any amalgamation, there will be senior ranking officers who are not chosen to be on the executive

### THE FORMER DARTMOUTH POLICE FORCE COLLECTIVE AGREEMENT

The former Dartmouth Police Force Collective Agreement made amalgamation difficult, because it specified minimum staffing levels, transfer protocols, and organizational structures. Staff could not be transferred from the former Dartmouth Police Force to other geographical areas in the Region. It was not until a new regional collective agreement was ratified 19 months into the process that these provisions were eliminated, and the organization could effectively operate as one entity.

To ensure a smoother amalgamation, it is important that the collective agreements be settled as soon as possible. This ensures salary parity for similar functions, and provides management with the ability to manage labour issues in a consistent manner.

team. When this occurs, it is recommended that these officers either be given the opportunity to participate in the change process in some meaningful capacity, or be offered an opportunity to exit from the organization.

### TIME TO PLAN

Laying the ground work for amalgamation takes time. The planning phase should start prior to amalgamation. Sufficient time should be allocated to identify the resources (human and financial) that can be dedicated to the change process. This planning period should also be used to develop systems, policies and procedures for the new organization. The unification of police services is a much simpler process when the rules are in place and the key players are identified. Any planning that occurs before the players are identified tends to be influenced by turf protection and self-serving decisions.

### EMPOWERED PLANNING TEAM

It is important to raise the profile of the change process by dedicating staff to the amalgamation project. The project team should have the skills and abilities to get the job done. In addition to these skills, the team members should have credibility with the members of the service. The most effective leader for this group is the chief. Having the chief or a senior police officer on this team ensures that it has the authority to make decisions. It also gives the group greater profile with the rest of the organization.

The project team requires clearly defined roles and responsibilities, and adequate training. The purpose of such a team is not to carry out every activity relating to amalgamation, but to co-ordinate and monitor activities. It should include planning "experts" who have the capability to identify the steps in a planning process, and to ensure that these steps are followed.

## TWO PLANNING SCENARIOS

### HALIFAX REGIONAL POLICE SERVICE

In the Halifax experience, some advance planning time was provided. Based on the recommendations of a project consultant (Hayward, 1994), a working group was appointed a full year in advance of the implementation date of April 1, 1996. By December of 1995, the executive team was in place and several resources were dedicated to the change process. The Regional Police Commission was in place in the first quarter of 1996. Interim chiefs were appointed in the former Bedford, Dartmouth, and Halifax police services to oversee the day-to-day operations until the date of amalgamation. Because the former municipalities were still in existence, the interim chiefs continued to report through the municipal structure.

During the planning stage, an analysis of the former organizations was carried out. A transitional mission statement, organizational chart, and communication plan were established. The development of a regional police corporate identity was also initiated. By the implementation date, much of the ground work was completed. Amalgamation activities continued until late 1997. For more information on the planning process, see *Halifax Regional Police Service — Status of Regionalization, October 1995–May 30, 1997*.

### OTTAWA-CARLETON REGIONAL POLICE SERVICE

On January 1, 1995 the Ottawa-Carleton Regional Police Service was created by way of provincial legislation. The legislation allowed for a two-year transition period. In the fall of 1993, a planning committee made up of a representative from Ontario's Ministry of the Solicitor General and Correctional Services, the chief administrative officer of the Regional Municipality, and the former chiefs was established. In the fall of 1994, a transition committee was established. This committee was made up of members who were to become the Regional Police Services Board on the date of amalgamation. Although some projects were initiated in advance of the amalgamation date, it was difficult for many decisions to be made until a chief was appointed. This occurred in December of 1994.

The Deputy Chiefs were appointed in February 1995, and a Director General of Corporate Services was appointed in March. Although a specific amount of time was allotted for the transition, the Regional chief was responsible for the day-to-day operations of the police service on the date of amalgamation. The organization would have benefited from some planning time after the executive team was in place. This would have provided more time to "lay the ground work". For a full description of the planning process, see *the Ottawa-Carleton Police Service Amalgamation Report (1996)*.

If the necessary expertise cannot be found internally, professional services should be sought. Consultants could be brought in to be part of the project team, to provide training for the team or to act as advisors to the board or the chief.

#### WHAT DOES AMALGAMATION COST?

It is difficult to determine exactly how much an amalgamation process will cost. The costs being referred to here are financial. It should be recognized that there will be start-up costs in an amalgamation. These include all the costs that are required to bring the organization together. If the infrastructure already exists, start-up costs can be kept to a minimum. However, if a number of "big ticket" items such as radio or computer systems need to be purchased and implemented, the costs increase dramatically. Some of the potential costs of amalgamation include:

- ▶ Purchase of standard equipment for all staff — firearms, body armour, uniforms, batons etc.
- ▶ Decals and signage
- ▶ Facilities to accommodate the new organization
- ▶ Furniture
- ▶ Computer equipment
- ▶ Radios
- ▶ Telephone lines
- ▶ Professional services
- ▶ Communications materials
- ▶ Materials and supplies

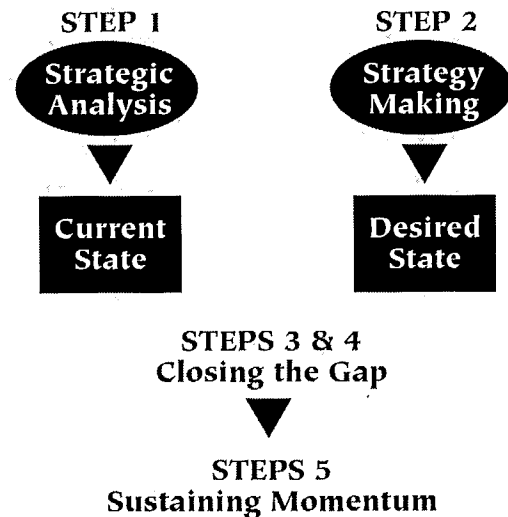
Be careful when attributing all of these costs to amalgamation. In many cases, the systems would have been replaced regardless of whether or not amalgamation occurred. By sharing the costs of the new system the amalgamation may actually result in savings or permit the service to acquire a better system.

#### AWARENESS OF OTHER EXPERIENCES

When undertaking an amalgamation process, it is important to understand other similar experiences across North America. This guidebook will provide some of this information. There is also a list of reports and resources to which you can refer at the end of this guidebook (Appendix A).

#### STEPS IN A CHANGE PROCESS

The following diagram illustrates 5 key steps in a change process. This basic model can be applied to a police amalgamation. Step #1 is a strategic analysis of the current state of the police services involved in the organization. The second step is strategy making. This involves crafting a vision of what the amalgamated police service should look like (the desired state). In steps #3 and #4 the gaps between the current state and the desired state are identified, and strategies are implemented to close these gaps. The final step is sustaining the momentum of the change process.



#### HOW LONG DOES IT TAKE TO AMALGAMATE?

Amalgamation is not a simple task. The length of time required for successful completion of the project depends on the complexity of the organization. It also depends on how much of the infrastructure is in place prior to the amalgamation process.

The Ottawa-Carleton Regional Police Service was required, under legislation, to amalgamate within a two year period. The new organizational structure was to be approved by the Ontario Civilian Commission on Police Services. Once approved, the new structure was

implemented. However, some of the infrastructure projects such as the radio and computer systems were completed and implemented after the two year period. Interim measures were put into place to ensure that police services could be effectively provided to the community.

The timing for the amalgamation of the Halifax Regional Police Service was broken down into a planning phase and an implementation phase. This was discussed on the previous page.



### CLEAR UNDERSTANDING OF THE EXISTING POLICE SERVICES

Before the "rules of the game" can be developed, it is important to have a clear understanding of the existing police services. This is the first step of any change process. Several tools are available to carry out this strategic analysis. One risk assessment tool will be described here. Two other tools are described in Appendix B; these tools include a "strengths, weaknesses, opportunities, threats" (SWOT) analysis, and a driver/barrier analysis.

#### OTTAWA-CARLETON ORGANIZATIONAL REVIEW

To gain a clear understanding of the existing police services, an organizational review team was established. This team's responsibility was to gather information on the 143 sections which were inherited by the new organization. This team conducted interviews with, and collected quantitative data on, every section which existed in the former police services to determine its mandate, staffing levels, major activities, contact with clients, and workload levels.

This strategy is a good means to gather a great deal of information. The danger is that after the initial reports are reviewed, they are shelved and not referred to again throughout the amalgamation process.

### CLEAR VISION AND PLAN

The police board and the newly appointed executive team have now been selected, based on their vision and their ability to lead the change. It is important that the vision be formalized and the specific goals and objectives be established. This is step 2 of a change process, and is often referred to as strategy making or defining the desired state.

Strategy making should not occur in isolation. The information gathered at the strategic analysis stage provides a clear picture of the state of the organization, as well as the skills and abilities of the staff.

The vision must make sense, and it must be achievable. However, it is important to reach beyond

#### DEFINING THE "DESIRED STATE"

1. **Develop the vision — an attempt should be made to make this a shared vision, at least among the senior management group**
2. **Communicate the vision — it is critical that people be able to relate to and accept the vision**
3. **Develop the mission and values**
4. **Understand the extent of the departure from the current organizational philosophies — is it just an improvement on what exists, or does it involve radical change?**
5. **Develop goals and objectives**

the current capabilities of the existing police services. The vision should be:

- ▶ Simple
- ▶ Easily understood
- ▶ Achievable
- ▶ Realistic
- ▶ Easy to relate to

This chapter emphasizes laying the groundwork for amalgamation. It is a time consuming process when done properly, and may be frustrating for action-oriented people. However, experience tells us that the more time spent at the front end of the process, the less time required at the implementation stage.

Timing cannot be overemphasized. Many of these activities can be accomplished before amalgamation. This means that when amalgamation occurs, the rules will be in place and the direction will be set. The amalgamation process then becomes an implementation exercise.

The next three sections emphasize managing the culture, communication and consultation. These three components are critical to both the planning and implementation phases of the process.

## A RISK ANALYSIS

There are a number of risks or roadblocks inherent in a change process. Understanding these risks, and how much of an impact they will have on the success of a process, is a critical part of a strategic analysis. If there are only a few risks present, and if they can be easily controlled through a number of strategies, the change process is much simpler. If, on the other hand, there are several risks present and most cannot be controlled, the level of complexity increases and the likelihood of success is reduced.

The first step in carrying out a risk assessment is to identify the potential risks. These risks can be subdivided into groups. We know from other experiences with change in policing that a number of roadblocks exist. Some of these include:

- ▶ Insecurities in the organization
- ▶ Threatened authority
- ▶ Largest police service trying to dominate — "David and Goliath"
- ▶ Personalities
- ▶ Timing
- ▶ Getting caught up in day-to-day management
- ▶ Protecting turf — winners and losers
- ▶ Waiting for perfection
- ▶ Not enough lead time to prepare
- ▶ Assuming people will accept the change
- ▶ Misinformation — not getting the message
- ▶ People clinging to the past
- ▶ Trying to do too much at once
- ▶ Forgetting about people's feelings

Using these observations, and referring to some of the literature on change management, categories of risk can be developed. These may not all apply to your unique circumstances, and some may be missing. This type of framework, however, can be adapted to your experience.

For example, one category may be the *level of commitment* to the amalgamation. The objective is to identify

whether the various stakeholder groups understand the need for change. The risks here include:

- ▶ No political support
- ▶ No support from the police board
- ▶ No support from senior managers
- ▶ No support from the bargaining agent/police association
- ▶ No community support
- ▶ No support from staff

If all of these stakeholder groups oppose amalgamation, the chance of being successful is limited. If all support it, the transition will be much smoother. If there are only one or two stakeholder groups which oppose the decision, their position may be changed by communicating some of the possible benefits of amalgamation.

When a critical stakeholder group is opposed to the change, and it is impossible to gain their support, this group may cause roadblocks at each step of the process.

Once the stakeholder groups are identified, you should determine their level of influence and assess how critical the group is to the success of the amalgamation. In terms of risk analysis, rate the risk as low, medium or high, and then determine whether these risks can be controlled. It should be noted that even when all the risk factors are present, if they are low and controllable, the amalgamation process can still be very successful. On the other hand, if only one factor is present but is high and uncontrollable, this factor can become critical and perhaps even fatal to the success of the project.

Risks should be monitored throughout the amalgamation process, and strategies should be developed to address some of the controllable risks. If these are not controlled early on, they may escalate and become more critical to the success of the whole process. The following table is an example of a risk analysis that may apply to a police amalgamation.

## AN EXAMPLE OF A RISK ANALYSIS

POTENTIAL RISK	HIGH	MEDIUM	LOW	CAN IT BE CONTROLLED?
<b>COMMITMENT (Do stakeholders see the need for change?)</b>				
No political support			✓	yes
No support from police board			✓	yes
No bargaining agent/police association support			✓	yes
No community support		✓		yes
No support from senior management		✓		yes
No support from staff		✓		yes
<b>UNION CONTRACTS</b>				
Lack of salary parity	✓			yes
Binding agreements in the individual contracts regarding transfers, hours of work, promotions and minimum staffing		✓		yes
<b>INFRASTRUCTURE AND EQUIPMENT</b>				
Incompatible computer systems	✓			yes
Incompatible radio systems	✓			yes
Insufficient or inadequate accommodations/buildings			✓	yes
Different firearms	✓			yes
Insufficient vehicles			✓	yes
<b>PROCEDURES AND PRACTICES</b>				
Different policies and procedures			✓	yes
Incompatible HR practices			✓	yes
Lack of a formal internal communications network	✓			yes
Inconsistent operational policing practices	✓			yes
<b>ORGANIZATIONAL CULTURE</b>				
Disparate value systems	✓			yes
Incompatible philosophies		✓		yes
Poor morale		✓		yes
Different work ethic	✓			yes
Contradictory formal and informal reward systems	✓			yes
<b>RESOURCES</b>				
Lack of sufficient start up funds		✓		yes
Unrealistic budget reduction targets			✓	yes
Lack of skills at senior management level			✓	yes
Unrealistic staffing reduction targets		✓		yes



## CHAPTER 2

### MANAGING THE CULTURE

#### KEY SUCCESS FACTORS

- ▶ **Communicate the reason behind the change**
  - ▶ **Change the symbols early**
  - ▶ **Provide voluntary exit opportunities**
- ▶ **Be cognizant of values and history of previous police services involved**
  - ▶ **Reward desired behaviour**
  - ▶ **Leverage organizational values**
- ▶ **Develop a fair process in which people can compete for positions**

*As part of laying the ground work, a clear understanding of the organizational culture is critical. There is an organizational culture which is unique to policing. Within the police environment, there are a number of subgroups of organizational cultures which are specific to police services. These cultures should be monitored and managed in an amalgamation. Do not underestimate how diverse these organizational cultures may be, and the power they have on members of the former police services. If strategies are not put into place to manage the cultures, the amalgamation process will be frustrating for both managers and staff.*

#### COMMUNICATE THE REASON BEHIND THE CHANGE

**A**ny large scale change in policing, to be successful, requires acceptance from staff and the community. Staff must understand the reason behind the change, and be able to see the benefits of amalgamation. If staff do not feel that there is need for change (i.e. staff are satisfied with the status quo), this acceptance will be next to impossible.

At this stage, you are likely well aware of the potential benefits of amalgamation. These have been cited in much of the literature. Staff should be made aware of these possible benefits, and how they will affect the day-to-day operations of the police service. In some cases, staff feel that the primary driver for amalgamation is the cost savings anticipated as a result of the "merger". Cost savings, however, should not be the only driver. A simple reduction in operating costs is not sufficient to convince either staff or the community of a need for change. If there are no perceived operational benefits, the process is doomed to fail.

#### Possible Benefits of Amalgamation

- ▶ Elimination of duplication
- ▶ Improved working conditions
- ▶ Standard equipment and supplies
- ▶ Information sharing through common information systems
- ▶ Improved crime analysis and problem solving capabilities

- ▶ Rationalization of space requirements and capital expenditures
- ▶ Economies of scale
- ▶ Ability to provide professional specialized services

#### CHANGE THE SYMBOLS EARLY

The importance of symbols should not be underestimated in a police organization. The pride that police personnel have in their work is closely linked to the symbols. Once staff members understand the possible benefits which could be achieved through amalgamation, symbols for the new organization should be developed. This means a new crest, a new badge, new decals for the cars, and new signs. The sooner that references to the former police services are removed, the better.

#### NEW UNIFORMS

**At the Ottawa-Carleton Regional Police Service, a clothing and equipment committee comprised of operational personnel was put into place. They researched uniforms and put forward a recommendation which was accepted by the executive. The adoption of the new uniform instilled a sense of pride in the new organization.**

**HALIFAX REGIONAL POLICE CREST**

The Halifax Regional Police Service looked to their staff to develop the new crest. Staff were asked to submit proposals. When the submissions were reviewed, staff were asked to vote on the nine submissions. The end result was a crest of which everyone was proud.

**PROVIDE VOLUNTARY EXIT OPPORTUNITIES**

Change is difficult for most staff members, and in any change process there will be people who resist (resistors). Depending on the stage the staff member is at in his/her career, the change could be overwhelming. The change may be seen as a disruption or as a threat to the individual's current status within the organization. Most staff members will gradually accept the change when they see the benefits of the new organization. Unfortunately, some will not. Providing an early voluntary exit opportunity for those staff members who do not want to be part of the new organization saves time and energy over the long term. These strong resistors will fight the change every step of the way.

