



OTTAWA POLICE SERVICE  
SERVICE DE POLICE D'OTTAWA

*Working together for a safer community  
La sécurité de notre communauté, un travail d'équipe*



# ENVIRONMENTAL SCAN

## TWO THOUSAND AND NINE



[ottawapolice.ca](http://ottawapolice.ca)

# 2009 Environmental Scan

## Table of Contents

Ottawa Police Service

|   |           |
|---|-----------|
| <b>A. Introduction</b>                    | <b>2</b>  |
| <b>B. Demographic Trends</b>              | <b>4</b>  |
| <b>B. Crime Trends</b>                    | <b>6</b>  |
| <b>C. Community Input and Engagement</b>  |           |
| 1.0 Public Survey of Policing Services    | <b>9</b>  |
| 2.0 Ottawa Police Service Member Survey   | <b>11</b> |
| 3.0 Community and Stakeholder Engagement  | <b>14</b> |
| <b>D. Policing and Legislative Trends</b> | <b>17</b> |
| <b>E. Conclusion</b>                      | <b>21</b> |

# 2009 Environmental Scan

## A. Introduction

### Ottawa Police Service

The 2009 Environmental Scan is a broad account of the environment in which policing services are delivered in the City of Ottawa. The Scan aims to document crime and disorder trends as well as relevant factors in the environment such as demographic and legislative trends, which may have the potential to impact the future delivery of policing services in Ottawa. In addition, the Environmental Scan is an account of various consultations including the public, OPS members, and key community stakeholders.

The Scan meets the statutory requirements of the Police Services Act, Reg.3/99, s. 30 (1), which requires police services to conduct a Business Plan every three years. The Scan is a snapshot in time and provides relevant data to assist the development and implementation of the 2010-2012 Ottawa Police Service Business Plan and provide a resource for future monitoring and evaluation.

The 2009 Environment Scan includes a summary of the following research products:

1. Crime Trends
2. Public Survey of Policing Services
3. OPS Member Survey
4. Community Input and Engagement
5. Policing and Legislative Trends
6. Demographic Trends

Note: The Environmental Scan framework has been designed to deliver a summary of research findings leading into 2010. The Scan does not attempt to prioritize or interpret issues, or make any recommendations for action.

# 2009 Environmental Scan

## B. Demographic Trends

### Ottawa Police Service

The Demographic Trends section in the 2009 Environmental Scan summarizes findings from the 2006 Statistics Canada Census, the Canadian Centre for Justice Statistics, and the Planning and Growth Management Department of the City of Ottawa.

The association between socio-economic and demographic characteristics and crime has been heavily studied in recent years. The Crime and Justice Research Paper Series published by Statistics Canada through the Canadian Centre for Justice Statistics examines the relationship between neighbourhood characteristics and crime. The study reveals there is a strong correlation between crime and socio-economic status in major metropolitan areas. Specifically, the prevalence of low income, lone-parent families, and large concentrations of rental dwellings are key components of neighbourhoods at risk of criminal activity.

The results of the Statistics Canada research are consistent with an internal scan of Ottawa completed by the Ottawa Police in support of the Crime Prevention Ottawa (CPO) Board of Directors' strategic visioning efforts. To this end, examining the characteristics of the local population is extremely valuable in developing appropriate crime reduction and suppression strategies.

In Ottawa, City Planners anticipate the local population will grow to more than one million people by 2021, an increase of 18 percent. The estimated increase is motivated by projected growth outside the greenbelt. Driven by the aging of the Baby Boom generation, the median age in the City continues to rise. Seniors 65 years and older currently represent more than ten percent of the population, and that number is expected to climb. The aging Baby Boom generation will accelerate demands on

paramedic services, health care, and long-term care facilities. With the growing elderly population, the potential for white-collar crime, fraud, and elder abuse will increase dramatically.

The City of Ottawa also continues to become more culturally diverse. Visible minority groups now represent approximately 20 percent of the total population in Ottawa. As the City of Ottawa continues to evolve with immigration accounting for a large portion of population growth, opportunities and challenges for the Ottawa Police Service will arise. Opportunities may include improved recruitment of officers, volunteers, and fostering new community partnerships. Conversely, the police service will need to increase training to ensure officers are aware of different cultures, customs, and language barriers. These challenges may impact crime prevention, information dissemination, and residents' ability to access services.

Subsequently, the number of people whose mother tongue is neither English nor French has increased substantially in recent decades. While 99 percent of the population in Ottawa is able to communicate in one or both official languages, it is essential that the Ottawa Police ensure qualified translators and interpreters are available to mitigate the risk of misinterpretations and inaccurate information being communicated to officers. Language barriers may also hinder crime prevention, reporting, and information dissemination efforts. The Police Service must work to ensure that information about policing services is available and accessible in as many different languages as possible.

### Highlights:

- Ottawa is the fourth largest City in Canada and the second largest city in the Province of Ontario.

- The Ottawa Police serves 644 identified neighbourhoods within its 2,757 sq. km.
- More than 90 percent of the city is rural land. Within the rural area there are 26 villages and many country lot subdivisions.
- Ottawa has more farmland than any other city in Canada, and these properties generate more farm revenue than Toronto, Montreal, Vancouver, Edmonton and Calgary combined.
- Ottawa is unique among major urban centres in Canada in that it shares a municipal and provincial border with the City of Gatineau, Quebec.
- With nearly 895,000 residents in Ottawa today, recent population forecasts estimate the city will grow by 50,000 residents by 2013.
- Growth nodes in “urban centers” outside the Greenbelt include Kanata, Stittsville, South Nepean (Barrhaven), South Gloucester (Riverside South), Orleans and Leitrim.
- In Ottawa, the median age remains below the National and Provincial average at 38.4 years. Similar to the national trend, the city's population has aged by nearly two years since the previous census.
- Locally, the proportion of seniors is slightly less than the national average, representing 12 percent of the population. This number is expected to rise as the Baby Boom generation grows older.
- Nearly 20 percent of all immigrants originated in West Central Asia and the Middle East. The Peoples Republic of China (13%), Eastern Africa (8%), Eastern Europe (7%), and Southern Asia (6%) represent more than 50 percent of all recent immigrants to the City of Ottawa.
- In 2006, visible minority groups represented 20 percent of the total population in Ottawa, an increase of two percent from the previous census period.
- Even though the combination of French and English dominates the linguistic profile for Ottawa, many diverse languages are spoken in city. In total, 31 percent of the total population has the ability to communicate in a non-official language, an increase of 27 percent from 2001.
- The median household income in the City of Ottawa increased to \$69,743 in 2005, up from \$62,130 in 2000.
- The prevalence of low income in the city declined from 11.4 percent in 2000 to 11.1 percent in 2005.
- Low income remains concentrated inside the greenbelt, and even more in the downtown core.
- Representing nearly 60 percent of the total population in the city, 66 percent of the population between 25 and 64 has attained a College or University Degree.
- More than 65 percent of the occupied dwellings in the City of Ottawa are owned. The proportion of owned dwellings has increased from 50 percent in 1971 to over 65 percent in 2006.