*Timing is everything when it comes to voluntary exit opportunities. You don't want to create an environment where people get rewarded financially for resisting the change.*

**BE COGNIZANT OF THE VALUES AND HISTORY OF PREVIOUS POLICE SERVICES INVOLVED**

When you create the new organization, do not ignore the former police services. They likely have a very strong history and strong traditions. Every effort should be made to establish new traditions. However, the history and the memories of the past should also

be held in high esteem. Creating a historical museum housing the old symbols and pictures can be very effective.

**REWARD DESIRED BEHAVIOUR**

The new organization will have expectations from staff members. In some cases, these may be very different from what was expected in the former organization. It is important that this new desired behaviour be rewarded. A formal reward system should be established early in the amalgamation process. If possible, it should be established well in advance. This reward system should be linked to the promotional process.

There are several internal reward systems that exist in police organizations, and many of them are common across police cultures. When these reward systems are consistent with the new direction, they can be used to reward desired behaviour.

**LEVERAGE ORGANIZATIONAL VALUES**

The police culture is a strong culture. Each police service also has its own subculture. It is important to understand the cultures, values, and philosophies under which they operate. Change agents can take advantage of or leverage these common values to implement change. For example, if most of the staff members from the former organizations value formal ceremonies, a ceremony could be organized to retire the crests from the former police services. Something that is valued by many employees is used to help them separate from the past and focus on the future.

**DEVELOP A FAIR PROCESS IN WHICH PEOPLE CAN COMPETE FOR POSITIONS**

Equity is one of the greatest concerns of staff involved in an amalgamation process. This is particularly true when the former police services are of different sizes. The perception of a "take-over" is common in these circumstances. By creating a fair process in which staff can compete for jobs in the new organization, these fears can be controlled.

## UNDERSTANDING THE MAGNITUDE OF CHANGE

Understanding the nature of change is one of the critical components of change management. There are several types of change. Figure 1 illustrates four types of change described by two leading theorists on change management, Nadler and Tushman (1989). References to other change management theorists are found in Appendix A. Nadler and Tushman see change in two dimensions:

	Incremental	Strategic
Anticipatory	Tuning	Re-orientation
Reactive	Adaptation	Re-creation

Figure 1: Types of Change

Scope	If only a few changes are required, the change will be incremental. If the entire line of business is being altered, then the change becomes more strategic.
Motivation	Anticipatory change occurs when leaders of organizations are aware of environmental factors which have the potential to impact the organization in a significant way, and they attempt to prepare the organization for these changing demands. Reactive change results from environmental factors which force the change process.

A police amalgamation could fall into any one of the above quadrants. The intensity of the change will vary from one organization to another. A large police service that is absorbing a smaller service would probably involve either tuning or adaptation.

The larger service would already have systems in place which could be expanded or applied to the smaller service. This would reduce the intensity of the change and simplify planning and implementation for the large police service. Two smaller services or two larger services planning to merge may require more re-orientation. Some decisions will have to be made around best practices and systems which already exist in the two organizations. This type of change will require more planning to systematically analyze the best practices, community needs, and the skill sets currently in the organization.

Other opportunities present themselves as a result of amalgamation. Because the organizations are forced to evaluate current practices and implement systems, there is an opportunity to change the way the organization operates, as well as its philosophy on how police work should be carried out.

This type of change involves the creation of a new organization. There are some advantages to this type of change, because it removes many of the ties that people have to the past. However, re-creation requires a significant cultural change, which cannot occur without employee support for the new direction.





## CHAPTER 3

### COMMUNICATION

#### KEY SUCCESS FACTORS

- ▶ Communicate early
- ▶ Communicate often
- ▶ Communicate clear, simple messages
- ▶ Avoid communicating conflicting information
  - ▶ Provide a rationale for decisions
  - ▶ Communicate results
  - ▶ Celebrate successes
  - ▶ Dedicate resources
- ▶ Use experts when necessary
- ▶ Make information widely available

*This section is about communication. Over 80% of most police budgets are comprised of salaries and benefits. This means that amalgamation in police services is about bringing groups of people together. During this time, communities must continue to receive adequate and effective policing services. This means that people must accept the change. For this acceptance to occur, they need to understand what to expect from the process.*

#### COMMUNICATE EARLY

**I**t is never too early to start communicating to staff and the community about a pending amalgamation. From the moment the decision to amalgamate is announced, anyone affected by the change will have a number of questions. Staff will want to know how amalgamation will impact them directly, and how it will change the way they carry out their daily responsibilities. Members of the community will also be looking to the board members and the new chief for information on how the change will affect them. These questions should be addressed as soon as possible.

#### COMMUNICATE OFTEN

A lesson learned in both Halifax and Ottawa-Carleton is that you cannot communicate enough. The biggest complaint from staff members in both organizations was that they were not aware of what was going on. Despite regular attempts and the use of several formal communication vehicles, staff members were still not sure what to expect from the amalgamation process.

It is important to have regular updates for staff about the amalgamation process. Formal mechanisms should be put into place for staff to receive these updates. These might include newsletters, e-mail messages, a message line, presentations at training days, or presentations during parades. Even when there is no new information to be shared, it is important that progress reports be given on all amalgamation activities. This

will help to sustain the momentum and alleviate concerns that staff may have.

*If you are not sure what kind of information you should be sharing with your staff, try asking for suggestions.*

#### COMMUNICATE CLEAR, SIMPLE MESSAGES

In many communication efforts, not enough time is spent "crafting" the message. Messages should be clear and simple. They should also be tailored to suit the intended audience. If the message is for an internal audience, it should be worded so that staff at all levels of the organization can understand it. If the message is for an external audience, terms used only in a police environment should be replaced with terms that will be understood by members of the communities that you are trying to reach.

**You also want people to remember the message and repeat it.** Too much information, or complicated information, clouds the issue. People either lose interest, forget the facts, or do not understand the message. Focus testing with small groups that represent a cross section of the police service or the community is sometimes helpful. Creating a staff editorial board for internal newsletters or other formal communication tools can also be effective.

## AVOID COMMUNICATING CONFLICTING INFORMATION

When the messages are clear and simple, people will remember them. This is when it becomes very important that messages be consistent, and that they do not contradict each other. Conflicting information is confusing. Printed material should be consistent with verbal presentations made to staff.

*Never underestimate the power of non-verbal communication. During a change process such as amalgamation, staff will be watching. They will not only be listening to what you say, they will notice how you say it.*

Remember that communication occurs in a number of ways. There are formal communication mecha-

nisms, and there are informal ones. The conversations that occur in the hallways, the locker rooms or the lunchroom can sometimes have a greater impact than any formal presentation. If a senior ranking officer is heard criticizing the whole amalgamation process while having lunch, his/her credibility as a change agent can be lost and the success of the amalgamation process jeopardized.

## PROVIDE A RATIONALE FOR DECISIONS

Don't just communicate *what* is going on — communicate *why*. Staff members expect decisions. It is important that these decisions are supported by explanations. Unfortunately, not everyone will be pleased with the decisions that are made. Most of the time this is because they do not understand the rationale behind the decision. By giving staff access to the information used to make a decision, you create an

## COMMUNICATION VEHICLES

Communication vehicles are formal mechanisms that can be put in place to ensure that people have access to information. These vehicles can either be one-way or two-way. A one-way communication vehicle provides a means to get a message from the "sender" to the intended audience without any expectation of feedback. A two-way communication vehicle allows for feed-

### ONE-WAY COMMUNICATION VEHICLES

**Employee Newsletters:** Both Halifax and Ottawa-Carleton Regional Police Services developed employee newsletters to help keep staff informed about organizational initiatives. Staff wrote many of the articles that appeared in these newsletters. This type of vehicle, in both cases, helped instill pride in the new organization while at the same time keeping staff informed. See Appendix D for examples.

**Chief's Message Line:** The Ottawa-Carleton Regional Police Service initiated a Chief's Message Line. Staff could anonymously dial a phone number to hear a recorded message from the Chief or other members of the Executive. This message contained weekly updates on issues relating to amalgamation. Although this method was not used by a large number of staff members, those who did spoke highly of it.

**E-mail Messages:** The organization's internal e-mail was used to send messages to all staff members to keep them informed about amalgamation.

**Voice Mail Messages:** Global voice mail messages were sent to staff to provide updates on amalgamation activities. These emanated from the Chief in some cases and appropriate staff in others.

back. For example, the audience is given an opportunity to ask questions and get clarification at the time that the message is delivered.

Both the Halifax Regional Police Service and the Ottawa-Carleton Regional Police Service used a number of communication vehicles. Some of them included:

### TWO-WAY COMMUNICATION VEHICLES

**Town Hall Meetings:** The Halifax Regional Police Service established a communication vehicle that they termed "Town Hall" meetings. These meetings afforded staff the opportunity to ask the Chief and the Executive Team questions about amalgamation.

**Information Sessions:** The Chief and Deputy Chiefs of the Ottawa-Carleton Regional Police Service held formal sessions for operational staff during training days and on parade, and remaining staff at scheduled times, to present information about amalgamation. At the end of these sessions staff were given the opportunity to ask questions or make comments about the process.

**"WalkABOUTs":** A less formal vehicle used by both the Halifax and Ottawa-Carleton Regional Police Services chiefs was the "walk about". Both chiefs would frequently walk around the police buildings to talk with staff about the amalgamation process. This practice was maintained after the amalgamation was completed.

open and transparent process. This gives the decision-makers more credibility, and helps generate support from staff.

### COMMUNICATE RESULTS

The messages should not stop at the decisions or the rationale behind the decisions. To maintain an open and transparent process, it is critical that the results of the decisions be communicated as well. This involves communicating successful and unsuccessful results. When the results are unsuccessful, strategies that will be put in place to remedy the situation should be highlighted. This demonstrates the organization's ability to learn from past experiences, and fosters an environment of continuous improvement.

### CELEBRATE SUCCESSES

When police services are amalgamating, a number of different projects will be undertaken simultaneously. One group may be looking after uniforms, another group may be looking at shift schedules (hours of work), and yet another may be looking at radio systems. Accomplishments made by each project team should be shared with the whole organization and celebrated. This provides a means to recognize hard work, and a mechanism to instill pride in the new organization. It also helps to build and sustain momentum throughout the change process.

### DEDICATE RESOURCES

Given that communication is vital in policing, it is critical that resources be dedicated to this component of the amalgamation process. It is recommended that a team of experts from within the organization be assembled to manage this process. This team should have a sound understanding of internal and external communication issues, and should also have credibility throughout the organization and with the community. If this expertise does not exist internally, it may be necessary to supplement the team with people from outside the organization.

The team should be responsible for designing a communication plan for the new police service. Their expertise can also assist the organization in the development of formal communication tools and help provide training for staff. Most importantly, the team can monitor the communication tools being used and the messages being communicated, and help to adapt them depending on the needs of the individual sections.

### USE EXPERTS WHEN NECESSARY

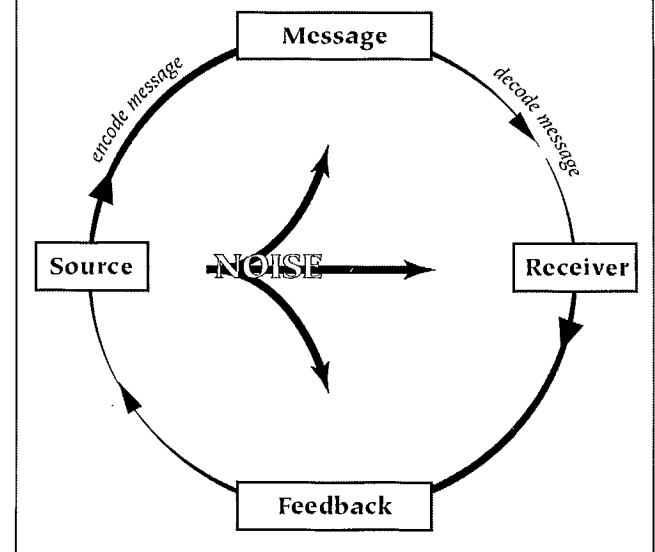
Never discount the value of bringing experts into the organization to help you communicate. This might involve anything from desktop publishers, to brochure designers, to communication strategy consultants, to help you build or evaluate your internal strategy or to help design a media campaign. Consultants are traditionally brought into police services when technological expertise is required to help design radio systems and to help build computer networks. The same priority should be placed on communications.

### MAKE INFORMATION WIDELY AVAILABLE

Some people are interested only in the simple messages, and others are interested in the detail. The activities undertaken by project teams and consultants should be documented and made widely available to all staff. For example, this information could be made available in a central library. Minutes from meetings may also be published on the Internet or on internal computer networks. At a minimum, people should know what information is available and where to find it.

### CIRCLE OF COMMUNICATION

The circle of communication is a relatively simple concept. The message starts with the source. It is encoded into a series of words, and sent. The receiver decodes the message. If a two-way communication vehicle is being used (e.g. verbal communication), the receiver can send feedback to the source. This feedback either confirms receipt or asks for clarification. At this point the communication circle is complete.



## BARRIERS TO COMMUNICATION

There are a number of barriers to communication (noise) which affect the receipt of the message. An example of such a barrier can be illustrated in the children's game of "broken telephone". This game is usually played in a circle. One child starts with a secret message and whispers it to the child beside him/her. The message is then passed to the next child until it has travelled around the circle. The last child repeats the message aloud. In most cases the message has been altered significantly by the time it travels around the circle.

There are several other such barriers to communication. These include: distractions, interruptions, poorly worded messages, mixed messages, cultural differences, language differences, absence of feedback, and organizational hierarchy. In a police organization, the organizational hierarchy can be a significant barrier. The rank structure tends to bias messages upward. Messages get filtered as they travel upward through the rank structure. This disrupts the feedback process.

## SYNOPSIS OF COMMUNICATIONS IN THE HALIFAX REGIONAL POLICE SERVICE

### TARGET AUDIENCES

#### INTERNAL (Officers and civilian employees)

Major issue areas: amalgamation and its effect on pay, union, postings, job promotions and job effectiveness  
communication between senior management and employees

Possible tactics: monthly newsletters, video conferencing, employee bulletin boards, and suggestion boxes

### MEDIA

Major issue area: continue to develop proactive, not reactive, communications plans

Possible tactics: revisions/development of media policy manual  
meetings to learn how to best service their and our needs  
media training available for officers

### COMMUNITY

Major issue areas: develop an outgoing community relations plan highlighting community policing  
change public opinion of August 1996 that showed almost 80% of the general public believed amalgamation would not improve policing

Possible tactics: develop community relations program — cornerstone being crime prevention workshops and seminars  
"good news" story listings  
public relations appearances for officers

## CHAPTER 4

### CONSULTATION

#### KEY SUCCESS FACTORS

- ▶ Be open to suggestions
  - ▶ Set parameters
  - ▶ Provide feedback
  - ▶ Use facilitators
- ▶ Support an open and transparent process
- ▶ Involve the staff, the bargaining agent/police association, the community and local politicians
  - ▶ Be flexible

*This section is about consultation. Most police services have a full complement of experts in the policing field. When brought together, the experiences of staff from the former police services can provide insight on how to build the new organization. Amalgamation can be an opportunity to take the best of all of the current practices, and build a more effective way to provide policing to the community. Both the Halifax and the Ottawa-Carleton experiences emphasized consultation. Both Chiefs recommend that consultation be part of any amalgamation process. Even though consultation is a time consuming process requiring a great deal of effort, when done properly it can generate ideas that will produce real success.*

#### BE OPEN TO SUGGESTIONS

**A**n important point to remember about consultation is that in order to maintain credibility, you must be open to suggestions. If your mind is made up, there is no value in the consultation process, and it may actually do more harm than good. By consulting, you are telling the stakeholders that there are options. You raise expectations about the possibility of the "best" option being implemented. A concerted effort should be made to consider these options, and a rationale should be provided when decisions are made that are contrary to staff recommendations. You should also be receptive to feedback from staff about the results of these decisions.

*If you have already decided that staff will be working a 10-hour shift, then don't ask them which hours of work they prefer*

Some managers believe that you should consult to help stakeholders accept a decision. In many cases, managers have made up their minds and hope that through a directed consultation process, the stakeholders will recommend a similar course of action. Experience tells us, however, that staff members will only accept the decision when the recommendations made

through the consultation process are implemented. If your mind is made up about a specific direction, you may still want to consult with staff about particular aspects of the decision. For example, the decision can be presented to staff for feedback. If the decision makes sense to staff, the consultation process will help generate support for the decision.

#### SET PARAMETERS

When managers are considering consultation, the most common technique involves brainstorming. Most brainstorming techniques start with a blank sheet of paper, or "clean slate". The exercise attempts to "build something from nothing". One of the drawbacks to this type of technique is that it raises the expectations of staff involved in the consultation process. The brainstorming session often results in a wish list that in many instances is unrealistic, given the financial constraints and pressures police services currently face.

To manage employee expectations, parameters should be set for the consultation process. For example, if there is an expectation that operating costs will be reduced through amalgamation, specific targets should be identified and communicated during the sessions.

Instead of asking the question:

*What is the best way to design the new Major Crime Section?*

A better question might be:

*How can we organize the amalgamated Major Crime Section with 10% less staff or with a 10% reduction in the operating budget?*

#### **ENCOURAGE FEEDBACK**

Consultation should be an interactive process. This means that once the information flows from staff to senior managers, the results of the consultation process should be fed back to staff. If staff understand why their suggestions were or were not implemented, they will see the value of the consultation process. Unfortunately, in many instances the information is gathered and then ends up in a vacuum. Decisions are made that are inconsistent with the recommendations provided by the stakeholders. The stakeholders are then left with the impression that they have not been listened to.

#### **USE FACILITATORS**

A consultation exercise can be used to gather information about the former police services. By bringing staff from the former organizations together in a room, they can be given the opportunity to learn about each other's practices and procedures. This process can identify similarities and differences between the former services, which can then feed into the strategic analysis. It also creates a forum where staff members who have similar roles and responsibilities can get to know each other. In a situation such as this, the use of external facilitators at an off-site location may be very useful. This enables a neutral party to guide the group in the sharing of information.

#### **SUPPORT AN OPEN AND TRANSPARENT PROCESS**

When clear parameters are set for the consultation process, and feedback is provided for the staff, an open and transparent process is supported. Amalgamation creates insecurities for staff at all levels, and this makes them suspicious of decisions that are made by the chief. By including other stakeholders in the amalgamation process, decisions become more credible.

#### **WHEN SHOULD YOU CONSULT?**

Consultation is critical to a successful amalgamation. To maintain credibility, it is important to balance the right amount of participation. You do not need to consult on every issue or on every stage of the process. The key is to consult with stakeholders when they can add value to the process. When assessing whether you need to consult with stakeholders, consider the following questions:

- ▶ Would you like to be consulted on this issue?
- ▶ Have you made a commitment to consult on these types of issues?
- ▶ Will this decision affect a large number of people?
- ▶ Will the decision affect the health, safety or daily work of members of the police service or the community?
- ▶ If you don't consult, will people speculate about the rationale behind the decision?
- ▶ Do you have the expertise within the project group to answer the questions?
- ▶ Do you understand all of the issues?
- ▶ Are there specific expectations or rigid targets which have to be met?
- ▶ Is there enough time to engage in a consultation process?
- ▶ Can you be open about all aspects of this decision?
- ▶ Are there specific questions that you need answered?
- ▶ Will stakeholders understand why you are looking for feedback?
- ▶ Will you be eliminating services?



### **INVOLVE THE STAFF, THE BARGAINING AGENT/POLICE ASSOCIATION, THE COMMUNITY AND LOCAL POLITICIANS**

When determining who should be consulted, and when they should be consulted, a number of factors should be considered. For some components of an amalgamation, staff, the bargaining agent/police association, the community and local politicians should all be involved at various stages in the process. Other decisions only require consultation with a number of select stakeholders who are directly impacted by the results.

### **BE FLEXIBLE**

For a consultative process to be successful, senior managers must be flexible. They must also foster an environment of continuous improvement, where all suggestions from stakeholders are treated equally. The suggestions should be evaluated to assess the feasibility of implementing the decisions and what the intended results should be. If the suggestions are valid, some decisions may have to be reversed or amended.

#### **FACILITATED SESSIONS**

In Ottawa-Carleton, facilitators were trained to lead consultation sessions with all sections of the organization to prepare for their integration. During the sessions, the sections prepared reports on how they proposed to deliver their services, within the context of the core value — “working together for a safer community”, and the changes occurring within the organization. This was an excellent team building exercise, which brought together staff from sections of the former organizations to brainstorm about how the new section should operate. For example, staff from the three former traffic sections were brought together to design the new regional traffic section.

These sessions brought forward a wealth of suggestions. A lesson learned from these sessions, however, was that parameters should be set for the brainstorming sessions. The open sessions resulted in wish lists that could not be met given the financial constraints of the organization. This meant that staff left the sessions with unrealistic expectations. For some staff members, this damaged the legitimacy of the process.

#### **THE OTTAWA-CARLETON SHIFT COMMITTEE**

A joint shift schedule committee was established pursuant to the first collective agreement between the Ottawa-Carleton Regional Police Services Board and the Ottawa-Carleton Regional Police Association. The former police services each had a different shift system. The mandate of this committee was to recommend a new shift system for the Regional Police Service.

Extensive research and consultation was carried out by this committee over a period of seven months. Based on the information gathered by the committee members, a set of criteria was developed. These criteria, along with research material, were used as a guide in the selection of a number of shift alternatives. They were evaluated and, in the final analysis, narrowed down to two possible options. These were voted on by the members, yielding a majority vote of 83.6% for a 10 hour/6 platoon system. This system was adopted and implemented smoothly, due to the overwhelming support from staff.

## CONSULTATION TRAPS

## SINGLE POINT OF VIEW:

When selecting participants for a consultation session, it is important to ensure that they bring a diverse set of experiences and perspectives to the group. If the group is too cohesive, it will suffer from a single point of view. Members will lose their ability to evaluate each other's contributions critically. The group members develop solid convictions and protect themselves from anything that contradicts their point of view.

## CONTRIVED CONSENSUS:

In some cases, a group reaches consensus even though some members are not in favour of the outcome. This is called contrived consensus and often occurs because: no one voices any objections (lack of response), a higher ranking officer makes it clear that the other group members should agree, a vote is taken, or group members decide to change their minds to end the discussion or to avoid conflict. When contrived consensus occurs, the participants do not support the decision and will often speak out against it.

## WORKPLACE PRESSURE TO CONFORM:

In a group setting, there is pressure to conform. Whether it is to impress peers or ranking officers, participants are not always honest when providing feedback during consultation sessions.

## UNREALISTIC EXPECTATIONS:

When no parameters are set for the consultation sessions, there is a danger that participants' expectations will become unrealistic. If "anything goes" and all ideas are put forward without assessing their feasibility, people leave the session with the impression that anything is possible. When management ignores the recommendations because they are not realistic, the consultation process loses its credibility. The end result is that stakeholders will stop volunteering to participate in the sessions because their suggestions go unheard.

## INDIVIDUAL DOMINATION:

In some consultation sessions, one dominant individual emerges and controls the group decisions. This is particularly common in a hierarchical organization. In many cases the highest ranking officer in the session takes the controlling role. Because of the officer's status, the rest of the group members are likely to go along with the decisions.

## TIME PRESSURES:

Making a decision as a group takes much longer than making a decision individually. If there are specific time requirements, using a consultative approach may not be beneficial. Participants may succumb to time pressures and not critically evaluate the recommendations being put forward.

## CHAPTER 5

### INFRASTRUCTURE

#### KEY SUCCESS FACTORS

- ▶ Understand the financial position
  - ▶ Dedicate resources
  - ▶ Look for best practices
  - ▶ Don't wait for perfection
    - ▶ Identify priorities
- ▶ Support flexible and equitable processes
  - ▶ Be forward looking
- ▶ Use experts where necessary

*The previous three sections focussed on culture, communication and consultation. All of these are important components of an amalgamation process. They should be considered and monitored each step of the way. Once you had completed the groundwork, a clearer picture of the current organizations was obtained. This helped you develop a vision of what the amalgamated police service should look like. The next chapter focuses on developing the infrastructure that will support that vision.*

#### UNDERSTAND THE FINANCIAL POSITION

**M**any of the infrastructure projects have significant costs attached to them. Some examples of these include radio systems, telecommunications systems, computer aided dispatch systems, records management systems, and buildings. From the outset, you should have a clear understanding of the financial position you have inherited from the former organizations. A sound financial position makes the transition smoother. When the requirements of the new vision are assessed, and specifications for the new systems are identified, they should remain within the realm of possibility.

#### DEDICATE RESOURCES

In the first chapter it was recommended that during the planning phase of the amalgamation project, a project team be established to co-ordinate and monitor amalgamation activities. Individual project teams with project leaders should also be established for each infrastructure project. These resources should be dedicated staff members who can concentrate on the tasks and activities at hand. They should also have the necessary skills, training, and credibility within the organization to get the job done. This will raise the profile of the project and ensure that it will be carried through.

#### LOOK FOR BEST PRACTICES

Most former police services will likely have current systems in place. These systems should be assessed in

the strategic analysis in order to identify best practices. In some cases, the infrastructure currently in place in one of the former police services could be expanded to accommodate the other police services at a relatively low cost. In other cases, the systems are compatible and simply have to be streamlined. For example, Halifax, Dartmouth and Bedford had entered into a partnership to acquire a new computer system. When they amalgamated, the processes had to be streamlined, but the backbone was already in place. In Ottawa-Carleton on the other hand, three distinct computer systems existed, none of which were compatible and all of which were not meeting the current organizational requirements. Significant funds were required to develop a new system.

#### DON'T WAIT FOR PERFECTION

In most cases, amalgamation cannot happen without changes to the infrastructure. The tendency is for managers to wait until a project is perfect before it is implemented. In some cases waiting for perfection slows down the process.

*A significant amount of energy will be built up at the beginning of the amalgamation process.*

*It is important that you don't "squander the honeymoon phase."*

Implementing an imperfect system, with the understanding that it will be improved, should be considered. For example, the organization may be undergoing an accommodation planning exercise to determine where sections should be located and what equipment and furniture they will require. If some sections can be consolidated quickly, you don't necessarily have to wait for the accommodation plan to be implemented for the consolidation to occur. An interim solution can be put in place to allow the members of the amalgamated section to work together even if they are not able to share office space.

### **IDENTIFY PRIORITIES**

When the vision is developed and the infrastructure requirements are determined, priorities should be established. This will assist in the development of timelines and the allocation of human and financial resources. These priorities should be established based on operational exigencies of the police services as well as the critical path for amalgamation. The critical path will be discussed in more detail in the next chapter.

### **SUPPORT FLEXIBLE AND EQUITABLE PROCESSES**

In most municipal governance structures, a tendering process has been established to purchase large assets. This process is typically outlined in a financial administration and procedure by-law. A clearly outlined tendering process ensures that suppliers are selected using an equitable process. It also ensures the best value for your investment. If such a process does not

exist in your area, the board should establish guidelines or a protocol for the purchase of large assets. It may be necessary to adapt the current guidelines to meet the needs of the police service. When staff are consulted on the specifications of the purchased asset, and when the process has some flexibility and is equitable, staff will more readily accept the final decision.

### **BE FORWARD LOOKING**

When building the infrastructure for the new organization, be careful not to be too short-sighted. In some cases, financial constraints limit the abilities of the organization to plan for the longer term. Wherever possible, in determining the specifications for the infrastructure requirements, ensure that they will accommodate the needs of the new organization in the short-term and continue to support operations in the long term.

### **USE EXPERTS WHEN NECESSARY**

Expertise should be called upon to assist in determining infrastructure requirements. Funds should be allocated to the amalgamation start-up budget for these types of professional services. This includes not only the technology projects, but also some of the softer projects, such as the development of a job classification system or a performance management system. The police service cannot shut down during the amalgamation process — officers must still answer calls for service. Bringing in additional expertise removes some of the burden from the officers, and lets them concentrate on the tasks within their expertise.

## CHAPTER 6

### IMPLEMENTATION

#### KEY SUCCESS FACTORS

- ▶ Understand the critical path
  - ▶ Set priorities
  - ▶ Set targets and deadlines
    - ▶ Dedicate resources
- ▶ Make project teams accountable
  - ▶ Outline clear roles
    - ▶ Be patient
  - ▶ Celebrate successes
  - ▶ Take calculated risks

*In this section, the focus is on moving from the paper exercise of identifying the vision, system specifications and planning strategies, to actually putting those plans into action.*

#### UNDERSTAND THE CRITICAL PATH

**W**hen implementing the project plans, it is important to understand the critical path. Many of the projects are interrelated and/or interdependent. The critical path helps to identify the sequence in which activities should be carried out. This includes which tasks should be completed first, which tasks cannot start until other tasks are complete, and which tasks can occur in parallel. Once the sequence is identified, realistic time-lines can be established.

The diagram on the next page describes a potential critical path for amalgamation. It should be noted that there is one critical path for the whole process that will determine how much time is required to amalgamate. In this context, a critical activity does not refer to an activity which is necessarily critical to the operations of the police service. It is an activity that is critical to the sequence of the amalgamation process. Typically, these activities are administrative in nature.

Because of the interrelationships, reading the diagram may be confusing. The gray box on page 34 provides you with additional information to help you read the critical path diagram on pages 32 and 33.

#### SET PRIORITIES

Given the structure of the critical path and external pressures, the priorities for implementation can now be established. These priorities should be based on the sequence identified in the critical path. For example, if nothing can occur on the critical path before the chief

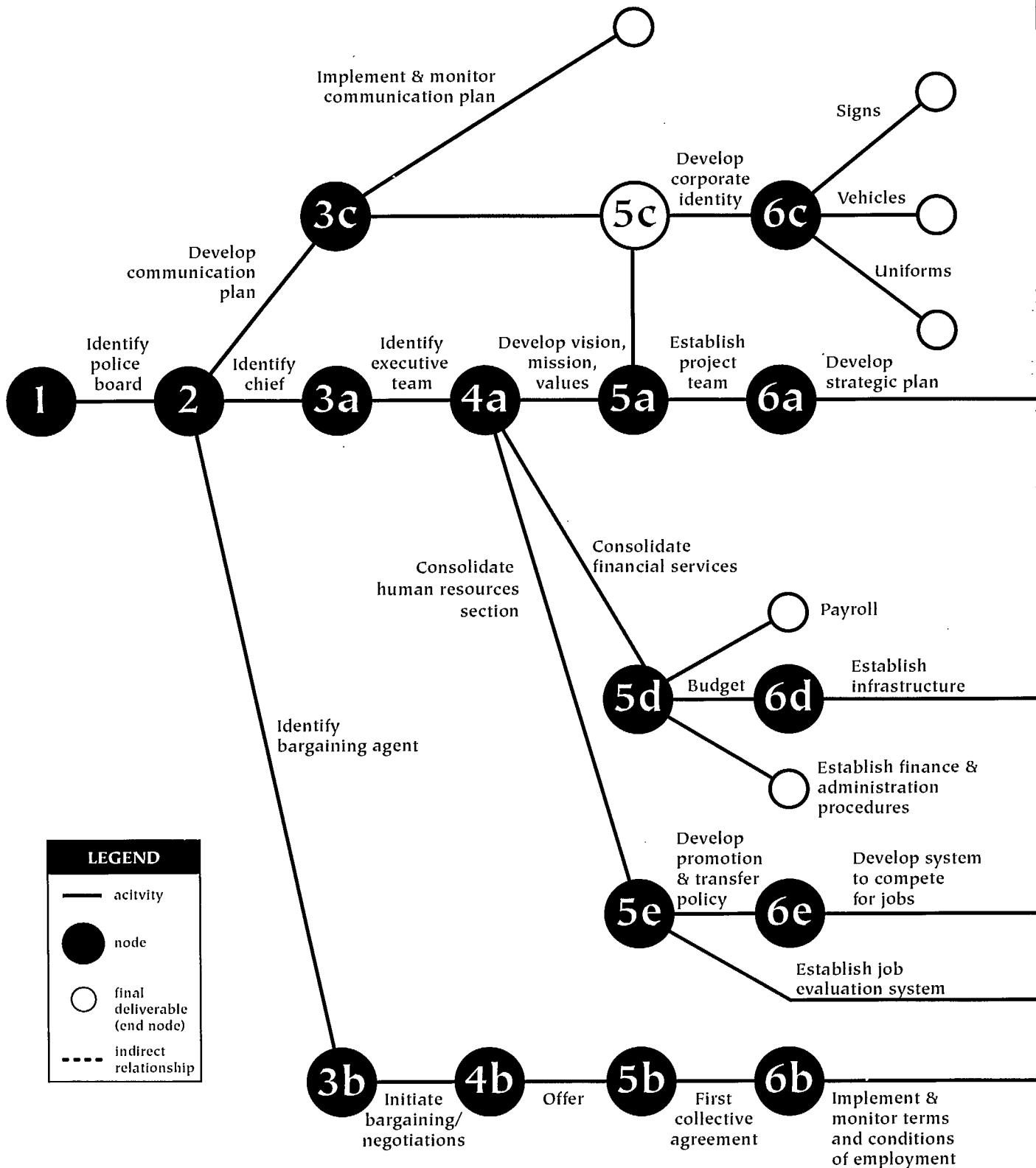
is identified, then the appointment of a chief should become the top priority. In many circumstances, additional external factors will help determine the priorities. For example, changes in provincial legislation may cause an activity that is not on the critical path to take priority. When this occurs, the impact on critical path activities should be assessed. If this becomes a major set-back, other time-lines should be adjusted. These adjustments should be communicated to all staff, with the rationale clearly stated.