# 2009 Environmental Scan

## C. Crime Trends

### Ottawa Police Service

The following highlights are based on the examination of all founded Criminal Code of Canada offences that were reported to the Ottawa Police over the last 3-years. Offences have been categorized according to the Uniform Crime Reporting (UCR) Survey version 2.2.

The survey presents a more detailed set of offence categories, compared to the aggregate UCR version 1.0 survey reported by Statistics Canada, through the Canadian Centre for Justice Statistics. A rate per 100,000-population measure is used to control for variation in population size in order to provide a more equitable comparison from year to year and across jurisdictions.

While the crime rate in the city of Ottawa has fluctuated over the past decade, there has been an overall decline of 14 percent since amalgamation. Last year, the City experienced nearly an eight percent drop in the total number of non-traffic Criminal Code of Canada offences. The declining trend of criminal

offences may in part be attributed to a fewer property related crimes, which have fallen 26 percent over the past nine years.

While the number of Criminal Code of Canada Offences has fallen, the volume of Priority 1 calls (urgent and/or life-threatening situation) continues to rise in recent years. Following an 11 percent decline between 2004 and 2005, Priority 1 call volume has grown for three consecutive years. The nature and extent of emergency calls has proved challenging for the organization to manage workload and meet defined operational performance metrics. The Ottawa Police aims to respond to Priority 1 calls for service within 15 minutes 90 percent of the time, citywide. Response performance to emergency calls has fluctuated between 83 to 89 percent in the past eight years. Only achieving the emergency response benchmark three times in the past 32 quarters, response performance may have reached an operational optimum under the current schedule, structure, and staffing level.

### Highlights:

- In 2007, the national crime rate reached its lowest point in 30 years.
- Crime rates continue to be highest in Western Canada and the territories with Saskatchewan reporting the highest overall crime rate as well as the highest violent crime rate. The lowest provincial crime rates for the fourth year in a row occurred in Ontario and Quebec.
- Break and enters were also at their lowest level in 40 years, dropping by nine percent in 2007. According to Statistics Canada's General Social Survey, Canadians increased their use of home security devices, such as burglar alarms and motion detectors between 1999 and 2004.
- While the crime rate in the city of Ottawa has fluctuated over the past nine years, the underlying trend has been a 14 percent decline from 1999.
- In the last three-years, more than 70 percent of reported crimes in the City of Ottawa were property related.
- In 2008, the City has experienced nearly an eight percent decline in the total number of non-traffic Criminal Code of Canada offences. The declining trend of criminal offences may in part be attributed to an eight percent decline in property related crime.
- Driven by a decline in the number of Assaults (7%), the level of violent crime has fallen by more than seven percent in 2008.
- The most serious of violent crimes rose in 2008, including: Homicides (13%), Attempted Murder (8%), Robbery (8%), and Abductions (49%).

- According to the Statistics Canada Canadian Centre for Justice Statistics, the rate of property crimes in the City of Ottawa has declined by 26 percent over the past nine years.
- After a five percent decline in 2007, property crimes dropped by an additional eight percent in 2008. The decline in 2008 has been stimulated by fewer break and enters (10%), theft of motor vehicle (23%), theft under \$5,000 (8%), and fraud (1%).
- Administration of justice incidents, bail violations and breach probation, have risen 14 percent and 16 percent respectively, the result of proactive measures taken by the Ottawa Police Service to monitor compliance with bail conditions (street checks, etc).
- Following a 10 percent increase in 2007, a rise in dangerous operation of a motor vehicle (16%), impaired operation of a vehicle (3%), and failure to stop or remain (7%) offences have resulted in a five percent increase in the total number of Criminal Code of Canada Traffic Offences dealt with by the Ottawa Police in 2008.
- There were 364,000 calls for service that resulted in police action in 2008, a two percent decline from the previous year. Priority 1 calls (urgent and/or life-threatening situation) represented 20 percent of all calls for service, growing by two percent from 2007, and rising above the three-year average.