#### SET TARGETS AND DEADLINES

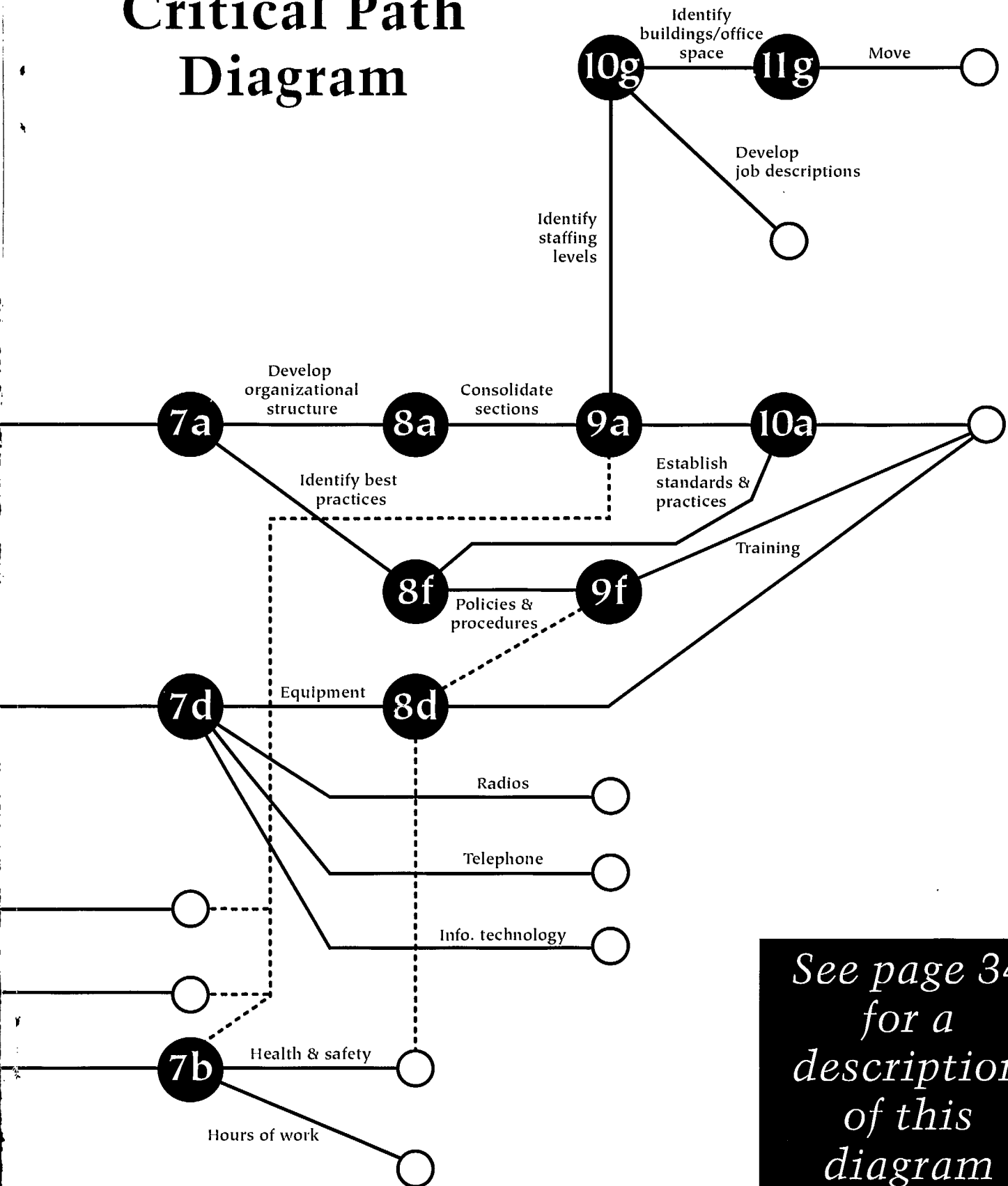
Once the critical path is mapped out and priorities are determined, targets and deadlines should be established and communicated to as many people as possible. This creates momentum for the projects and provides staff with realistic expectations about when projects will be completed. As major milestones are reached, these should also be communicated. This is of particular importance if the project has an impact on operations.

#### DEDICATE RESOURCES

Just as resources were dedicated to the planning phase, dedicated teams should be assigned to implement these projects. In some cases it will make sense to use the same team members. In other instances, the implementation of the project will require the addition of new team members, or a new team altogether. The implementation team should include staff who will be using the equipment or participating in the new program.



# Critical Path Diagram



*See page 34  
for a  
description  
of this  
diagram*

## UNDERSTANDING THE CRITICAL PATH DIAGRAM

The critical path diagram (pp. 32–33) may look a little intimidating. However, when you follow it logically it can be helpful to an amalgamation process because it illustrates the interrelationships between activities. This diagram is an example of a possible critical path for amalgamation based on the Halifax and Ottawa-Carleton experiences. However, there may be some activities missing and some links that have not been clearly made. Use this diagram only as a guide to help you identify the paths of activities which are critical to your amalgamation process. *Remember it does not establish priority — it establishes sequence.*

The diagram is made up of activities (lines) and nodes (circles). The smaller node is the end of the path and usually represents a final deliverable which is not a precursor for another activity. When a node is followed by an activity it is tagged with a number and a letter. The number precedes the activity and represents the sequence in which it must occur. The letter represents the path to which it is linked. For example path "g" has three activities and two parallel branches which lead to deliverables. The first branch involves developing job descriptions and the second involves identifying buildings/office space and then moving. These activities, however, are linked to path "a". There are thus 9 activities which must occur before either the job descriptions can be developed or the buildings/office space can be identified.

The diagram shows 7 paths ("a" through "g") and 16 final deliverables. All of the paths start with "iden-

tify police board". Once this has been established there are three paths which split off the second node — "a", "b" and "c". Path "a" is the critical path to amalgamation. It has 10 activities. Path "b" is relatively independent of any other path in terms of sequence. However, this does not mean that the activities in this path are not important. Path "c" is linked to two separate activities. Even once activity two is completed on path "c", activities 3 and 4 on path "a" must be completed before the next activity on path "c" can be carried out. An empty node has been placed on the path to show this relationship. This makes "developing a corporate identity" the 5th activity on path "c".

The remainder of the paths are linked to other paths either directly through activities or indirectly (indicated by a dotted line). An indirect relationship means that the activity should be carried out to assist the successful completion of activities on different paths. There are undoubtedly additional indirect relationships that could be identified.

The critical path diagram does not show the time it takes to complete the activities on a particular path. This should also be a consideration when trying to construct a similar diagram for your organization. For example, examine path "c". One of the final deliverables is to implement and monitor the communication plan. This activity will be ongoing throughout the amalgamation process.

For example, if the project is the implementation of a regional tactical team it makes sense that the officer who will be in charge of this unit be a member of the implementation team. In many cases this officer should actually be leading the implementation. If the planning work is done carefully, the team leader should have enough information to support decision-making.

### MAKE PROJECT TEAMS ACCOUNTABLE

These dedicated resources should be made accountable for their activities and for meeting established deadlines. This is critical to successful implementation. If the team members are not held accountable, the project often loses momentum and may never get implemented in its entirety. By attaching accountability to these projects, high performers can be evaluated based

on their ability to implement projects, and may be recognized for their accomplishments.

### OUTLINE CLEAR ROLES

The members of the dedicated teams should have clearly established roles and responsibilities. For example, it should be clear who the team leader is and what this person's role is. Other team members should understand what their team leader expects from them. Each team member should be accountable for a component of the project. The group members should also be given the necessary authority to carry out their assigned tasks. This ensures that there is no role confusion and that a balanced workload exists. Clearly defined roles eliminate the possibility of role confusion and reduce conflict between group members.



**BE PATIENT**

Projects take time to be implemented. Even when the implementation has begun, it may take time before visible results can be seen. This should be communicated to the team members and to the rest of the affected staff. If people are made aware of how long it will take to see results, there will be less disappointment.

In a previous section we discussed not waiting for perfection. It is important not to put off projects indefinitely, and to take advantage of the first months of amalgamation when staff members want to contribute to the change. You should, however, be patient and ensure that at a minimum a framework is established before the interim strategies are implemented.

**CELEBRATE SUCCESSES**

When a project has been implemented successfully, the team responsible for the implementation should

be rewarded. Not only does this serve as an incentive for the group members to continue to actively participate in the amalgamation activities, it motivates other staff members to get involved. The successes are important. Amalgamation is a long process, and will involve a number of challenges for staff. If you don't celebrate the successes, people lose sight of the vision and get discouraged by failed attempts.

**TAKE CALCULATED RISKS**

Amalgamation is a unique process for any police service. Along the way, decisions will be made by the board members and the chief with respect to how amalgamation activities will be handled and the direction of the new organization. When making these decisions, take calculated risks. Assess the results of your decisions against the expectations of staff and the community. Any risks that are taken should be well thought out and should have the potential to add value to the new police service.



## CHAPTER 7

### EVALUATION

#### KEY SUCCESS FACTORS

- ▶ Set clear goals and objectives
- ▶ Understand performance measures
- ▶ Evaluate at different stages in the process and adapt the plan as necessary
  - ▶ Provide feedback
  - ▶ Learn from past experiences
  - ▶ Be prepared for criticism
    - ▶ Be honest
    - ▶ Follow-up

*Police services are amalgamated for a reason, and as a result there are clear expectations from the public, the police board and local politicians about what kind of results should be achieved. It is easier to measure these results if clear targets are identified from the outset.*

#### SET CLEAR GOALS AND OBJECTIVES

When designing new programs, systems, and practices, measurable goals and objectives should be set. These should help the police board and chief meet the targets identified for amalgamation. When clear goals and objectives are established, activities can be evaluated based on how well they meet the identified goals. For example, the Ottawa-Carleton Regional Police Service set as a goal carrying out a seamless amalgamation process where members of the community would not see any reduction in service levels during the transition. The Halifax Regional Police Service had specific budget reduction targets to meet over a certain period of time.

#### UNDERSTAND PERFORMANCE MEASURES

Measuring how well a program meets identified goals and objectives is a subject of much debate. It is important to use both qualitative and quantitative methods. An example of a qualitative method would be a focus group to gather information on how well a stakeholder group thinks that a program is meeting identified goals and objectives. Another example of qualitative information would be a public survey to assess service levels.

Quantitative methods usually involve measuring how well a goal is achieved by using hard data including statistical or financial information. Service levels can be assessed by comparing response times or clearance rates before and after amalgamation to determine if service levels were maintained. Budget reduction

targets can be measured by looking at the actual operating costs at year end to determine if a reduction in costs has been achieved.

The performance measures should be identified as part of the planning process. This makes it easier to carry out the evaluation at the end of the project. In many cases, benchmarking data required in the evaluation should be gathered at various stages in the process. Systems may need to be adapted to ensure that the right type of information is being captured. For example, if reductions in operating costs are planned for specific functions within the service, it is critical that costs are tracked for that particular function. It is also important that historical data be available for comparison purposes.

#### EVALUATE AT DIFFERENT STAGES IN THE PROCESS AND ADAPT THE PLAN AS NECESSARY

It is important to evaluate a project or program once it has been implemented. It is also important to evaluate it at various stages in the implementation process. By monitoring the project and forecasting the likelihood of meeting the goals and objectives, adjustments can be made along the way. If the plan isn't working, or unforeseen challenges are influencing success, it should be adapted. This environment of continuous learning ensures that the right program or project is implemented and the desired end result is actually achieved.

**PROVIDE FEEDBACK**

Results from the evaluation should be incorporated into the planning and implementation phases of individual projects in order to foster continuous improvement. For example, the results of a consultation process used to gather information about how to provide a regional break and enter function should be communicated. This information should be made available to the coordinators of the session as well as other staff members who will be undertaking a similar process.

If staff participate in focus group sessions to evaluate a particular process, it is important to provide these participants with feedback. For example, a significant number of changes may be made to the process based on staff recommendations. Communicating these changes to the participants contributes to their feeling that they have been listened to, and it builds credibility in the evaluation process.

**LEARN FROM PAST EXPERIENCES**

We can learn a lot from past experiences. The detailed results of the evaluation should be documented and made available for review. Caution should be exercised, however, to avoid criticizing individual behaviour. The evaluation process is meant as a learning exercise and not as a measure of individual performance. Emphasis should be placed on the process followed and not on the people involved.

**BE PREPARED FOR CRITICISM**

When you agree to the evaluation of a program, you open yourself up to criticism. An organization that

fosters continuous improvement should actually invite constructive criticism from staff. Outside of the formal evaluation process, anonymous methods such as suggestion boxes should be made available to stakeholders to make suggestions or provide comments about the processes being followed. If some of these suggestions are valuable they could be published in the employee newsletters or public reports to recognize the importance of stakeholder feedback.

**BE HONEST**

When the evaluations do not produce the desired results, or when specific goals and objectives are not met, then be honest about it. Projects fail for a multitude of reasons. Some of them are within the control of the board and the chief and some are not. Instead of trying to make excuses for a failure, the evaluation may be telling you that the program is not well suited for the work environment or the section is not meeting staff or community expectations. A poor evaluation means that something needs to change. Staff should be held accountable for problem solving and coming up with alternative solutions.

**FOLLOW-UP**

When problem solving activities are initiated after the evaluation and changes are made, you should continue to monitor and change the project or program until it meets the identified goals and objectives. Involving staff in this exercise fosters an environment of problem solving, and motivates staff to continually improve on-going projects.

March 31, 1999

As all of you in the police community are aware, the nature of policing in Canada is changing, and the amalgamation of police services is becoming more and more common. This guidebook is built around two very solid experiences with amalgamation. I am confident that the experiences of both the Ottawa-Carleton Regional Police Service and the Halifax Regional Police Service will help guide you in your change process.

In 1995, provincial legislation mandated change in policing in Ottawa-Carleton. The goal of this change was to eliminate duplication, and maximize efficiencies, through the unification of area police services. I am proud to say that with the co-operative efforts of staff, and much consultation, we have successfully built a new organization.

The biggest challenge faced by Ottawa-Carleton during amalgamation was resistance to change. In my experience, people resist change for a number of reasons. Fear of the unknown, and a need for security, were both significant concerns expressed by members. Although jobs were guaranteed during our process, security for our staff members seemed to be in what was familiar. Resistance also occurred because initially, many staff members did not recognize the need for change, and in some cases vested interests were threatened.

The organization has grown from this experience. We have learned from our successes, and from our mistakes. The process has not been without its casualties, but I truly believe the struggles to bring the different cultures together have made us a better organization. Many of the early resisters of the change process are now advocates of the new way of doing business. For me this is an exciting time. We can now begin to focus our energies on the longer term objectives and I look forward to continuing to serve the community.

Having been involved in the development of this guidebook, I know that it will be a useful resource for others who are faced with the excitement and challenges of amalgamation. Based on my experiences, I would like to leave you with some parting suggestions. When managing change:

- Be flexible and open;
- Listen to the resisters;
- Share your experiences with others;
- Make sure staff are involved;
- Recognize the limits of your staff, including performance gaps;
- Be patient, but do not lose momentum; and
- Trust your instincts.



Brian J. Ford  
Chief of Police, Ottawa-Carleton Regional Police Service

## A FINAL WORD FROM HALIFAX...

March 31, 1999

The opportunity to work on this text has reaffirmed for me that police agencies are no different than many other organizations that go through change. Even though the names and the faces within each agency are different, the issues are frequently the same. They may, however, be shaped to varying degrees by the individual circumstances of the organization, or by the organization's ability to respond.

This text brings forward two key concepts that should be kept in mind when engaging in this type of enterprise. First, if you can find some way, either through this text or by some other means, to examine the processes involved through the eyes of people that have gone through it, then you can at least know what to expect. If they are frank, open and eager to share their successes and failures, including why certain outcomes occurred, you will know which questions to ask and be able to identify potential challenges. The answers, however, will have to be your own. Each situation has its own drivers and potential outcomes, based on the players and their abilities. I complement my colleagues at the Ottawa-Carleton Regional Police Service on the ability to share, with openness and honesty, their experiences and issues.

Second, one must recognize that no change process will be perfect. At the end of any given day you will be able to look back on mistakes or missed opportunities. As a community service, policing uses the organization's staff to provide a service through various delivery models. At its basic level, policing is a people business. Often change of this type is seen as an organizational change because it may involve organizational structures, or radio and computer systems, or business process changes; in fact, it involves human beings, many of whom have issues, but their resistance escalates when these larger changes are brought forward. As an organization, often the best one can do is take a strategic approach to the process, communicate intentions, and work through the people issues.

Clearly this text assumes that the decision to amalgamate any police service has already taken place. The question then is whether the parties can rise to the challenge of making it work. In my opinion, one can never lose sight of the fact that at the end of the day, the concepts associated with amalgamation should include effective and efficient police service to the whole community. In the case of my community, the amalgamation, although imposed by a senior level of government, made particular sense when applied to policing issues. The market served was too small for the number of forces that we had, and there were duplications in a number of areas. It is my opinion that the opportunity presented to us has allowed us to grow as an organization, and will continue to challenge us in the future to learn and improve.

Remember to focus on the objective, listen to and understand the resistance, evaluate the risks, and do not let the lack of a perfect outcome frustrate you or allow it to be used by others as an excuse to diminish your successes. As Chief Ford says, "these are exciting and challenging times for policing and what we do today will result in the future of policing as soon as tomorrow."



David P. McKinnon  
Chief of Police, Halifax Regional Police Service

## APPENDIX A

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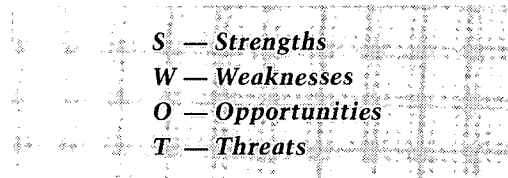


## APPENDIX B

### STRATEGIC ANALYSIS TECHNIQUES

#### SWOT Analysis

There are other tools which can be used to carry out a strategic analysis. One popular technique is the SWOT analysis.



The objective here is to identify the strengths and weakness of the organizations involved in the amalgamation as well as opportunities and threats that present themselves as a result of the process. This can be accomplished using a brainstorming technique with stakeholder groups. The idea is that you should leverage your strengths, take advantage of opportunities, understand and try to build strategies to address weaknesses, and mitigate threats.

#### Barrier/Driver Analysis

Another tool which can be used to understand the current state of the organization is a barrier/driver analysis. What this does is paint a clear picture of what is driving the change and what barriers will present themselves during the change process. This tool puts the change into perspective, and feeds well into the development of a communication plan and the crafting of key messages. It is important to ensure that the organization understands the rationale for the change and can perceive a need for change. It also informs the development of a consultation strategy by identifying some of the key resistors. In some cases some consensus building exercises can be used to create dissatisfaction with the status the quo.

This tool has been applied to the Ottawa-Carleton experience as an example.

CHANGE DRIVERS	CHANGE BARRIERS
<ul style="list-style-type: none"> <li>▶ Legislation: the requirements of Bill 143 forced the change in policing in Ottawa-Carlton by legislating the unification of policing functions</li> <li>▶ Goal was to eliminate duplication, improve communication and maximize efficiencies</li> <li>▶ Amendments to the Police Services Act and results of the "Who Does What Commission"</li> <li>▶ Emerging trends in policing: more community involvement, increased partnerships and development of problem solving capabilities</li> <li>▶ Increasing fear of crime</li> <li>▶ Fiscal crisis</li> </ul>	<ul style="list-style-type: none"> <li>▶ Reactive nature and autocratic structure of the policing organization</li> <li>▶ No crisis situation</li> <li>▶ Satisfaction with the status quo</li> <li>▶ Initial opposition by the Chiefs of the smaller forces including expensive studies to highlight the reasons not to amalgamate police services</li> <li>▶ Three radio systems, three telephone systems, three computer systems, three shift rotations, three sets of collective agreements, three sets of policies and procedures etc.</li> <li>▶ Three distinct corporate cultures</li> </ul>



## APPENDIX C

### MANY THANKS TO THE FOLLOWING INDIVIDUALS FOR THEIR CONTRIBUTIONS

Deputy Chief Bob Barss, Halifax Regional Police Service  
Deputy Chief Vince Bevan, Ottawa-Carleton Regional Police Service  
Deputy Chief Frank Binns, Halifax Regional Police Service  
Staff Sergeant Chuck Bordeleau, Ottawa-Carleton Regional Police Service  
Superintendent Tony Burnbridge, Halifax Regional Police Service  
Inspector Vic Burns, Ottawa-Carleton Regional Police Service (former Inspector with the Ontario Provincial Police Service)  
Staff Sergeant Ty Cameron, Ottawa-Carleton Regional Police Service  
Staff Sergeant Terry Cheslock, Ottawa-Carleton Regional Police Service  
Inspector Peter Crosby, Ottawa-Carleton Regional Police Service  
Keith Desjardins, student-at-law, Gowling Strathy and Henderson  
Inspector Ralph Erfle, Ottawa-Carleton Regional Police Service  
Wendy Fedec, Executive Director, Canadian Association of Police Boards  
Jim Foley, Advisor, Ottawa-Carleton Regional Police Services Board  
Debra Frazer, Director of Financial Services, Ottawa-Carleton Regional Police Service  
Cathy Frederick, Director of Human Resources, Ottawa-Carleton Regional Police Service  
Chief Brian Ford, Ottawa-Carleton Regional Police Service

Dr. Ross Hastings, Consultant for the Ottawa-Carleton Regional Police Service  
Councillor Diane Holmes, Regional Municipality of Ottawa-Carleton (former member of the Ottawa-Carleton Regional Police Services Board)  
David Horne, Executive Director, Network for Research on Crime and Justice  
Dr. Gail Johnson, Director of Corporate Planning, Ottawa-Carleton Regional Police Service  
Deputy Chief Alex Mackie, Ottawa-Carleton Regional Police Service  
David Pepper, Director of Community Development, Ottawa-Carleton Regional Police Service  
Steve Kanellakos, Director General, Corporate Services, Ottawa-Carleton Regional Police Service  
Constable Gary Martin, Media Relations Coordinator, Halifax Regional Police Service  
Stan MacLellan, Staffing Coordinator, Ottawa-Carleton Regional Police Services  
Chief David McKinnon, Halifax Regional Police Service  
Judy Pal, Public Affairs, Halifax Regional Police Service  
John Petersen, President, Ottawa-Carleton Regional Police Association  
Raymond Renaud, Retired Deputy Chief, Ottawa-Carleton Regional Police Service  
Inspector Stephen Sykes, Halifax Regional Police Service  
Constable Dylan Tansey, Ottawa-Carleton Regional Police Service  
Carla Zylstra M.B.A., Management Consultant



## APPENDIX D

# HRPS VISUAL IDENTITY SUBMISSIONS

There were nine submissions of complete logos. In Section I, they are broken down to visual elements. Section II deals with a theme or slogan, and the logos in their entirety are shown in Section III. We would like to take the best of all submissions and develop our new logo.

Please vote for your choice and submit this entire form into the ballot boxes found in each fall-in room. Votes must be in by February 20th.

### Section I

Choose the elements you would like to see in our visual identity (please number your choices — 1 being most important, 2 very important, 3 somewhat important, etc.).

- |       |                         |  |
|-------|-------------------------|--|
| _____ | <b>LIGHTHOUSE</b>       | represents an icon of safety, a beacon of light warning of danger built on solid rock, also represents our close relation to the sea |
| _____ | <b>TOWN CLOCK</b>       | a recognizable historic site, representing history and longevity   |
| _____ | <b>BRIDGE</b>           | an easily recognizable icon that is identified with the area, and also unites the region   |
| _____ | <b>FOUR WAVES</b>       | represents the four former municipal units coming together as HRM  |
| _____ | <b>SCALES</b>           | Scales of Justice are often included in police identity  |
| _____ | <b>ROPE/KNOT</b>        | the rope represents the attachment of the region to the sea, while the knot represents the four communities coming together as one   |
| _____ | <b>SOLDIER/FISHER</b>   | have historical and traditional roots to the region; also the soldier represents protection, fisher represents our history           |
| _____ | <b>BEAVER</b>           | uniquely Canadian symbol   |
| _____ | <b>BADGE/LOGO</b>       | only two stable identifying items police service presently has   |
| _____ | <b>CANADIAN FLAG</b>    |  |
| _____ | <b>NOVA SCOTIA FLAG</b> |  |

### Section II

Choose the theme or slogan you like, or submit your own:

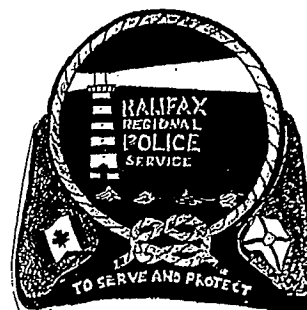
- |       |                                    |       |  |
|-------|------------------------------------|-------|--|
| _____ | Neighbours united                  | _____ | To serve and protect                   |
| _____ | Community Commitment               | _____ | At your service                        |
| _____ | Professional serving the community | _____ | The public's safety is our highest law |
| _____ | Creating a safer community         |       |  |

Your own submission: \_\_\_\_\_

### Section III

Please circle the logo style you like best (if any). Remember, these logos are roughs only, and will be refined by a graphic designer. In the final draft, the word **POLICE** will be the most prominently displayed word in the logo, while the stylized HALIFAX must also appear. A suggestion has also been made by management that we change the style of our shoulder flash to distinguish ourselves from security-type organizations.

Colour versions (if supplied) of these logos are on display in the fall-in rooms by the voting boxes.





# A. P. B.



... your all points bulletin on regional policing

Vol. 3, Number 10

October, 1998

## John Dunlop Award goes to HRP officer

The Youth Alternative Society calls **Cst. Richard McDonald** a "true advocate for youth", and this year, the Correctional Services branch of the Nova Scotia Department of Justice has honoured McDonald with the **John Dunlop Award**.

The award is presented annually to a person who is recognized as having made a significant contribution to both the criminal justice system and the community.

McDonald is known for his tireless efforts on behalf of youth in our community — both on the job and during his off time.

McDonald volunteers with the Youth Alternative Society and participates in specialized programs and volunteer training.

We are proud to have such a recognized advocate for youth working with us.

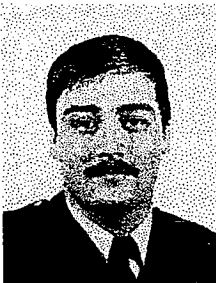
Special thanks to **Sgt. John Keylor** for recognizing the opportunity to nominate Cst. McDonald.

### Commendations

Police also recently recognized three officers for service "above and beyond". **Csts. Chris Thoms and Mike Willett** were presented a commendation for their actions during an attempted suicide attempt where they saved a man dangling from his apartment window 16 floors up.

Also recognized were **Csts. Ian Burke and Bill Smith** for their work in the investigation of a homicide back in April. Their diligence and knowledge of the community helped them apprehend one of the suspects.

Congratulations to all.



Cst. R. McDonald

## Laptop pilot project a "go"

Look out RoboCop, Halifax Regional Police are wired on wheels.

As of September 22, two laptops were installed in police cars for a trial run period.

Attempts will be made to make the cars available in all divisional areas for the trial.

The computer takes the place of the MDT, and has increased functionality. The computer can be used for MDT functions, but also has the total computer package installed — including Windows '95.

With the windows environment, officers will have access to word processing, computer line-ups, etc. right in the car.

You'll hear the acronym "CDPD" used a lot around these systems. It means cellular digital packet data. That means the cars are able to hook up to its programs through cellular phone technology.

MT&T has worked with police to provide total accessibility to the computer anywhere in the HRM — in an area larger than what's available to current MDT users.

The pilot project runs until December 15th. Officers do require training before being assigned to a CDPD car.

## Collector's Edition Commemorative Calendars on sale soon!

To mark the 250 anniversary of policing in the region, Halifax Regional Police are proud to announce 1999 limited edition commemorative calendars will be on sale October 17th.

The calendars feature pictures and stories about the history of policing in the region — some of our firsts, historic moments, trivia and amazing facts.

**The calendars will be available to staff from the Ident. office at Headquarters only.**

Calendars will be on sale to the general public at the Wal-Mart stores in Bayers Lake and Penhryn Mall each Saturday from October 17 until November 21 inclusive (or until all calendars are sold).

They'll make a great Christmas gifts at only \$2.50 each (two for \$5.00). Proceeds go to the Capital City Special Olympics.

**Get yours before they're history!!**

A new batch of T-shirts will be ordered just in time for Christmas, we may order some sweatshirts as well if there is an interest. These will all have a full-colour crest on the left side and that's all.

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Published for employees of  
Halifax Regional Police

Next Issue: November, 1998  
Submissions by: Oct. 23

## A powerful presence

Halifax Regional Police played an instrumental yet behind-the-scenes roll at the recent tragedy in Peggy's Cove with the crash of Swiss Air Flight 111.

A very special thank you goes out to each and every member of this department who helped out in all aspects of the incident.

Our EAP group, led by **Cst. Paul MacKenzie** and **Insp. Mike Mahar** did an exemplary job. Members are; **Csts. Glen Selig, Edgar Card, Kevin McLellan, Andrew Pattison** and civilians **Wendy Bell, Wendy Boyd, Christine Fisher, Claire Mason, Dawn Clancey** and **Johanne LaFleur**.

Our Ident. staff spent long hours on scene helping with the gruelling task of identifying remains. Their professionalism and work ethic makes us all proud.

And finally, a special thank you to those officers who volunteered their services during this difficult time to help out in many ways — covering details from everything from traffic to helping RCMP in Tantallon.

It is a tragedy that will live in our hearts and minds for a long time, and we can all be proud of the work done by our members.

## Support Services

EAP staff are available to any member of the service. Please contact **Cst. Paul MacKenzie** at 490-5414 for information.

Occupational Health Services of HRM is also actively involved as a participant of a Resource Support Group of agencies addressing concerns arising from this tragedy.

There are plans underway to provide Critical Incident Stress Debriefing sessions for the services who responded to the incident.

OHS will do everything it can to help employees who were affected by the incident.

If you have any questions or concerns, please contact **Robyn Hayes**, Health Services Co-ordinator at 490-6541.

All contact is kept confidential.

## QEII sends thanks our way

Halifax Regional Police are beginning to get a number of letters from agencies and people involved in the Swissair 111 tragedy.

The Administration and Board of the QEII Health Sciences Centre sent a letter to the Chief that in part says, "response was immediate and very helpful" from Regional Police.

Board of Directors Chair Charles Keating goes on to add, "the police presence helped and was appreciated by both the Disaster Team and our Public Affairs and Communication Team. Please convey our thanks to all concerned."

## MADD Candlelight Vigil

MADD Canada's fourth annual Victim's Conference and Candlelight Vigil of Hope and Remembrance will be held in Halifax October 16 to the 18th. This is the first time this weekend has been held outside of Ontario.

The Candlelight Vigil will be held on Saturday, October 17 at 7:30 p.m. at St. Matthew's United Church on Barrington Street. Anyone who has lost a loved one or who has been injured in a drunk driving crash will light a memory candle.

**Chief David P. McKinnon** will light a candle to commemorate those victims, and six members of our Colour Guard will also attend to act as escorts for family members of the victims.

All are welcome.

## We've got the best!

Who's the most recognizable face of Halifax Regional Police?

If you guessed **Cst. Gary Martin** you're right.

Gary recently returned from teaching duties at the Canadian Police College. He has taught part of the media relations course in Ottawa for three sessions to rave reviews.

In recent correspondence from HRM Communications Director John O'Brien, Gary is mentioned as "one of the top two departmental police spokespersons in Canada".

The people at CPC confirmed this "unofficial standing", saying he is one of the best.

**Not so famous thoughts from famous people ...**

**"I think that the team that wins game five, will win the series.**

**Unless we lose game five ..."**

**Charles Barkley**



**Cst. Gary Martin** takes a swing at the recent One-on-One baseball tourney with the Halifax Mooseheads.

Players, coaches and staff enjoyed the day getting to know the region's finest.

Gary's team won the championship game.

Sources indicate had there been umpires, some of the hotly contested calls may not have happened ... and the outcome may have been different ....

Wait 'til next year!



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*Wait 'til next year!*

## From the Chief's Desk ...

### The more things change, the more they stay the same

An excerpt from the Report of the Chief of Police, May 25, 1897:

*"The demands from citizens for more protection are louder than ever.*

*In this connection, I again refer to the necessity for one or more patrol wagons, for the more expeditious conveyance of prisoners, and for other purposes.*

*No doubt, the suggestions I have made, if acted upon will cause some increase of expenditure, but not so large as might be anticipated. Increase of expenditure, however, should not be allowed to stand in the way of absolute necessities ..."*

*signed John O'Sullivan, Chief of Police*

It seems never-ending — but it is budget time again. The numbers being swirled around the region range from a \$20 million to a \$46 million problem. No matter what the numbers ... the region will make some very serious decisions to help keep the mu-

nicipality afloat, and you'll hear a lot of discussions about it in the next few weeks.

Unfortunately, this may seem like the same message we brought you last year — the fear of position cuts, layoffs, staffing changes and other cost-cutting measures.

On September 28, council got an overview of the scope of the issues and its impact on the future. Until all the players have all the information they need, there will be no clear decisions. I would expect it to be early to mid-November before there are any specific announcements as to how council will deal with the issue.

What I do know is that the magnitude of the problem will and should include police as part of the solution. What the solution will be, has yet to be determined.

If the financial difficulty the region faces is in the neighbourhood of \$30-million, traditionally, we as police, are responsible for

about 10% of the total budget, meaning a potential \$3-million problem. A \$3 million problem is about 10% of our budget (excluding RCMP).

The answer is not simple. I have appealed to you, and will continue to do so, to find new ways to do business. Every Chief I speak with sees their financial problems as huge, so the problem doesn't just exist here, but takes various forms.

Everyone's situation is relative. Some of our colleagues in other departments look at us and see police as having a lot of "fat".

At the Chief's of Police Conference in Alberta last month, the Chief of Edmonton was arguing he was having serious budget problems but wanted council to grant him money for a police helicopter. Myself and other Chiefs worked hard to hide our amusement.

I am very proud of the successes of the police service since amalgamation. We are one of the few departments that met our economic and work force adjustments set out in Mr. Hayward's report and still operate 10% below the pre-amalgamation staffing levels. We continue to hold a high level of satisfaction and confidence amongst the community as a whole, and we've done some very good work.

As you can see by the quote that started this article, things haven't changed much financially since 1897. What has changed is the way we do business.

Citizen and officer safety is our number one concern ... a very close second is customer satisfaction.

Regardless of what happens at the end of the day, I know the staff of this agency will, as always, give the very best of themselves to serve and protect the people and property of this community.