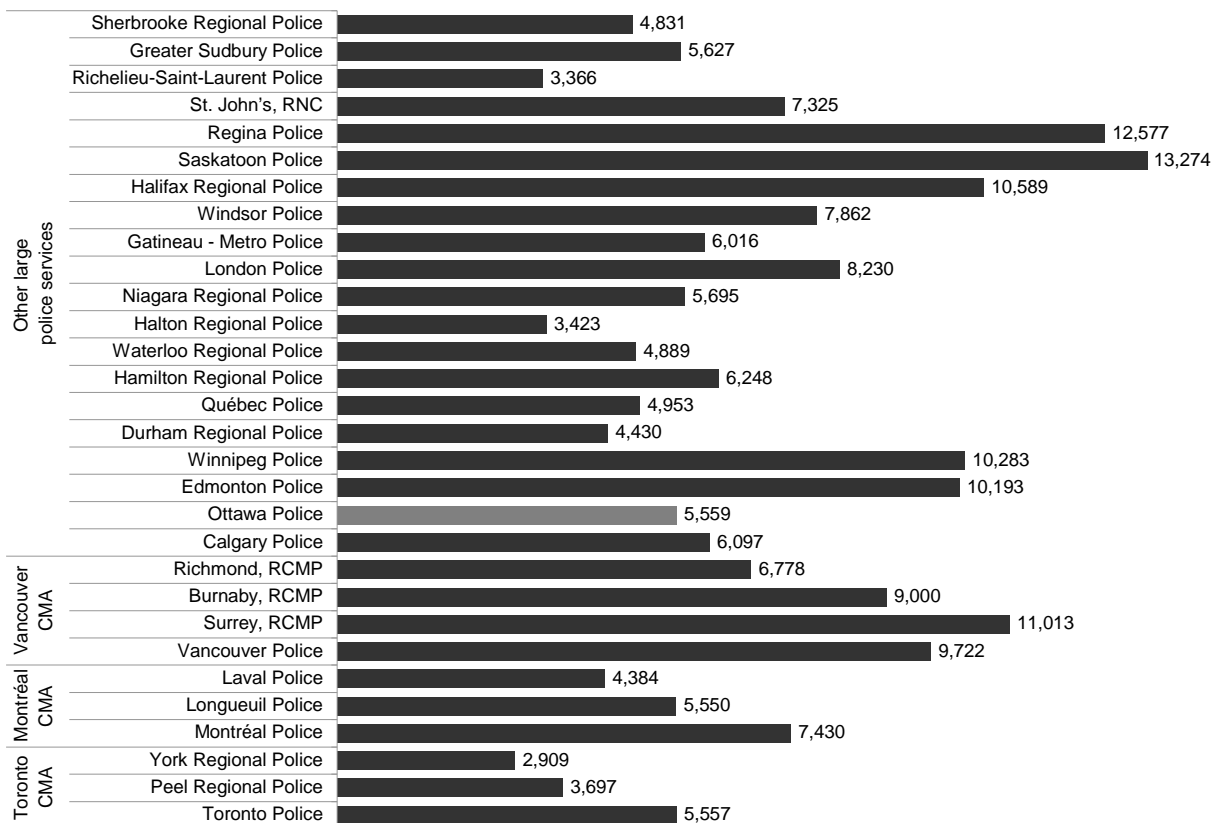
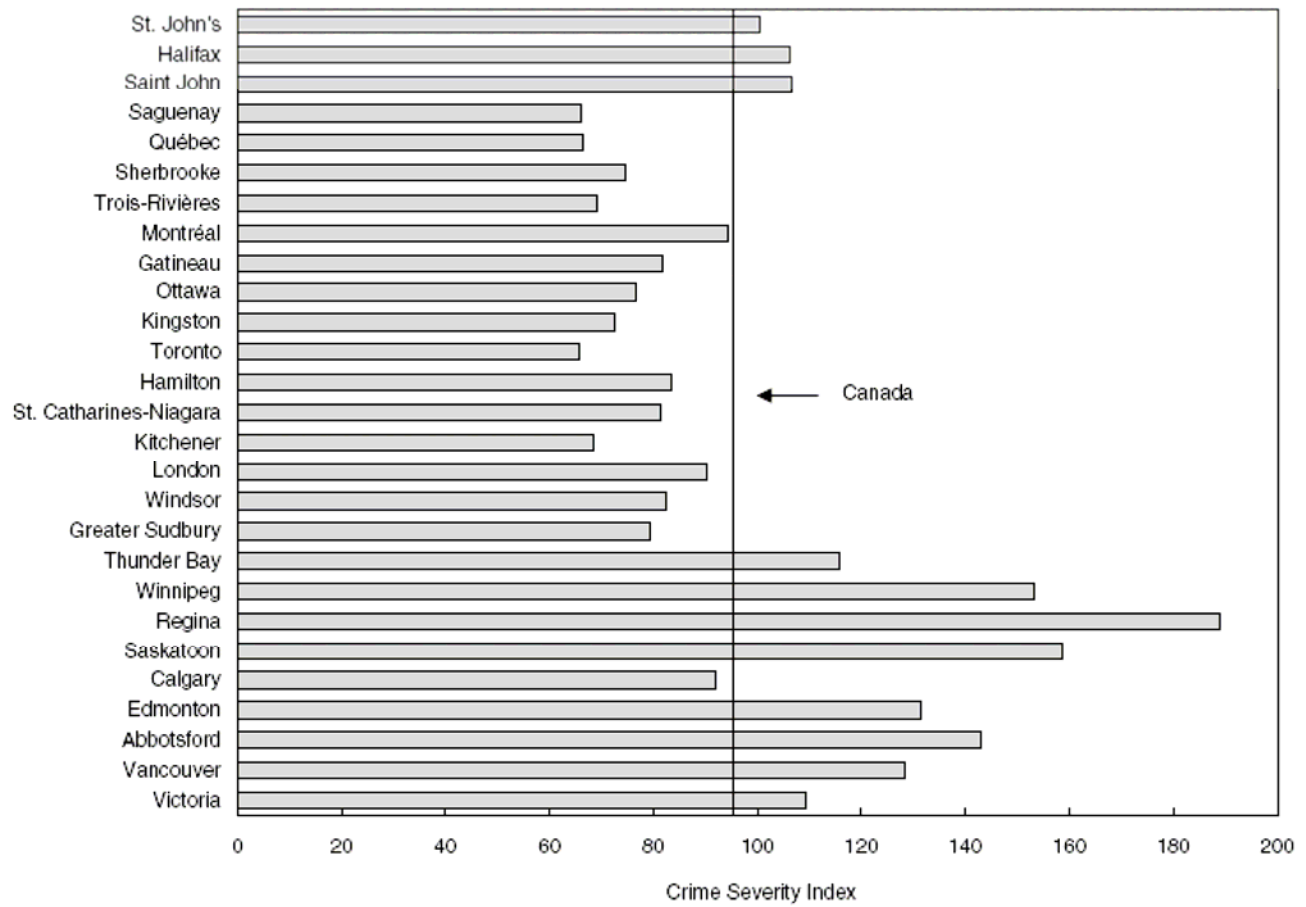


Figure 1: 2008 'Crime rates in the 30 largest municipal police services'<sup>1</sup>

In April 2009, Statistics Canada introduced a new tool for measuring police-reported crime in Canada that for the first time tracks changes in the severity of crime, not just volume. It is designed to measure change in the overall seriousness of crime, as well as relative differences in the seriousness of crime, and will be an additional tool to further understand the evolving nature of crime in Canada. The 2007 Crime Severity Index for the Ottawa census metropolitan area is 76.6.

<sup>1</sup> Statistics Canada. (2008). Police Resources in Canada, 2008. (Catalogue no. 85-225-X) Statistics Canada.

Chart 1.7  
**Crime Severity Index, census metropolitan areas, 2007**



Source(s): Statistics Canada, Canadian Centre for Justice Statistics, Aggregated Incident-based Uniform Crime Reporting Survey.

# Environmental Scan

## D. Community Input and Engagement

### Ottawa Police Service

#### 1.0 Public Survey of Policing Services

The 2008 Public Survey on Policing Services in the City of Ottawa was the fifth in a series of formal public consultations since 1995. Similar public surveys were conducted every three years between 1995 and 2006. The purpose of the survey is to gather residents' feedback on perception of safety and security in their communities, priorities for the police, and satisfaction with police services.

The OPS distributed the 2008 Public Survey questionnaire to 7,217 households selected by postal code, 304 in each of 23 wards, plus an extra 75 in each of Rideau-Vanier, Somerset and Capital wards to ensure adequate response in those particular wards. Completed surveys were received in December and early January and analyzed at the division, district, and ward level geography.

A total of 2,508 individuals participated in the survey, representing a response rate of 35%. By convention, surveys of 2,508 respondents are deemed accurate to within approximately 1.9 percentage points 19 times out of 20. The 2008 Public Survey was further improved with the inclusion of additional quality of life and crime-specific measures that reflect changes to the community safety environment in Ottawa. In addition, the 2008 questionnaire allows a comparison among wards, an enhancement to previous OPS surveys.

Overall, the 2008 survey returned positive results, which enhances our knowledge of community priorities, and identifies opportunities for service improvement. The results indicate that there has been ongoing improvement in all baseline measures compared to previous consultation efforts.

#### Highlights

Ottawa residents who responded to the survey told us:

##### *Perceptions of Crime in the City of Ottawa*

- Just under half (43%) perceived that crime in Ottawa has increased over the past three years, down from 54% in 2006. Forty-four percent (44%) of respondents believe crime has remained the same, versus 39% in 2006. Perceptions of changes in the crime rate are relatively homogeneous across the City.