It's time we let some of our "old ways" go the way of the horse-drawn patrol wagon so pined for by my predecessor of 100 years ... and look to new, **practical ways to make our business work with what we have.**

**Your input is always welcome.**



## HRP involved in school pilot project

Halifax Regional Police are spearheading an initiative in 11 regional schools that will see police officers "on-line" with students.

The "Healthy Relationships" curriculum was developed by the group Men for Change. The project teaches violence prevention to students, including ways to identify emotions, take responsibility for feelings, deal with anger and stress.

**Sgt. Bill Cowper** has played an integral role in developing the Internet-supported part of the program. Students will be able to talk with identified school liaison officers on-line about the course curriculum. These officers will also spend time in the classroom.

HRP members participating are; **Cst. Andrew Beeler, Cst. Veronica Hennebury** and **Cst. Rick Prescott**. RCMP are also involved

Check out the website at [www.hrc.ednet.ns.ca](http://www.hrc.ednet.ns.ca).



## Computer crime a growing concern

Computers have become a mainstay of our society. It's a tool with little regulation and massive communications capabilities.

With that in mind, there are a number of conferences taking place in Vancouver this month that have dedicated time to focus on computer-related crime.

The Coordinated Law Enforcement Unit (CLEU) is hosting a conference on targeting the sexual exploitation of children, most no-

tably, child pornography on the Internet.

Later in the week, the Canadian Society for Industrial Security is hosting a conference on "Preparing to police cyberspace".

Lastly, at the National Organized Crime Conference hosted by CISC, **Sgt. Bill Cowper** will make a presentation to 230 delegates about crime on the Internet.

Sgt. Cowper is hailed one of the leading experts in Canada on Internet crime.


## Profile Committee Report

The Profile Committee has three objectives; visual identity, internal communications and morale, and external communications (or marketing).

To date, most of the visual identity issues have been addressed. Cars are slowly being changed over, the new uniforms will have the new shoulder flash, and signage for buildings is underway.

A subcommittee has been established under Cst. Greg Mason to review merits and insignia for uniforms, and Cst. Peter Myatt is developing recommended guidelines for appearance.

Internal communication will focus on access to information and recognition.



You can expect to see more information about the organization and its structure in APB, along with columns about "who's who" and how different departments can

help others.

A user-friendly Staff Directory is also in the works.

## Input requested ...


The Profile Committee is seeking your input on a number of issues. It worked for the development of our new logo ... so we're going to the well again.

First, **Cst. Jamie Symington** has been tasked to come up with a proposal for the development of a Wellness/Fitness program for members. He welcomes any input, and encourages anyone with an interest in fitness to contact him.

**Cst. Peter Myatt** is reviewing our policies when it comes to physical appearance — everything from goatees and beards to hair length. His recommendations will be submitted to the Profile Committee, then to SMT.

Under recognition, **Cst. Jamie Symington** is heading a subcommittee to review and make recommendations to develop a wellness/lifestyles program.

A number of projects were also suggested to tie us in to the community. One suggestion was for police to spearhead a "playground program" where officers would work with community partners to build playgrounds in much-needed areas.



**Cst. Greg Mason** is working on a proposal for uniform insignia and merit badges. At one time, length of service merits and others were presented and worn on the uniform. Cst. Mason welcomes any ideas or suggestions.

Finally, one of the recommendations of the committee was to make a tangible effort to reward people who make a difference in their community. We are eager to recognize these officers and civilians, but need input from you to help us find those people.

Any nominations can be forwarded to **Judy Pal**.

Recognition for work-related and extra-curricular activities was also discussed, with our Internet site providing a great opportunity to "blow the horn" of our own members.

When it comes to marketing, four issues will be tackled by the committee: profile, speaking opportunities, merchandising and media.

Profile includes promoting our Colour Guard and Pipe Band more, utilizing community newspapers more and developing "good deed" ticket programs.

We want to provide officers more opportunities to speak in public — to service organizations and media. There are also a couple of programs in the works to bring police and media closer with campaigns to promote our service.

Finally, it was agreed there is a wonderful opportunity to sell HRP merchandise through the Internet. That issue will be further explored.

## Our website is HOT!

Have you checked out our website lately? Halifax Regional Police have one of the finest police sites in North America. We are constantly receiving accolades from around the world about how great the site is ... and it's getting better every week!

Here's a sample of recent comments:

From Lehman Township Police Department

*"Great police site, very informative, one of the best I've visited yet!"*

From T. Hamm, Military Police, Cold Lake, Alberta

*"Great site, one of the best police sites I've been to. Keep up the good work!"*

From D. Boivin, Halifax

*"I'm extremely happy to see the broad coverage interest of the department in our region. Keep up the excellent work."*

From D. Ryan, Yuma, Arizona

*"I think all law enforcement agencies should transform themselves and prepare for the 21 century — great site!"*

From Sgt. M. Eaton, Halifax, England

*"A great website — seems we have a lot to learn in England!"*

A very special thank you to **Sgt. Bill Cowper**, without whom our website would be non-existent!

## You can say that again ...

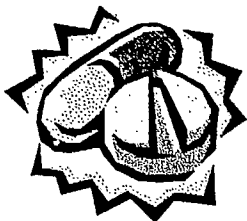
*It's hard to make a program foolproof because fools are so ingenious.*

**Anonymous**

## Organized Crime impact study

*Some highlights from the recently released key findings on Organized Crime by the Solicitor General of Canada.*

### Illicit Drugs



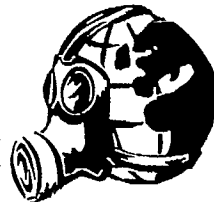
The most reliable Canadian government estimate of the Canadian illicit drug market is between \$7 and \$10 billion, based on seizure data and interdiction estimates. Cannabis is still the most popular illicit drug among Canadians, with cocaine ranking second. Estimates are that over the next few years, the heroin trade in Canada will continue to escalate. There also appears to be potential for a significant increase in cocaine use.

Studies attempting to quantify the cost imposed by illicit drugs on Canada range from "conservative" estimates of \$1.4 billion per year to close to \$4 billion per year for the three most populous provinces — Quebec, Ontario and British Columbia. These studies are admittedly only partial impact estimates. They focus on cost factors such as health care, reduced labour productivity and direct enforcement costs.

### Environmental Crime

OC-related environmental crime — particularly the improper storage or disposal of hazardous waste — is assessed as second only to illicit drugs in impact on Canada. There are three major areas of concern: the illicit trade in ozone-depleting substances, illicit hazardous waste treatment and the disposal and illicit trade of endangered species.

Canada purportedly supplies a substantial portion of the US black market in chlorofluorocarbons, and the treatment and disposal of hazardous waste is a highly profitable section. Once hazardous waste is in the hands of OC groups — the necessary treatment is rarely, if ever, performed, and the toxic waste is either dumped illegally in Canada or taken out of the country and dumped elsewhere.



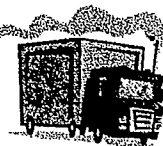
### Economic Crime



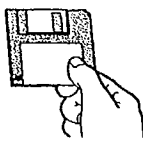
Economic crime, including securities and telemarketing fraud, is estimated to cost Canadians at least \$5 billion per year, yet it appears to be a relatively low priority for enforcement.

### Migrant Trafficking

An estimated 8,000 to 16,000 people per year arrive in Canada with the assistance of people smugglers. In only a minority of cases do OC groups continue to exercise control over an individual after they have been smuggled into Canada. It is likely the economic and commercial impact of migrant trafficking on Canada is between \$120 million to \$400 million per year.



### Counterfeit Products



It is estimated pirated software on its own cost legitimate Canadian producers more than \$500 million in 1996. However, OC groups involved in the highly-profitable counterfeit products trade do not limit themselves to counterfeit clothing or software. Other counterfeit products, including pharmaceuticals are of increasing interest to OC groups. Governments and enforcement agencies are just beginning to assess the importance of the burgeoning OC activity that may cost the Canadian economy over \$1 billion per year.

### Motor Vehicle Theft

Some OC groups involved in motor vehicle theft in Canada are highly internationalized and sophisticated. Vehicles stolen in Canada are now routinely shipped in large numbers to destinations in Africa, Asia, Eastern Europe and the Middle East. Motor vehicle thefts have increased steadily in Canada for the last decade.



### Money Laundering



Between \$5 billion and \$17 billion are estimated to be laundered in Canada each year. Criminal proceeds must be laundered in order for criminals to continue their illegal enterprises. Attacking the proceeds of crime is a core part of anti-organized crime enforcement.

### Conclusions

OC in Canada is not just something engaged in by "Mafia" style groups in specific sectors. It is not just "drugs and thugs", and its impact goes far beyond the terror and casualties incurred during high profile events such as biker wars. The organized criminal pursuit of profit needs to be recognized in all its forms along with its varied consequences.

A complete copy of the Highlights of the Organized Crime Impact Study is available on the Internet at: <http://www.sgc.gc.ca>

## Report from the Community Policing Committee

By Sgt. Mike Bell

*This is the second draft from planning sessions held by the Community Policing Committee. Members are seeking feedback from all employees of Halifax Regional Police. Please make any comments or suggestions to Sgt. Michael Bell before October 15, 1998.*

### Community Policing Philosophy

The policing philosophy for the Halifax Regional Police is:

- ♦ continue to be a strong advocate for the community's policing needs through a customer focused delivery model
- ♦ interact with the community in identifying their concerns and implementing solutions to solve problems
- ♦ develop a well trained community minded police service whose members work professionally, confidently and with pride
- ♦ communicate, train and market effectively to the membership of the Halifax Regional Police the standard of the organization - *To Serve and Protect*
- ♦ practice the standard - *To Serve and Protect*, in cooperation with our community
- ♦ become a more user-friendly organization by being approachable and accessible
- ♦ develop and provide leadership to ensure delivery of the policing philosophy of the Halifax Regional Police
- ♦ Teamwork (sharing): knowledge, how to use of our structure & communication within organization
- ♦ Use resources: technology, internal/external
- ♦ Service component: professionalism, respect, treat people the same, treat people right
- ♦ Our standards and evaluation process
- ♦ Leadership component for our leaders
- ♦ Investigative standards component
- ♦ Specialized components: how to do a need assessments, how to manage volunteers, community problem analysis (CPP)
- ♦ Use of pamphlets

### To achieve this philosophy we require

### How can this be measured?

- ♦ Mechanisms in place to obtain and record needs of the community (advisory board, CRCP, officer in field, neighbourhood watch, media, residential, business, elected officials)
- ♦ Retrieval of information of needs and our actions
- ♦ External surveys: community surveys, specific surveys to identified problems; media, Internet, Dectalk, Year 2000 replacement, etc
- ♦ Internal surveys: morale, service, initiatives, feedback, communication, etc
- ♦ Performance evaluations
- ♦ After service evaluation: victims, SOT's, clients, referral agencies, prosecutors, probation officers, etc
- ♦ Statistics: crime stats, calls for service
- ♦ people/clients

### How can this be taught?

- ♦ Problem solving component (include non-traditional approach to solving problems)
- ♦ Leaders explaining vision & expectations

- ♦ To change the way we lead, plan, communicate, train, evaluate and the norms of our organizational structure
- ♦ Action plans required for: formal/informal performance evaluations (review of files, actions of officers for the purpose of individual development), setting of standards, delivery of service (initial contact, phone communication), promotion and marketing of HRP, training of same
- ♦ Re-evaluating of organizations performance and make required changes, adjustments
- ♦ Management support: to lead by example
- ♦ Whole organization support
- ♦ Members need to take ownership of their "role" within the organization
- ♦ Flexibility within Department to accept criticism
- ♦ Prepare formal mechanisms for those mentioned in measurement category
- ♦ Preparation of training modules for community policing philosophy
- ♦ Time for training: 1-2 day workshop
- ♦ Proper resources: funding, trainers, training & surveys
- ♦ Upper management participation in training
- ♦ Community cooperation/volunteers, people
- ♦ Do the basics well
- ♦ Communication to community: pamphlet, media, other
- ♦ Truly create a learning environment

## 250th commemorative celebrations

It's only October, but planning has begun in earnest to mark the 250th anniversary of policing in the region.

Two of the bigger projects are the development of the Museum — putting it somewhere accessible to the public for at least the summer ... and launching a gala recognition dinner and dance.

Both projects need volunteers to help organise them.

Finding a location to display the wonderful memorabilia the services have is already underway, but we need people to set it up, volunteer time to host the area, etc.

As for the recognition event, we need people to organize the venue, decorate, sell tickets, work on entertainment / speakers and such.

If you, or someone you know, would be interested in sitting on or chairing either the Museum or Commemorative Ball committee, please contact Judy Pal.

We'd also like to come up with a 250th commemorative logo. It would be used on T-shirts and hats, etc. that we'd like to make up.

Please make any submissions or suggestions to Judy Pal.

## Copper's Curling League

The Copper's Curling League starts up again on October 18th at the Dartmouth Curling Club. Cost is approximately \$140 for 17 games.

The majority of games will be from 6:00 - 8:00 p.m. on Sundays.

Contact **Cst. Mike Praught** or **Cst. John Elliott** for details.



## HRM Social Committee ... by Joan Mahoney

It's been a busy summer for the HRM Social Events Committee. We held a bowling and pizza night in late May in Dartmouth. **Cst. Bob Small** was the big winner. Not only did he take home the prize for high triple (male), but he also won the door prize of one night and brunch at the Citadel Inn.

After a brief delay, due to "Hurricane Bonnie", about 200 people turned out on a sunny September 19th at Oakfield Park for the HRM family picnic. A few brave children went swimming and the canoes were very busy again this year. We had lots of burgers and hot dogs, steamed corn on the cob and treats and games for everyone. One lucky family left with a "door prize" of dinner for our at East Side Mario's and movie bucks for the Empire 12.

A child's hooded grey



sweatshirt was left behind, if it's yours, please contact me at 5020 or on Group Wise.

Mark **Friday, December 11** on your calendar for the annual HRM staff Christmas party. More details to follow shortly.

The committee would like to thank ev-

eryone who helped make these vents a success. If you are interested in meeting other HRM staff and helping to make these events happen, how about considering joining the committee? We welcome new members. Contact myself or **Doug Branscombe** (4575) if you are interested.

## Big Brothers & Big Sisters Coupon Books

Big Brothers and Big Sisters inform us this year's coupon books are ready and available!

For \$34.95 you can buy the book which includes coupons from Burger King, Pizza Hut, The Daily Grind, Swiss Chalet, the Sportsplex, Bumside Snooker, YMCA, Nobody's, Standard Auto Glass, Mighty Muffler, Micmac Taylor, Same Day Drycleaners, T.J.'s Pet Grooming and more.

Proceeds go to Big Brothers & Big Sisters of Dartmouth-Halifax. If you're interested, please call 435-5794 and ask for Lynn Anderson.

## Don't forget!

To watch CBC's "Black Harbour" on Wednesday, October 7th.

That's when you'll see our own **S/Sgt Bill Hollis**, **Csts. Kevin Murphy**, **Mark MacDonald** and **Don Buell** in "action" when the series was filming here this past summer.



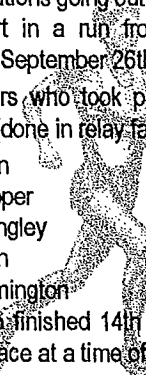
## Cops on the run

Congratulations going out to ten officers who took part in a run from Halifax to Lunenburg on September 26th.

The officers who took part in the 111 kilometre run (done in relay fashion) were:

Ian Nielsen	Penny Hart
Steve Cooper	Colin Brian
Darrell Longley	Pat Tucker
Dave Boon	Gord Graham
Jamie Symington	Jeff Clarke

The group finished 14th out of the 60 teams in the race at a time of 8:07:42.



## Tee for two ... or more

Two Watch is hosting a golf tournament on October 7th at 9:00 a.m. at Brookefield Golf Course. Everyone is welcome ... including novice and beginner golfers. A list is up on the platoon bulletin board, so please sign up or contact **Cst. Danny Bambury** ASAP to reserve a spot. Refreshments afterwards at "Whistlers" in Stewiacke.





## Thanks for a job well done!

### Councillor Commendation

"During the September 1st, 1998 session of Halifax Regional Council, Councillor Jerry Blumenthal - District 11, Halifax North End, acknowledged the efforts of Halifax Regional Police, particularly with respect to the recent drug arrests throughout the Municipality. The Councillor further expressed his satisfaction with the efforts of the police service to clear drugs and prostitution from the North End community.

I am pleased to convey to Police Services the favourable comments made by Councillor Blumenthal to members of Halifax Regional Council at last evening's meeting."

*Vi Carmichael, Municipal Clerk, HRM*

### Extra duty

"This letter is to thank one of your officers, namely **Cst. Thomas Shannon** for taking a pro-active stance in helping the Metropolitan Regional Housing Authority deal with the many issues in the Bayers/Westwood area such as youth violence, advising us on who to contact to set up extra patrols with off-duty officers and assisting us in other areas that required police attention.

Cst. Shannon is a strong example of what can be accomplished when the police and citizens work together to resolve issues in order to make the community a safer place.

On behalf of the Metropolitan Regional Housing Authority and residents, we would like to thank Cst. Shannon for taking a sincere interest in our community."

*Dave Pryde, Property Manager*

### Sincere thanks

"As a citizen of Halifax I would like to make my complimentary comments about a few members of your staff.

I was attacked on the corner of Young and Oxford Streets and pushed to the sidewalk and robbed of my purse. I received several injuries ...

**Cst. Sandra Johnston** arrived very quickly and took charge with many questions

... I would like to comment on the great service rendered me by Cst. Johnston, also on staff members **Cst. Frank Yakimchuk** and **Sgt. Colleen Kelly** who followed up this attack this week ...

Sincere thanks to you and these three staff members of your police force for the quick response and follow-up."

*R. Hall, Halifax*

### Block Parents

"As secretary of Halifax Block Parent Association, I would like to commend **Cst. Mike Landry** for his terrific support.

He has attended meetings, advised, encouraged and helped us to protect the children and educate our communities. His enthusiasm has greatly benefited our organization and the people in our neighbourhood. His commitment has been a morale booster to all our coordinators.

On a personal note, I wish to express my gratitude to the police officers of HRM. After a traffic accident on July 22, **Cst. Glendenning** and **Noble** ensured my safe transportation home while I was in a state of distress. Their conduct was professional and impartial, yet they demonstrated by their action in driving me home, compassion for the citizens they serve."

*N. Hewitt, Halifax*

### VIP Thanks

"This correspondence has been prepared to express my sincere appreciation to all ... who gave of their time on very short notice to assist the VIP Security Section in preparation for the visit of the PM and Madame Cretien, the President of the Swiss Confederation, as well as the Secretary General for the US Department of Transportation.

This appreciation is extended not only to [RCMP] regular members ... as well as Halifax Regional Police members who assisted in the overall success of this memorial service at the East St. Margaret's Consolidated

School in Indian Harbour, NS.

I have received numerous compliments from both Provincial and Federal Government Representatives who have conveyed their appreciation for the professionalism displayed by all involved ...

The dedication to duty that was displayed on site further demonstrates to those outside the police community what "esprit de corps" is all about."

*W. J. Kazmel, Insp.*

*i/c Federal Policing Branch*

### Letter of the month

"The purpose of this letter is to express my gratitude for the assistance given me by the West Division ... [Recently] I experienced a very uncomfortable period of harassment from my recently estranged husband. As a direct result of intervention by your offices, who acted with speed, diplomacy and effectiveness, my husband stopped the harassment and I have since been able to carry on without the unnerving feeling of being watched or threatened.

I wish to commend the following people:

**Wendy Boyd, Cst. Jim Dart, Cst. Brenda Zima, Cst. Ian MacKay** and the Communications Centre and West Division Community Staff.

Most of all, I commend **Cst. Stephen Smyth** who took the initiative to follow-up by telephone for the next two days. The telephone checks were deeply appreciated and gave me a much-needed sense of safety.

Cst. Smyth and the other officers replaced my fear with a sense of safety, and for that I am truly grateful.

To date, my husband has not reverted to the harassing behaviour. It is, however, of great importance and comfort to me to know Halifax Regional Police are there to help immediately in the event I need to call.



Ottawa-Carleton  
Regional Police Service

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# Amalgamation Report

*November 1996*

## A message from the Chief of Police

**T**wenty-three months ago the Ottawa-Carleton Police embarked on a mission to amalgamate the operations and administrations of three former police services.

The task of bringing together our organizations in a timely and efficient manner was a challenge to each and every one of our members.

I am very proud of the Ottawa-Carleton Police Regional Service members who embraced this challenge to create a new police service with enthusiasm and commitment to the community. A new police service is more than its structure. It is about the people who have chosen policing as a career and the public we work with to solve and prevent crime in the community.

The Ottawa-Carleton Police have successfully amalgamated the police services serving the municipalities of Gloucester, Nepean, Ottawa and Vanier into a single, unified organization. Through the two-year transition period, the Ottawa-Carleton Police have provided service to 560,000 residents, 24-hours per day, 365 days per year. We have met and surpassed the demands placed upon us in this period.

We look now to the future as an organization working under one name, one command, one uniform and one set of rules.

The Ottawa-Carleton Police will hire nearly 100 new officers in the coming months. Our Service is attracting the highest calibre of recruits in the country. They will work with long-serving members and grow with the community to provide the highest level of professional service possible.

The Ottawa-Carleton Police is an innovative and learning organization. We value our members and the community we serve. We strive to achieve our core value principle of "working together for a safer community". Throughout the transition process, I can assure you that public and officer safety has been maintained and enhanced. We have responded to the challenges posed throughout with these two guiding principles at the forefront.

While we have been forced to change through amalgamation, we have also kept a clear sight on the future needs of the organization. We have not changed in isolation — but with a view to working in partnership with the community, pushing authority down to the front-line and ensuring that officers will be trained to work effectively in a problem-solving environment.

This Amalgamation Report is intended to provide an overview of the results of amalgamation.

Brian J. Ford  
Chief of Police



## Where we have come from

### Amalgamating the structure

The Ottawa-Carleton Regional Police Service has an annual budget that approaches \$100 million and boasts a complement of over 860 sworn officers and 360 civilian members working in almost fifty branches. The Service is also fortunate to have a host of volunteer and auxiliary members who assist in maintaining crime prevention programs and assisting in delivering important police-related services.

The Ottawa-Carleton Police maintains a community policing philosophy, while re-deploying operational personnel to the front-line wherever possible. The proposed organization structure shifts resources and support down to a district level. The new service delivery model will be developed further in the coming years with input from personnel and the community while examining best practices inside and outside our organization.

Throughout amalgamation, the Ottawa-Carleton Police maintained a high level of quality service. The organization has been guided by five commitments established early in the process that have served as guideposts for the organization throughout. The commitments state that the Ottawa-Carleton Police Service is:

- organizing around problem-oriented policing;
- moving to district level policing;
- front-loading supports;
- focusing on partnerships; and
- emphasizing its commitment to administrative efficiency.

### Scanning the environment

Under direction from the Chief of Police, members of the Ottawa-Carleton Police have undertaken a comprehensive research and planning process. Amalgamation activities were planned to include the views of personnel working in the affected area, maximize efficiencies and keep sight of future changes in service delivery.

Environmental scans for municipalities currently policed by the Ottawa-Carleton Police and the OPP were completed to better understand the issues and environments in question. These scans included an internal survey and focus groups in the organization and a public survey and focus groups for community members and organizations.

Demographic information about Ottawa-Carleton and an overview of crime trends were included. These environmental scans provided assistance upon which decisions about the organization and service delivery could be made.

### Legislating the change

With the proclamation of Bill 143 by the Ontario Government, the move toward a regional police service became a reality in Ottawa-Carleton. On January 1, 1995, the former Gloucester, Nepean and Ottawa Police Services became the Ottawa-Carleton Regional Police Service governed by a new Police Services Board.

### OPP transition

A second component of Bill 143 is to obtain final approval for the assumption of policing responsibilities in municipal areas currently policed by the Ontario Provincial Police within Ottawa-Carleton.

After extensive review and consultation, the Police Services Board agreed on July 8, 1996 that by mid-1999 the Ottawa-Carleton Police would assume responsibility for municipal jurisdictions within Ottawa-Carleton currently policed by the OPP. A transition team has been working in co-operation with the OPP toward this goal since July 1996.

The transition dates are: Village of Rockcliffe Park in December 1996; Cumberland Township in January 1998; Rideau and Osgoode Townships in July 1998; and the City of Kanata and the Townships of Goulbourn and West Carleton in July 1999.

# Policing in Ottawa-Carleton

## Providing the service

The purpose of the November 25, 1996 hearing by the Ontario Civilian Commission on Police Services (OCCPS) is to determine the adequacy and effectiveness of the proposed organization structure and determine if amalgamation has been accomplished.

OCCPS looks to the Police Services Act, Declaration of Principles, Section 1, and prior decisions of the Commission to determine adequacy.

Prior decisions have noted three measures which are:

- comparisons of historical and current levels of service;
- comparisons with other police services; and
- a prospective analysis of anticipated changes.

## Organizing the service

The new organization structure represents a commitment to delivering a quality and effective police service responsive to community needs. The structure ensures that the security and safety of Ottawa-Carleton residents and members of the organization remain the first priority.

The organization structure achieves these goals by:

- providing a centralized corporate command structure comprised of a Chief of Police, two Deputy Chiefs and a Director General;
- placing front-line policing resources directly into the Districts and as close to the source of community problems as possible;
- providing for the deployment of police officers at the district and neighbourhood level;
- allowing the organization to move to the next stage of developing a new service delivery model, focusing on problem-solving at the neighbourhood level;
- reflecting and supporting the core value of the organization and the mission, vision and values agreed upon by members;
- achieving amalgamation efficiencies in financial, administrative and operational areas.

## Improving the service

The Ottawa-Carleton Police responded to almost one quarter of a million calls for service in 1995. A similar level of calls for service has been experienced in 1996.

A crucial element of the new service delivery model will be a clearer and more efficient system of handling calls, particularly non-emergency calls. By conducting business differently, time will be freed for front-line officers to respond to emergencies and engage in problem-solving.

## Delivering the service

The Ottawa-Carleton Police has:

- Emergency response officers working 24-hours a day, 7 days a week responding to 9-1-1 calls;
- One police phone number for the municipalities of Gloucester, Nepean, Ottawa, Rockcliffe Park and Vanier;
- Neighbourhood officers identifying problems and working with communities on solutions;
- Officers in differential response units handling non-emergency calls;
- Traffic investigators for serious traffic accidents and traffic officers working in neighbourhoods on traffic problems;
- School Resource Officers working closely with teachers, principals and parents across the Region to prevent and resolve youth related problems;
- Community Response officers focusing on community concerns such as prostitution, drugs, and other disturbances;
- A Professional Development Centre at Algonquin College to meet member training needs;
- Tactical and Canine officers operating throughout the Region in a co-ordinated and enhanced way;
- Major crime detectives across the Region investigating very serious crimes;
- Intelligence officers ensuring the timely sharing of information related to criminal activity throughout the Region;
- Identification officers operating from a new "state-of-the-art" laboratory area ensuring the highest standards of forensic and identification services;
- Court services delivered in a uniform manner;
- Human Resources consolidated under one reporting structure to ensure employee well-being and quality training;
- Financial Services consolidated to provide public services, budgeting and financial management;
- A consistent and fair response to false alarms;
- Computer-aided dispatch and records management systems that will allow for increased savings in the officer's time and safety;
- A new radio communication system providing region-wide radio coverage for public safety users. The system will be operational in mid-1997 and will be the most advanced radio system in North America.



## Ottawa-Carleton Regional Police Service

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# PROPOSED OF STRUC

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### Executive Command

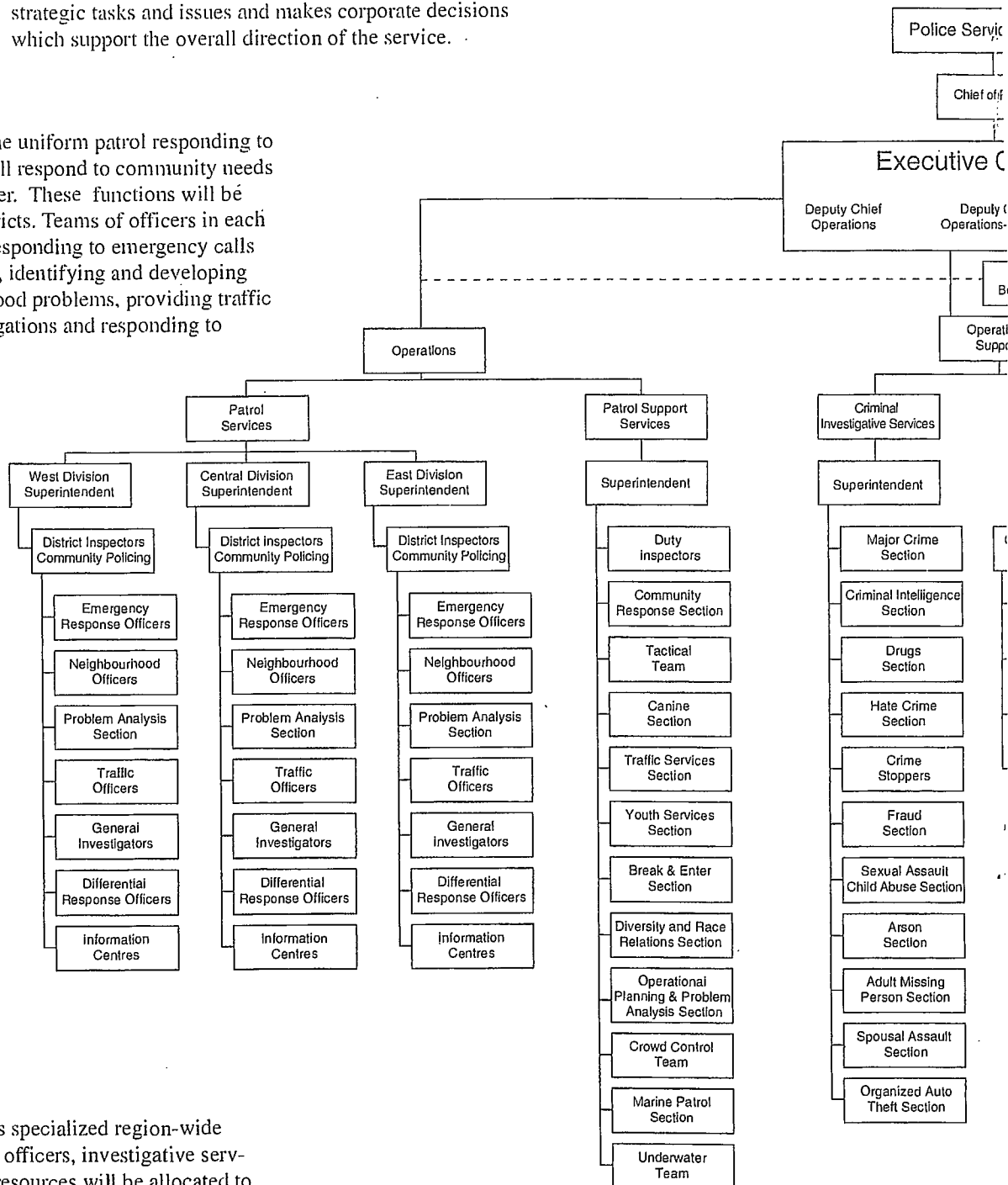
The Chief, Deputy Chiefs and Director General make up the Executive Command. This executive team focuses on key strategic tasks and issues and makes corporate decisions which support the overall direction of the service.

The Ottawa-Carleton Regional

- the safety and security
- working co-operatively with the
- supporting our members and

### Patrol Services

Patrol Services provides front-line uniform patrol responding to calls for service. This service will respond to community needs in a reactive and proactive manner. These functions will be performed by officers in 11 Districts. Teams of officers in each District will be responsible for responding to emergency calls for service, non-emergency calls, identifying and developing strategies to address neighbourhood problems, providing traffic enforcement, conducting investigations and responding to inquiries from the community.



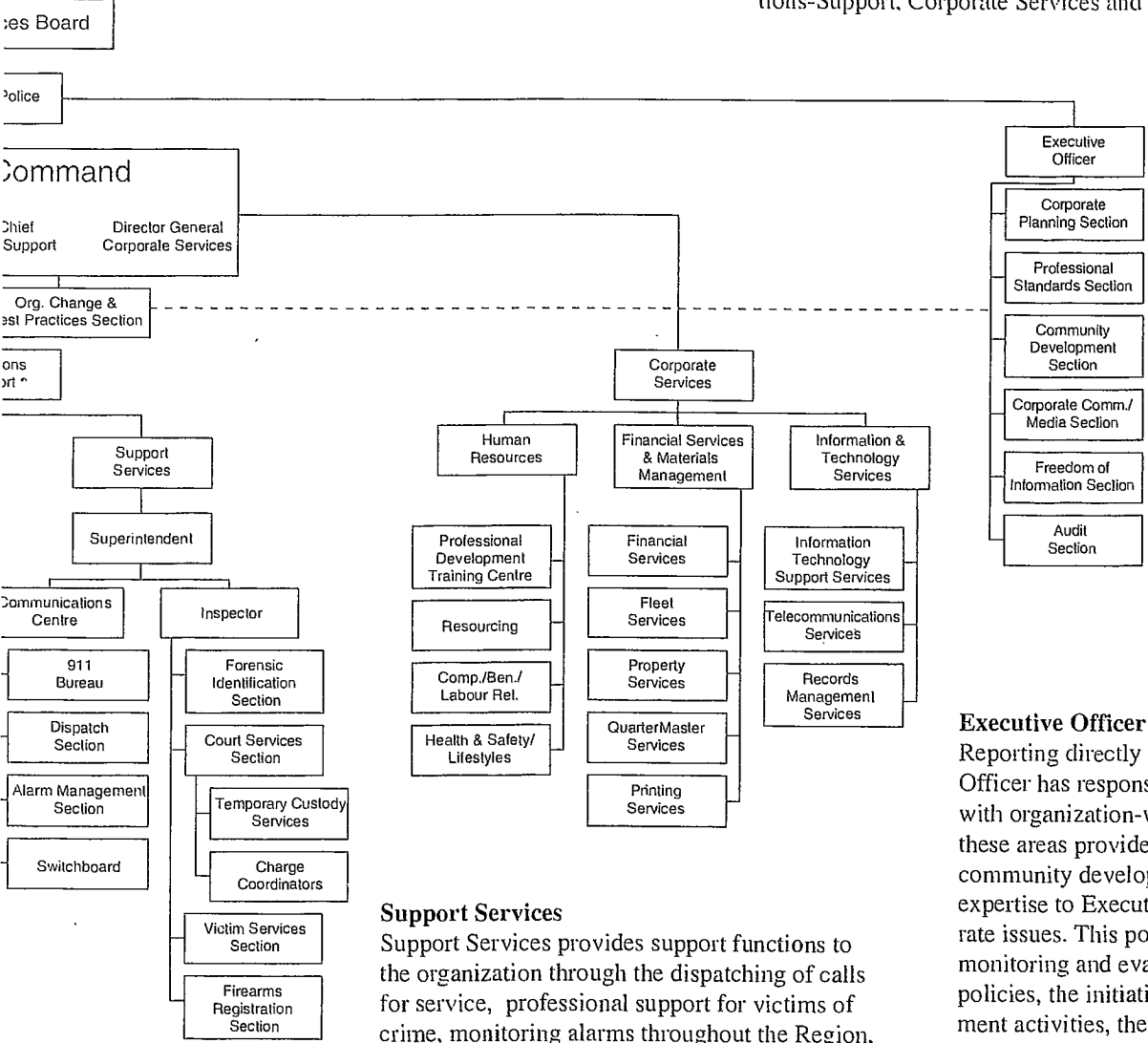
### Patrol Support Services

Patrol Support Services provides specialized region-wide operational support to front-line officers, investigative services and the community. These resources will be allocated to augment front-line personnel within a District and to identify, monitor and develop strategies to address problems which cross District and Divisional boundaries.