##### *Perceptions of Crime in Ottawa Neighbourhoods*

- Perceptions of the level of neighbourhood crime in 2006 and 2008 have remained consistent since 2002. The majority of respondents (63%) reported that crime in their neighbourhood has remained the same or decreased (14%) over the past three years. Twenty-three percent (23%) reported that crime has increased, which represents a moderate reduction since 2006 and 2002.
- The feeling of safety in Ottawa neighbourhoods has remained relatively constant since 2002. While the majority of respondents (91%) felt safe walking alone during the day, just over half of respondents (59%) indicated that they felt safe walking alone in their neighbourhood after dark, representing a slight increase from 56% in 2006 and a more significant decrease from 65% in 2002.

*Public Concerns for Crime and Disorder –City and Neighbourhood*

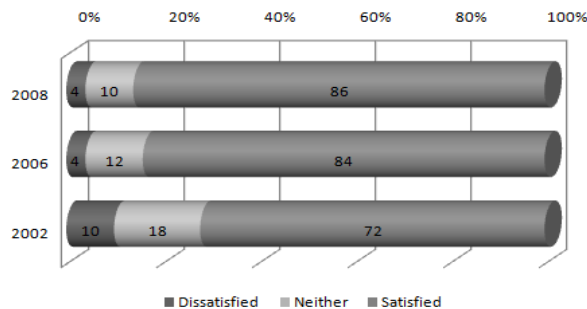
- Despite some fluctuations to the order of concerns, City and neighbourhood level priorities have reminded relatively consistent since 2002.
- Two concerns have emerged as a priority since 2006 at both the City and Neighbourhood level. Identity Theft has increased as a priority for Ottawa Neighbourhoods while Homelessness has emerged as a concern at the City level.

| <b>Top Five Concerns in Neighbourhood</b> | <b>Total Concerned %</b> | <b>Top Five Concerns in City of Ottawa</b> | <b>Total Concerned %</b> |
|---|--------------------------|--|--------------------------|
| Speeding Cars/aggressive driving          | 60                       | Presence of drugs/drug dealers             | 80                       |
| Break and enter/Burglary                  | 51                       | Youth crime/violence                       | 79                       |
| Theft from Vehicles                       | 49                       | Speeding Cars/aggressive driving           | 75                       |
| Vandalism to Property                     | 49                       | Robbery                                    | 74                       |
| <i>Identity Theft</i>                     | 46                       | <i>Homelessness</i>                        | 73                       |

*Satisfaction with OPS Services*

- Respondent’s level of satisfaction with the quality of police service has increased slightly to 86% in 2008, up from 84% in 2006. Only 4% were dissatisfied with the quality of service, in line with findings from 2006 (4%). Overall, satisfaction scores have increased steadily since 2002.

**Survey Question 24**  
*“Overall, how satisfied are you with the quality of the service provided by the Ottawa Police?”*



*Perceptions of Police Performance*

- The majority (68%) reported that the OPS are doing a good or very good job while almost none believe that performance is poor or very poor. Ottawa citizens consistently rate OPS performance highly in a number of areas: being approachable and easy to talk to; enforcing the law, police presence in police vehicles; doing everything to help and be of service; and responding promptly to emergency calls. One modest departure from the average involves Central East District residents reporting top performance scores for police presence in police vehicles.
- The OPS receives high performance scores virtually everywhere across the city. The highest nominal scores coming from East residents (72%) and the lowest from Central West residents (64%).
- A high proportion of respondents reported “don’t know” when asked to rate the performance of the OPS with respect to helping victims of crime, providing services in other languages and the Ottawa Police web site. For this reason, these areas rate much lower than other services of the OPS.

## *Perceptions of Police Quality*

- The quality of the police service in Ottawa has increased significantly since 2002 – 43% of respondents said that service had improved (31% in 2006 and 30% in 2002), 52% thought it had stayed the same and only 5% thought it had deteriorated, a significant decrease from 2002 (16%).
- Nearly sixty percent (60%) had reported that they had contact with a police officer in the past three years. Of those, 90% agreed that the officer was courteous and professional, representing an increase in satisfaction. Eighty-four percent (84%) were confident in the officer's ability to handle the situation. In order to encourage more input and to improve feedback, the OPS asked respondents to report their contact with a police officer over a three-year period. For this reason, comparisons to previous studies were not possible.

## *Victimization Profile*

- According to survey respondents, levels of victimization have remained stable in 2008. Twenty-one percent (21%) of Ottawans report that either they or a member of their family have been a victim of crime in the past three years. The extent of victimization reported in the 2008 Public Survey is comparable to that reported in previous surveys in 2006 and 2002, 17% and 18% respectively.
- Of those 21% of Ottawans who report being a victim of crime in 2008, the majority involved crimes against property (76%) while approximately sixteen percent (16%) of crimes were against a person.
- Residents of Rideau Vanier and Somerset Wards appear to have a moderately higher than average incidence of being a victim or having a family member who was a victim.

## **2.0 OPS Member Survey**

The OPS employee survey is a valuable tool for measuring employee satisfaction and morale that can be used to improve human resource functions, policy, procedure, accountability, and service to clients including the public as well as improving work/life balance for employees.

The member survey aims to measure these variables over time, comparing 2009 results with previous survey waves in 2002 and 2006.

The 2009 survey of approximately 1,800 members explored such topics as job satisfaction, work/Life balance and other job attributes, resources, supervision and senior management, skills and career/professional development, and member perceptions of operational performance.

The online survey produced approximately 750 completed surveys, a response rate of 41%. By convention, surveys of 742 respondents are deemed accurate to within approximately 2.8 percentage points 19 times out of 20. The analysis that pervades this section examines members' opinions as a whole as well as

comparisons among OPS ranks and by Division. For purposes of analysis, rank categories consist of: Civilian, Constable, Senior Officer/Director, Non-Commissioned Officer (NCO), and Special Constable. The Senior Officer/Director rank includes Inspectors, Acting Inspectors, Superintendents, and Deputy Chiefs. The NCO rank includes Sergeants and Acting Sergeants.

The age, gender, and rank demographic of the 2009 Member Survey is representative of the profile of all OPS members and civilians. The demographic profile of respondents in the 2009 survey is comparable to that of the 2006 survey.

The 2009 Member Survey appears to have more respondents who are female, more civilians, and a higher representation of respondents who are supervisors. Furthermore, there appears to be slightly smaller representation of respondents who have been working with the Ottawa Police for less than five years.

## Highlights

Ottawa Police Members who responded to the survey told us:

### *Job Satisfaction*

- An overwhelming majority of members (81%) are either satisfied or very satisfied with their job.
- The intensity of job satisfaction (very satisfied) is considerably higher among senior ranks compared to others. Nearly three-quarters (72%) of Senior Officer/Directors express intense satisfaction with their job compared to only 33% of members as a whole. Special Constables are generally the least satisfied.
- Members are broadly agreed (92%) that the work they do is important to the OPS. They are slightly less inclined to believe that they are well paid (80%).

### *Work/Life Balance and other Job Attributes*

- Most OPS members (83%) are satisfied with their current work/shift arrangement. This is the job attribute to elicit the most satisfaction. The adequacy of physical fitness facilities and equipment elicits the least satisfaction (46% of members).
- With few exceptions, Senior Officers/Directors provide a higher rate of positive or satisfied responses than other ranks. Civilians and Special Constables tend to display the lowest rate of positive or satisfied responses. Constables appear to differ slightly from other ranks in being less satisfied with being able to get time off when required, the OPS' providing adequate support services, and the quality of the physical fitness facilities.
- There appear to be some modest Divisional differences. Where the Divisions differ in their assessments, the pattern is for members of Executive Services to be more satisfied than members of other Divisions.
- With few exceptions, the general tendency is for members aged 55-65 years to give more positive assessments than their younger co-workers.

### *Resources*

- Members are in most agreement that the workload is reasonable (68%) and resources are adequate to do their job (68%). Less than a majority concurs that the OPS dedicates sufficient resources to intelligence gathering and analysis (41%).
- Members as a whole concede that getting the right information to do the job is reasonably easy (64%); Special Constables seem less certain of this than others (53%).
- Members of the three Patrol Services Divisions, West, Central and East, tend to more likely feel that "the OPS dedicates sufficient resources to intelligence gathering and analysis," than do members at other Divisions.

### *Supervision*

- Many of the roles of supervisor are assessed very favourably but the performance review system elicits only moderate favour. The single most favourably approved element relates to supervisory expectations. As many as 82% of members agree that they know what their supervisor expects of them.
- There appear to be some modest differences among age groups. Members aged 55-65 years appear to give a less positive assessment of supervision than others.
- Where the Divisions differ in their assessments of the supervisory function, the main pattern is for members of Executive Services to be more satisfied with supervision than members of other Divisions. Members who currently work in Executive Services tend to have the highest intensity of agreement (high percent strongly agree) with items asserting the quality of supervision.

### *Work Unit*

- Members see their units as functioning successfully; 86% of members agree that their work unit works well as a team. Members give a less favourable assessment of the OPS' success in assigning qualified people to do the job.
- With few exceptions, Special Constables appear to give the least favourable assessments on all aspects. Senior Officers/Directors give the most favourable assessments.
- There appear to be some modest differences among Divisions. The main pattern is for members of Executive Services to be more satisfied with their work unit than members of other Divisions. With few exceptions, members who currently work in Executive Services tend to have the highest intensity of agreement (percent strongly agree) with statements regarding their work unit.
- There appear to be some modest differences among age groups with respect to the assignment of qualified personnel. Members aged 55-65 years appear to give a less positive assessment than their younger co-workers that in their work unit, they assign qualified people who can do the job.

### *Respectful Workplace*

- Overall, members feel that respect in the workplace issues have decreased (20%). Senior Officers/Directors and NCOs appear more likely to feel that respect related issues in the workplace have decreased—28% and 29%, respectively. Special Constables appear the most likely to feel that respect related issues in the workplace have increased (18%) compared to other rank and file.
- Management's general ability to respond to matters relating to respect tends to be assessed favourably whereas the Respectful Workplace policy tends to be assessed poorly. The single most favourably approved element is the following item: "I am confident in my manager's ability to appropriately respond to matters relating to respect in the workplace." As many as 66% agree while only 11% disagree.
- The Respectful Workplace policy elicits modest assessments from members. The specific agree-disagree item is "The Respectful Workplace policy, program, process, tools (e.g. Respectnet.ca), and forms are practical and easy to use." Only 23% agree while 14% disagree.
- With few exceptions, senior ranks tend to be the most content with aspects of the Respectful Workplace and Special Constables, the least.

### *Skills and Career/Professional Development*

- Secondment opportunities and appropriate training are assessed favourably by members, 71% and 64%, respectively.
- The items concerning transfer decisions and promotions elicit highly unfavourable assessments. The specific agree-disagree item that is assessed the most unfavourably is: "Promotions in this organization are made on the basis of individual skills and experience." Only 14% agree while 57% disagree. Also, members demonstrate a high intensity of disagreement (Strongly disagree) with the promotional process (30%). These findings are consistent with those in 2006
- In all cases, senior ranks tend to assess items on skills and professional development more favourably than other ranks. Agreement scores are considerably lower for statements concerning career advancement, particularly among Special Constables.

### *Senior Management*

- Senior management receives moderately favourable assessments from members. The most favourable assessment in the list of senior management assessments pertains to good

management-employee relations in general. In practice, 41% of members agree that relations are good while 21% disagree.

- The decision making process and the rapport between Executive Command and the Senior Officer's Association elicit unfavourable assessments by members. One specific agree-disagree item is: "The decision-making processes at the level of senior management are transparent." In practice, 12% agree while 42% do not. These findings are consistent with those in 2006.
- Senior ranks tend to be more satisfied than members as a whole. In practice, Constables and Special Constables are less satisfied than others.

### *Operational Performance*

- Responding to youth crime (48%) and crime prevention (48%) receives lowest performance scores from members. In comparison, respondents to the 2008 Public Survey rated these categories as 32% and 38% respectively (rated as good or very good).
- Ensuring public safety and security at public demonstrations (77%) and respect shown for different groups (75%) receive top performance scores from members. In comparison, the 2008 Public Survey respondents rated these categories as 55% and 40% respectively (rated as good or very good).
- Senior ranks give the highest performance scores while Special Constables give the lowest. Two exceptions to this pattern emerge. NCOs are more positive than other ranks about "the ability of the Ottawa Police Service to provide services in both official languages," and about "the ability of the OPS to investigate and solve crime."

### *Organization*

- Members are inclined to recommend OPS as an employer (78%) and to perceive the public as believing that the OPS provides good policing services to Ottawans (77%).
- Statements concerning communication between Divisions elicit the lowest scores; members do not agree that OPS Divisions communicate well with each other.
- Senior ranks tend to give the highest favourable assessments compared to all other ranks. However, senior officers are comparable to other ranks in their assessment about whether the "community should have more input regarding priorities for policing."
- Members believe that the French language receives adequate attention.

### *Priorities for the Ottawa Police Service*

- Resourcing/budget/tenure/staff/recruitment (92%), serving and protecting the community (89%), and the public perception of police (24%) emerge as the top three priorities for the OPS.

## **3.0 Community and Stakeholder Engagement**

In addition to the quantitative research that is conducted for the 2009 Environmental Scan, the Ottawa Police Service solicits community input from a variety of sources including input received at Police Service Board regular meetings and community forums, and through ongoing consultation and discussion with our community based policing partners (e.g. COMPAC, GLBT), the Mayor and Councillors, community organizations, businesses and

business associations, school boards and other policing and emergency services partners.