# ORGANIZATION STRUCTURE

per 1996

Police Service is dedicated to:  
safety of our community;  
the members of our community;  
personally and professionally.



**Support Services**  
Support Services provides support functions to the organization through the dispatching of calls for service, professional support for victims of crime, monitoring alarms throughout the Region, forensic identification services, case management, court security, temporary holding for prisoners and firearms registration.

**Criminal Investigative Services**  
Criminal Investigative Services supports the front-line by gathering and disseminating criminal intelligence information and investigating specific violent and property crimes. This includes developing strong working relationships with police and other agencies to implement co-ordinated strategies to address Regional issues.

**Organizational Change & Best Practices Section**  
Primarily serving in a resource capacity to the organization, this Section will provide a corporate overview of best practices, long-term trends and ensure continued commitment to community policing and the organization's Vision, Mission and Values. The Section will also provide direct resources to Operations, Operations-Support, Corporate Services and Executive Command.

**Corporate Services**  
Human Resources, Financial Services & Materials Management and Information & Technology Services have been grouped together in Corporate Services to maximize efficiencies. The primary goal of the Corporate Services Division is to support personnel through the provision and administration of resources.

**Executive Officer**  
Reporting directly to the Chief, the Executive Officer has responsibility for six sections with organization-wide impacts. As a group, these areas provide research and planning, community development and communication expertise to Executive Command on corporate issues. This position also ensures the monitoring and evaluation of programs and policies, the initiating of community development activities, the coordination of internal and external communications and the oversight of Professional Standards.



## The Ottawa-Carleton Police Service at a glance

### Executive

Chief Brian J. Ford  
Deputy Chief Alex Mackie  
Deputy Chief Ray Renaud  
Director General Steve Kanellakos

474 Elgin Street  
Ottawa, Ontario  
K2P 2J6  
Telephone: 236-1222, ext. 5590

### 21 Division - Nepean

245 Greenbank Road  
Nepean, Ontario  
K2H 8W9  
Telephone (non-emergencies): 236-1222

### 22 Division - Gloucester

4561 Bank Street  
Gloucester, Ontario  
K1T 3W5  
Telephone (non-emergencies): 236-1222

### 23/24 Division - Ottawa, Vanier and Rockcliffe Park

474 Elgin Street  
Ottawa, Ontario  
K2P 2J6  
Telephone (non-emergencies): 236-1222

### Ottawa-Carleton Regional Police Services Board

Peter Vice, Chair  
Al Bouwers, Vice-Chair  
Grahame Baskerville  
Anne Boudreau  
Peter Clark, Chair -Regional Municipality of Ottawa-  
Carleton  
Regional Councillor Diane Holmes  
Regional Councillor David Pratt

111 Lisgar Street  
Ottawa, Ontario  
K2P 2L7  
Board Secretary: Wendy Fedec  
Telephone: 560-6063, ext. 1618

**CALL 9-1-1**

**FOR EMERGENCY POLICE,  
FIRE, AMBULANCE SERVICES**

Ontario Civilian Commission  
on Police Services  
and  
Ottawa-Carleton Police Services Board

#### **JOINT MEETING**

**November 25, 1996**

**5:00 p.m.**

**Regional Headquarters, 111 Lisgar  
Champlain Room**



### **Questions?**

If you have any questions about this document or  
the Joint Meeting on November 25th, please con-  
tact the Co-Chairs of the Organizational Change  
Project Team:

Co-Chair Insp. Ralph Erfle 236-1222, ext. 5595  
Co-Chair Dr. Gail Johnson 236-1222, ext. 5555



Ottawa-Carleton  
Regional Police Service

Service de police régional  
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# Amalgamation Approval

## Staff Briefing Document

*Tonight, November 25, there will be a joint meeting of the Ontario Civilian Commission on Police Services (OCCPS) and the Ottawa-Carleton Regional Police Services Board.*

*The meeting begins at 5:00 p.m. and takes place in the Champlain Room, Regional Headquarters, 111 Lisgar Street.*

### The Issues

The Ontario Civilian Commission of Police Services is a provincial oversight body that ensures police boards, police chiefs and municipal police services comply with prescribed standards of police services.

Under the provisions of Bill 143, the final structure of the Ottawa-Carleton Regional Police Service must be approved by OCCPS no later than January 1, 1997.

A second component of Bill 143 is to obtain approval for the assumption of policing responsibilities in areas currently policed by the Ontario Provincial Police within the jurisdiction of Ottawa-Carleton by OCCPS.

### Adequacy of Police Services in Ottawa-Carleton

The purpose of the November 25 hearing is to determine the adequacy and effectiveness of the organization structure being proposed. The Commission (OCCPS) defines adequacy by using two sources as guidelines. The first source is the Police Services Act, Section 1, Declaration of Principles for policing in the province.

The second source is a summary of previous decisions by OCCPS, which over time have evolved into a number of methods to measure adequacy.

### The Process

The Commission hearing is held in public and all interested members are encouraged to attend the meeting.

At the meeting there will be a formal presentation by the Chief and members of the Executive. This will be followed by the formal tabling of the proposal. Interested parties will then be given the opportunity to make submissions. The Commission will make a final decision at a full meeting in Toronto next month.

Information regarding the outcome of the hearing or any concerns raised will be communicated to members on Tuesday, November 26, 1996 in a document entitled "Outcomes" and subsequently through your managers and the Executive. All sections will be visited by the Chief and Deputies in January and February 1997.

### Briefing Document

This Briefing Document is designed to provide you with additional information relating to amalgamation decisions and results, further detailed information about the organization structure and finally some next steps for 1997.

If you have any comments or questions, please address them to your supervisor, Senior Officer or any member of the Executive. You can also leave a question or message on the Chief's Message Line at 235-3673.

# Chief's Message

**T**he core value of the Ottawa-Carleton Police - *Working Together for a Safer Community* - establishes a standard, a vision and a challenge to be delivered to residents of Ottawa-Carleton under a new police service.

With this vision, the Ottawa-Carleton Regional Police Service will serve the community today, tomorrow and into the turn of the next century.

The Service, although new in name, uniform and direction, is a composite of the traditions and best practices of the former services from which it has grown.

The opportunity to bring together three services was a challenge to each member of our organization. The "Task at Hand" was always defined as maintaining policing services in Ottawa-Carleton while amalgamating first and changing our service delivery for the future second.

Unification has been accomplished with one chain of command, one crest, one uniform, one set of contracts, one shift, one consolidated set of policies and procedures.

We move further toward operational consolidation with the shift schedule to be implemented on January 5, 1997, the new voice radio communications system to be implemented in June 1997 and the new information technology computer system being implemented throughout 1997 and 1998. These important technological advances will support the operational infrastructure.

Finally, the proposed re-allocation of policing boundaries will allow the deployment of all personnel on a rationale, co-ordinated, and responsive basis to meet the operational demands of policing and the needs of the community. Three Divisions and eleven districts will be created to provide policing services at the closest operational level possible to ensure reactive and proactive policing responses to community problems.

We are striving to be a part of the community in the tradition of the neighbourhood police officer and consistent with the direction proposed for the next century. We are working together as a unified and integrated organization while at the same time providing a decentralized service through the deployment and delivery of services at the district and neighbourhood level.

These three accomplishments: unification, operational consolidation and re-allocation of boundaries are the foundations upon which our strategic plan for the future will be based.

A report outlining the process and strategy utilized in developing the final organization structure to achieve amalgamation and highlighting the foundation upon which the changes to police service delivery will be built in Ottawa-Carleton will be tabled with OCCPS and the Police Services Board.

The Report demonstrates that the by-product of the new organization structure is an adequate and effective service provided to the residents of Ottawa-Carleton that is poised to meet the future challenges with confidence, commitment, and energy predicated upon the standards and principles of professionalism, safety and accountability.

## Decisions and Results

Throughout the transition period, the Executive has made a number of decisions which set the overall direction for the Ottawa-Carleton Police. These decisions included a commitment to:

### *Delivering a quality, effective and professional police service*

#### Results include:

- A centralized corporate command structure;
- New service delivery principles outlining the type of service to be provided by the Ottawa-Carleton Police, in particular, problem-oriented policing within a district policing framework;
- New shift schedule voted for by 84% of patrol officers
- New organization structure supporting the front-line delivery of police services.

### *Making the safety of members and the citizens of Ottawa-Carleton the most important goal*

#### Results include:

- Mandatory body armour for all personnel;
- Pistol transition to semi-automatic weapon;
- Ongoing training and professional development;
- Overlap in new shift schedule;
- State-of-the-art voice radio system (June 1997);
- Ongoing standardization of equipment and supplies; and,
- More access to information from records through new computer technology.

### *Increasing front-line policing resources*

#### Results include:

- Over 200 officers will be moved to the front-line through the deployment of officers in Patrol and Patrol Support Services;
- Improving crime analysis capabilities; and,
- A 1997 Budget proposal structured to staff all existing vacant sworn officer positions within three months.

### ***Valuing staff views and including people in the process***

#### **Results include:**

- Creation of the Advisory, Planning and Integration Committee (APIC) as an advisory body to the Executive and Project Team and serving as a voice for the membership to enhance communication;
- A uniform design committee developed the proposal for staff uniforms and continues as the Clothing and Equipment Research Team;
- A shift schedule committee that was established and met over seven months. The new shift schedule for patrol officers will be implemented January 5, 1997;
- The Organizational Review Team which conducted interviews with, and collected quantitative data on, every section in the organization, to determine mandate, staffing, major activities, contact with clients, and workload;
- A Finance and Administration By-Law to allow for budget spending authority at the lowest possible level;
- Participation of officers in the District Mapping Project design of districts;
- The Accommodations Committee;
- The Organization Change Project Team;
- The Transfer and Promotion Working Group; and,
- Facilitated Sessions for all staff to have input in section design - January/February 1996.

### ***Placing a high priority on employee communication***

#### **Results include:**

- Executive presentations to all staff members and sections in 1995 and 1996;
- Creation of a staff Communications and Marketing Committee responsible for developing policies and recommendations;
- Hiring of a Communications Co-ordinator;
- Development of an open media relations policy;
- Off-site sessions conducted in May and June 1996 where section representatives and personnel were invited to observe and participate in the review of the organization structure;
- Weekly Chief's Message Line (235-3673);
- Monthly employee newsletter, The Broadcast; and,
- Regular Amalgamation Updates.

### ***Responding to community needs and focusing the work of neighbourhood officers on community problems and solutions***

#### **Results include:**

- Development of Districts based on neighbourhood identification;

- Enhanced capacity to respond to local issues with more front-line officers available to respond to calls for service and address local community needs;
- Regular participation in community forums and meetings; and,
- A police-media working group.

### ***A District Policing Model***

#### **Results include:**

- Creation of new sectors and districts;
- Placing resources and responsibility for them directly into Districts;
- Deploying operations to the Districts;
- Deploying 24-hour emergency response officers at the district level; and,
- Appointment of District Inspectors in December.

### ***Centralizing support and administrative functions and linking complementary and related functions***

#### **Results include:**

- A single telephone system;
- A single Human Resources Section;
- A single Finance Section;
- A single hiring process;
- Training co-ordination across the Region;
- Centralized payroll;
- An HRIS system (January 1997) and working group;
- Bringing together information technology and networks under one authority;
- Centralization of materials management and purchasing; and,
- Make up of districts with new responsibilities.

### ***Identifying amalgamation efficiencies and re-directing savings to the front-line***

In the 1996 budget more than \$2.4 million of budget reductions were possible as a direct result of amalgamation. To date the savings have been found primarily in the corporate services area of the budget. For example:

- Savings of more than \$0.8 million were implemented as a result of bringing the three fleet operations together;
- Examining how business is conducted — yielding a savings of roughly \$0.3 million;
- Achieving economies of scale in purchasing; and,
- Terminating retainers and implementing fee-for-service arrangements has also resulted in savings.

#### **Results:**

- Decreasing Senior Management by 11, and,
- Hiring of 86 new officers and reducing vacancy rate for sworn members to 0% by March 31, 1997.



# What's Next

**T**he "task at hand" has always been defined as maintaining policing services in Ottawa-Carleton while amalgamating first and changing our service delivery second.

Amalgamation has been accomplished with one chain of command, one crest, one uniform, one set of contracts, one shift, and one consolidated set of policies and procedures. Notwithstanding the accomplishments to date, there is still work to be completed. This includes:

**Amalgamation of Sections:** Once the proposed organization structure is approved in mid-December, the amalgamation of sections can be completed. Superintendents have ensured that final amalgamation plans for their sections are in place. The Superintendents are accountable to ensure that their sections are amalgamated and operating in a uniform manner as soon as possible.

**Shift Schedule Implementation:** On January 5, 1997 the new shift schedule for patrol officers will be implemented across the organization.

**Policies and Procedures Implementation and Evaluation:** Members will be receiving a copy of the newly consolidated policies and procedures in December. Divisional Superintendents will be ensuring a smooth transition and implementation of the policies and procedures.

**Selection of District Personnel:** Job descriptions and selection criteria for District Inspectors have been completed and District Inspectors will be selected by the end of 1996. The remaining District personnel will be selected following the selection of the Inspectors.

**Training Personnel:** Key training initiatives are in development by Human Resources. Over the next two years, emphasis will be placed on addressing training issues crucial to supporting amalgamation and the new service delivery model. This will include problem-solving and problem-oriented policing workshops, leadership skills and computer skills training to assist personnel in moving to a new platform. Ongoing training will include advanced patrol, sexual assault, criminal and drug investigations and Use of Force.

**Technology Implementation:** In June 1997 the new voice radio system will be installed so that all members will be on the same communication system. Shortly afterwards, the computer-aided dispatch system will be implemented.

The records management system will be the final piece of technology installed to enable us to fully integrate and adopt the new service delivery model.

**District Mapping Project:** The District Mapping Project has completed the task of re-designing district boundaries within the jurisdictions of the Ottawa-Carleton Police. Three hundred and sixty-two neighbourhoods were identified, and grouped into 24 sectors. These sectors were then grouped into 11 districts. Rockcliffe Park was included with the original 362 neighbourhoods. The project is entering a new phase to deal with OPP areas.

**OPP Transition:** Over the next three years, the Ottawa-Carleton Police will assume responsibility for policing the areas of Ottawa-Carleton now served by the OPP. This will mean the integration of many OPP personnel and the hiring of up to 100 additional members. An OPP Transition Team has been established to oversee the day-to-day issues. The Transition Team will be working closely with District Inspectors to ensure a smooth transition in their areas.

**Differential Police Response Strategy:** Differential police response is based on the premise that the majority of calls for service can be effectively handled using a non-emergency response strategy. The Differential Police Response Committee has presented its preliminary findings to Executive. Recommendations proposing how to improve how we handle calls for service have been tabled. These recommendations will be reviewed by the Executive and decisions will be made.

**Continuous Communication:** Early in the new year, the Chief and Deputies will once again make presentations to each section of the organization. These information sessions are designed to ensure open communication between members and Executive Command.

Throughout 1997 the Executive will continue to work with members on the continuing challenges and opportunities of creating a community-based and problem-solving regional police service. The next year will provide members with additional chances to help continue building the organization. In short, we will be able to build upon our accomplishments and continue to develop the best possible police service for Ottawa-Carleton.



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GUIDEBOOK FOR THE AMALGAMATION  
OF POLICE SERVICES IN CANADA  
produced by the Canadian Association of Police Boards, under contract to  
Solicitor General Canada.

Cette publication est aussi disponible en français

Copies of this report can be obtained from:

Canadian Association of Police Boards  
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