In 2008, the Ottawa Police Services Board introduced a Community Engagement Strategy aimed at improving relationships with key community partners, communicating better with the public and Councillors, providing opportunities for community engagement, and educating others about the Board and its work. One of the components of the Community

Engagement Strategy was to develop and enhance relationships with key community partners by inviting them to meet informally with the Police Board for a dialogue about issues or

concerns and solicit input to the business planning process and the 2009 Environmental Scan.

#### *School Boards*

- Participants commented on the positive relationship between the school boards and the OPS, including the partnership through the Regional Safe Schools Committee. The primary policing contact for a school is the School Resource Officer, which was recognized as a valuable community resource and critical in building trust and positive relationships between children and the police.
- With over 350 schools and 105,000 students in Ottawa there are a variety of challenges facing the school boards. To address some of these challenges there is a focus on prevention and early intervention programs that include restorative justice initiatives, anti-bullying, anger-management, mentoring, and counseling programs.

#### *The Council on Aging of Ottawa*

- The Council works with and for seniors in the community to voice issues and concerns to all levels of government and to the public. In preparing for the dialogue with the Police Services Board on February 23, 2009, the Council on Aging solicited input on issues of policing concern from their members and constituents. Over a dozen partner organizations, front-line workers and seniors took the opportunity to submit policing and community safety concerns facing seniors.
- The main themes of concern were the ability and knowledge on how and when to access supports/the system, including calling police; adequate and affordable housing; ageism and negative attitudes towards the elderly; an aging population and its changing diversity; elder abuse (e.g. physical, financial, emotional); scams/cons; mental health/depression/dementia; driving and road safety; and vulnerability/fear (e.g. isolation, lack of mobility, ability and knowledge on how and where to call for help).

#### *Business Improvement Areas*

- An invitation to meet with the Police Board was extended to representatives of business improvement areas (BIAs) in the City of Ottawa. The session was held on March 9, 2009. Representatives from seven BIA's were able to attend.
- The representatives expressed general satisfaction with policing services, and noted the positive and strong relationships with Community Police Center Officers and with District officers in the community (e.g. Beat Squads, Officers on bikes), as well as the many joint efforts and collaboration on community-oriented policing projects (e.g. Panhandling, Street Ambassador Program). Graffiti, break and enters, and drug dealing were common crime concerns.

#### *Police Service Board Information Sessions*

- Additional input has been gathered through a series of community information sessions on topics of broad community concern or interest to the citizens of Ottawa. Hosted by the Police Services Board, the sessions have been well received by the community, with an average of 100 interested community members having attended each of the following sessions:
  - Combating Drugs in Our Communities (April 21, 2008)
  - Protecting our Kids (June 12, 2008)
  - Engaging Communities in the Justice System (September 8, 2008)
  - Safeguarding your Identity (April 6, 2009)

Additional community input has been gathered through:

- Ongoing community meetings at the neighbourhood and district level;
- The Ottawa Police Services Board information Session on Police operations for City Councillors (October 17, 2008)
- Survey on perceptions of safety, community priorities and levels of satisfaction with policing services distributed to the Mayor and City Councillors.

# Environmental Scan

## D. Policing and Legislative Trends

### Ottawa Police Service

The community's expectations of the police are in some respects constant, and in others, constantly changing. Changing expectations and demands compel police services to continuously examine how they deliver and manage their services.

Police services must keep pace with a variety of policing, demographic and crime trends and

legislative changes in order to manage and reduce crime; respond to the needs and expectations of the community they serve; and meet the needs and expectations of their employees. When an issue impacts the community, the police services must take action in order to ensure community safety and maintain the trust of the community.

### Highlights

#### Youth Crime

"Canadians often express serious concerns about youth crime and misgivings about the justice system response when asked about the safety of their community." "The Review of the Roots of Youth Violence", published in 2008 by the Ontario Government, prefaces that while Ontario is a safe place, there has been an increase in serious violent crime involving youth. Ottawa residents have routinely identified that youth crime/violence among the top five community concerns in OPS Public Surveys.

Communities must take a proactive approach and invest in youth to reduce youth crime and violence. To address the myriad of issues that underlie youth crime and violence, there is a need for an integrated approach to youth intervention involving police, social workers, schools, public health workers, and community planners. It requires a multi agency approach to problem solving, in which the police will be a partner.

While the Ottawa Police are engaged in suppression and enforcement activities, the OPS must continue its efforts to implement its Youth Strategy that includes a five-pillar approach, including integrated program and initiatives focused on Education, Early Identification and Intervention with many community-based youth agencies.

#### Victim Assistance

Police will continue to play a crucial role in assisting victims, as police officers are often the first contact for those who have been a victim of a crime. Assistance is both proactive and reactive. Much work can be done to educate the community and vulnerable populations to reduce the risk of victimization or re-victimization. Partnerships and linkages with other community agencies are required to ensure that victim needs are addressed during and beyond prosecutions.

Recent initiatives are underway in the National Capital Area that will enhance the delivery of victim assistance services by the many partners and community agencies currently involved in protecting and providing victims assistance services in the National Capital Region.

#### Drugs and Organized Crime

Drugs, guns and gangs are common threads in much violent crime. Ottawa's drug scene is reflective of international trends regarding drugs, gangs, organized crime and violence. Ottawa police must continue to deal proactively with the drug problems in our community and ensure that we are working closely with all our partners to reduce and prevent the harm to the community and individuals caused by drug trafficking and drug use.

## Fraud

Fraud, in its many forms is perhaps the fastest growing crime problem globally. New methods and forms of identify theft and fraud, are emerging rapidly and law enforcement is struggling to keep pace with the expanding scale and scope of the problem. Most of the growth is driven by opportunities provided through the expansion and evolution of information technology and the involvement of organized crime in fraud.

Due to the clandestine nature of the offence, victims of fraud and identity theft are often victimized through no fault of their own. To prevent and reduce this crime that preys on the innocent, the naive and the vulnerable, police services must work with community partners to identify best practices to tackle identity theft and other fraudulent offences. Further, police must acknowledge that fraud is no longer just a property crime, but that it has roots in organized crime and terrorism.

Ottawa is no different from any other Canadian city with its experience with this crime. Policing agencies must commit resources, professional development and training to keep pace with technology. As well, police can expect to play a more significant role in developing pro-active measures such as educating the public about risks and vulnerabilities to fraudulent activities.

## Partnerships

Police Services acknowledge that more proactive activities need to be taken, in partnership with other stakeholders to reduce crime. While there are many opportunities for partnerships with Third Sector agencies, such as in crime prevention programs, public safety agencies are becoming mindful of the need to clearly articulate the parameters of these relationships.

Those partnerships are not only local, but also international. Canada is recognized around the world as a leader in civil policing, particularly the Ottawa Police Service. Request for resources, assistance and expertise in police forensics, training and enforcement are being supported by municipal Police Services, which like the OPS are sending representatives to all corners of the world to share expertise and

knowledge, and gain greater awareness and understanding from the host country.

## Human Resource Sustainability

The Police Sector Council has identified that police services are facing significant human resource challenges, due to an aging work force, forecasted high attrition rates, and increasingly complex and demanding work environments. In order to provide future quality police service, the police sector will have to develop strategies to attract and retain quality applicants.

The OPS is recognized as a leader in addressing this issue as it strives to be the "Employer of Choice for All". Over the past five years, the OPS has implemented a number of innovative programs and initiatives, such as the 2006 Census, variety of health and wellness programs, Respectful Workplace Program and the Outreach and Recruitment Program, that are aimed at attracting and retaining employees. Even with its success, the OPS must continue to focus on the challenge of attracting, supporting, and retaining members.

## Interoperability

Lack of interoperability in communications is an urgent problem affecting first responders. In a number of jurisdictions, response to emergency situations can result in uncoordinated approach and a fragmented chain of command that can hinder the ability to save lives, property, and infrastructure. Barriers to interoperable communications include incompatible or aging communications equipment, limited or fragmented funding, jurisdictional; or chain of command conflicts, availability of radio spectrum; the single most important issue appears to be the lack of coordination and cooperation among public safety agencies.

Public safety agencies have tried a variety of approaches, such as swapping radios, mutual-aid channels, and gateways that bridge two or more radio systems. Although all of these provide some benefit, none completely solves the inherent limitations of interoperability radio communications.

Addressing the challenge requires reframing from radio interoperability to more general communications interoperability that will ensure

a coordinated inter-jurisdictional multi-agency response to a variety of day-to-day safety operations (e.g. Presidential visits, major events, demonstrations) and emergency situations (e.g. terrorism, natural or technological disasters, major events and demonstrations).

As the nation's capital, the Ottawa Police, in association with law enforcement agencies and emergency services partners is working in a collaborative and coordinated approach through INTERSECT and other partnerships, to become interoperable.

### Public Trust, Accountability and Ethical Standards

Incidents involving alleged police misconduct have created concern for police leaders and civilian oversight bodies. There has been notable public demand to ensure that honesty, integrity and ethical conduct are emphasized as essential core values of policing.

The cost of police misconduct is high. It erodes public trust and confidence. Misconduct can have a wide reaching impact on police/community relations from reduced cooperation in police investigations, discouraging community mobilization and partnering, and adversely impact recruitment initiatives, especially in diverse communities. Alleged and proven police misconduct also has a demoralizing effect police members, their families and the organization.

In order to reduce the likelihood of misconduct from occurring and ultimately reduce the harm associated with police misconduct, police services have placed greater emphasis on Risk Management initiatives. The Ottawa Police Service has invested in risk management and quality assurance programs and initiatives, and this must continue to maintain public trust, accountability and ethical standards.

### Terrorism

Terrorism remains a pressing global threat and law enforcement agencies continue to work with other public safety partners to respond to security issues that threaten Canada. World events, real and perceived gaps in wealth, prosperity and opportunity continue to increase our vulnerability to terrorist attacks against

persons, property, our economy and public infrastructure. Municipal, provincial, and federal public safety partners can expect to contribute to this campaign for collective security, while preserving individual rights of Canadians.

Recent events show that Canada is no longer insulated from the world of terrorism. Terrorism has become a Canadian reality. This reality has forced Canadian police services to consider terrorist activity in their jurisdictions, share intelligence with other law enforcement partners and develop strategies and partnerships to prevent and combat possible terrorist activities.

### Emergency Preparedness and Business Continuity

Although Terrorism remains a pressing global threat, disease, natural and technology (e.g. Black outs, Brown-outs) disasters are becoming a primary risk to public safety and security. It has been estimated by the World Health Organization that an influenza pandemic could occur at any time within the next few years, and the requirement for a co-ordinated disaster management plan between all levels of government and emergency services.

The Ottawa Police is a partner with the City of Ottawa and other agencies in the National Capital Region in identifying operational requirements and in developing a number of emergency planning tools to bring Ottawa Police to a state of readiness and ensure business continuity in the event of an emergency.

### Fiscal Pressures

According to the Federation of Canadian Municipalities-Strategic Counsel public opinion poll released in April 2008, policing is a priority among the key municipal services. According to the FCM in their publication, Towards Equity and Efficiency in Policing, the fastest growing area of municipal spending in Canada is fire and police protection, and policing costs are expected to continue to rise as governments strive to meet the growing public demand for safer communities.

Police Services across the country are facing financial pressures that have constrained their investments in the delivery of public policing and created pressure on municipal budgets.

Municipal Councils are addressing the issue by becoming more involved as opposed to leaving budget decisions to Police Boards. This continuing fiscal pressure and the operational realities of delivering police services, has lead to solutions such as cost-sharing programs with other levels of government (e.g. Government of Ontario's 1,000 Officer Program) and the use of technology to improve efficiency.

### Integrated Approach to Crime Management/Reduction

The problem of crime prevention and reduction requires an integrated approach to problem solving. The integrated approach should be built on healthy partnerships between the police, community members, health care workers, social workers, teachers, universities, members of the justice community and the city. Police do not and should not solely own the problem of crime prevention and reduction, but are partners in the process.

# 2009 Environmental Scan

## E. Conclusion

Ottawa Police Service

The compilation of research and community input in the 2009 Environmental Scan is intended to stimulate discussion and facilitate the identification of key strategic issues facing the Ottawa Police Services over the next three to five years. Further, it will assist the Ottawa Police Services Board and Police Service with the identification of the strategic priorities, goals and outcomes for the 2010 to 2012 Business Plan.

It is a snapshot in time, and the Police Service will continue to conduct its own research and monitor data, research trends and external research at the local, provincial, national and international scene as it becomes available.

## **Contributions and References**

### **Ottawa Police Service 2009 Environmental Scan**

Ottawa Police Service

[Traffic and Calls for Service Statistics - Crime Reports Ottawa Police Service 2008.](#)

COMPAS Public Opinion and Research

[Ottawa Police Service Public Survey on Policing Services.](#) March 2009.

COMPAS Public Opinion and Research

[Ottawa Police Service 2009 Members' Survey.](#) May 2009.

Ottawa Police Service

[Mayor and Councillors' Survey on Policing Services.](#) 2008/2009.

Statistics Canada 2006 Census

[Immigration in Canada: A Portrait of the Foreign-born population \(Catalogue no. 97-557-XIE\) Statistics Canada](#)

<<http://www12.statcan.ca/census-recensement/2006/as-sa/97-557/index-eng.cfm>>

Statistics Canada 2007 Census

[Portrait of the Canadian Population in 2006, by Age and Sex \(Catalogue no. 97-551-XIE\) Statistics Canada](#)

<<http://www12.statcan.ca/census-recensement/2006/as-sa/97-551/index-eng.cfm>>

Ottawa Police Service

[Information and Technology Services Strategic Plan 2007-2009.](#)

University College of the Fraser Valley. School of Criminology and Criminal Justice.

[A 30 Year Analysis of Police Service Delivery and Costing "E" Division; Research Summary.](#)  
Brantingham, Paul et al

<[http://www.ccsr.ca/\\_assets/publications/CCJR%20-%20Publication%20-%20Analysis%20of%20Police%20Service%20Delivery%20and%20Costing.pdf](http://www.ccsr.ca/_assets/publications/CCJR%20-%20Publication%20-%20Analysis%20of%20Police%20Service%20Delivery%20and%20Costing.pdf)>

CACP Report Fall 2008.

[Canadian Association of Chiefs of Police Bulletin.](#)

<<http://www.cbupub.com/cacp/fall2008/index.html>>

CACP Report Spring 2008.

[Canadian Association of Chiefs of Police Bulletin.](#)

<<http://www.cbupub.com/cacp/spring2008/index.html>>

CACP News Room. December 8, 2008.

[Police Chiefs to Develop Taser Policy, CACP Bulletin.](#)

<<http://www.cacp.ca/index/newscontent?contentId=625>>

Canadian Association of Police Boards

[Civilian Governance and Social Responsibility: Safety, Community and Sustainability Conference Report.](#) August 2008.

<<http://vancouver.ca/police/policeboard/agenda/2008/080618/CAPBConferenceAgenda.pdf>>

Canadian Police Research Centre – The Science of Safety and Security  
Making First Responder Interoperability a Priority – A Strategic Risk Management Issue NPSTC Board Meeting February 11, 2009  
<<http://www.google.ca/search?hl=en&q=Making+First+Responder+Interoperability+a+Priority&btnG=Google+Search&meta=&aq=f&oq=>>

CISCO Systems  
Beyond Radios: Redefining Interoperability to Enhance Public Safety  
<[http://www.cisco.com/en/US/prod/collateral/ps6712/ps6718/prod\\_white\\_paper0900aecd80535985.html](http://www.cisco.com/en/US/prod/collateral/ps6712/ps6718/prod_white_paper0900aecd80535985.html)>

Human Resources Department Canada  
Strategic Human Resources Analysis of Public Policing in Canada  
<<http://www.policecouncil.ca/reports/HRDCReportEnglish.pdf>>

Institute for the Prevention of Crime – University of Ottawa  
Making Cities Safer: International Strategies and Practices Issue Number 1  
<[http://www.socialsciences.uottawa.ca/ipc/pdf/MN\\_Making%20cities%20safer%20-%20ITL.pdf](http://www.socialsciences.uottawa.ca/ipc/pdf/MN_Making%20cities%20safer%20-%20ITL.pdf)>

Community and Policing Safety Branch – Solicitor General and Public Security  
The Future of Policing in Alberta: International Trends and Case Studies, March 2007  
Discussion Paper by: Sandra Lambertus and Rachel Yakimchuk

McLeans Magazine – June 16, 2006 issue  
Home Grown Terrorist Plot Thwarted

The Hon. Roy McMurtry, Dr. Alvin Curling  
The Review of the Roots of Youth Violence  
<<http://www.rootsofyouthviolence.on.ca/english/reports.asp>>

Office for the Prevention of Domestic Violence  
The Primary Aggressor Law  
<[http://www.opdv.state.ny.us/public\\_awareness/bulletins/spring1999/aggressor.html](http://www.opdv.state.ny.us/public_awareness/bulletins/spring1999/aggressor.html)>

Police Executive Research Forum  
Promising Practices – Law Enforcement Planning and Research Directors Forum  
April 25, 2007  
<[http://www.policeforum.org/upload/promising\\_practices\\_844554170\\_6182007091430.ppt](http://www.policeforum.org/upload/promising_practices_844554170_6182007091430.ppt)>

University of Illinois at Chicago  
Police Innovations Post 1980: Assessing Effectiveness and Equity Concerns in the Information Technology Era, Volume 1, Pages 11 – 44; March 2007, Dr. Dennis Rosenbaum  
<<http://www.socialsciences.uottawa.ca/ipc/pdf/kr1-rosenbaum.pdf>>

Schneier, Bruce. Schneier on Security.  
Wiley Press, September 2008.

Dr. Skogan, Wesley G.

Fairness and Effectiveness in Policing: Chapter 6: The effectiveness of Police Activities in Reducing Crime, Disorder and Fear

<[http://books.google.ca/books?id=vYbwwwALCNgC&pg=PA217&lpg=PA217&dq=the+effectiveness+of+police+activities+in+reducing+crime,+disorder+and+fear+skogan&source=bl&ots=s99o4KYbmy&sig=vUs-wZKRolWCD28Ar7BcQsG4jK8&hl=en&ei=ujJKSsPmLoW\\_twemut2MCg&sa=X&oi=book\\_result&ct=result&resnum=1](http://books.google.ca/books?id=vYbwwwALCNgC&pg=PA217&lpg=PA217&dq=the+effectiveness+of+police+activities+in+reducing+crime,+disorder+and+fear+skogan&source=bl&ots=s99o4KYbmy&sig=vUs-wZKRolWCD28Ar7BcQsG4jK8&hl=en&ei=ujJKSsPmLoW_twemut2MCg&sa=X&oi=book_result&ct=result&resnum=1)>

Strack, Gael B. San Diego Assistant City Attorney

She Hit Me Too. Identifying the Primary Aggressor; a Prosecutors Perspective

<[http://www.peaceathomeshelter.org/DV/readings/aggressor/She\\_hit\\_me.pdf](http://www.peaceathomeshelter.org/DV/readings/aggressor/She_hit_me.pdf)>

Hirshel, David

Domestic Violence Cases: what Research Shows about Arrest and Dual Arrest Rates

U.S. Department of Justice, Office of Justice Progress.

<<http://www.ojp.usdoj.gov/nij/publications/dv-dual-arrest-222679/welcome.htm>>

Dr. Irvin Waller

Less Law, More Order - The truth About Reducing Crime; Chapter 5: Police Smarter, not More

<[http://books.google.ca/books?id=xaHLVAvzNisC&pg=PA67&lpg=PA67&dq=police+smarter+not+more+waller&source=bl&ots=ISEdWRupW7&sig=E0UuZYqg2w5Ymoa\\_ZHpJ5fyyI3w&hl=en&ei=sDZKSo\\_pJI7IMOrZoawC&sa=X&oi=book\\_result&ct=result&resnum=1](http://books.google.ca/books?id=xaHLVAvzNisC&pg=PA67&lpg=PA67&dq=police+smarter+not+more+waller&source=bl&ots=ISEdWRupW7&sig=E0UuZYqg2w5Ymoa_ZHpJ5fyyI3w&hl=en&ei=sDZKSo_pJI7IMOrZoawC&sa=X&oi=book_result&ct=result&resnum=1)>

Royal Canadian Mounted Police

2008 Environmental Scan

Toronto Police Service

2008 Environmental Scan

Federation of Canadian Municipalities,

Towards Equity and Efficiency in Policing.

<<http://www.fcm.ca/CMFiles/Policing%20Report1MQG-5292008-4453.pdf>>