



Project Charter for the Development of Pan-Canadian
Essential Regulatory Requirements for Paramedics
(PERRs for Paramedics)

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COPR Project Charter for the Development of Pan-Canadian Essential Regulatory Requirements for Paramedics

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1.0 INTRODUCTION AND BACKGROUND

The Canadian Organization of Paramedic Regulators (COPR) advances consistent and best practices in regulation, enhances public accountability and facilitates mobility of paramedics nationally.

In April 2020, as part of updating the organization's three-year strategic plan, COPR directors embraced their legislated mandate of public protection by setting a strategic priority to develop pan-Canadian essential regulatory requirements for paramedics. Given the National Occupational Competency Profile (NOCP) was published over a decade ago, there was a need for COPR to lead the development of a more current document that would both guide and support the provincial regulators to regulate the delivery of safe and effective care by paramedics.

In February 2021 the COPR Board of Directors held a Forum consisting of three virtual meetings with the following objectives:

- Gain an understanding of the environment by exploring current processes and other approaches in the use of standards and competency framework documents.
- Identify issues and implications for COPR to develop a regulatory focused standards and competency profile framework.
- Define the problem(s) to be solved via regulatory focused standards and competency profile framework.
- Decide on any next steps and priorities for COPR regarding regulatory focused standards and competency profile framework.
- Confirm communication and outreach plan for COPR based on the forum discussions and decisions.

At the February 22, 2021 meeting, the Forum attendees agreed that the Paramedic Regulators must have a harmonized/unified approach for new pan-Canadian essential requirements to reflect and specifically focus on the needs of the public and patients for safe, effective care by paramedics. Further, they recommended that COPR draft a Project Charter for the development of pan-Canadian *essential regulatory requirements* for review by Council at the April 2021 meeting.

The purpose of this ***Project Charter is to act as a road map for stakeholders*** involved in the development of **Pan-Canadian Essential Regulatory Requirements (PERRs)** for paramedics.

Updates May 2022

Small copy edits were completed where “levels” of paramedic professionals was changed to “designations” and the project scope was qualified with respect to accreditation requirements (see page 2).

2.0 PROJECT PURPOSE AND BENEFITS

This project will develop Pan-Canadian Essential Regulatory Requirements (PERRs), integrated for the four distinct designations of paramedic professionals, that reflect and specifically focus on the needs of the public and patients for safe, effective care.

Specifically, *the PERRs* will

- support consistency and uniformity in education and practice by paramedicine professionals in each designation across Canada (e.g., EMR, PCP, ACP, CCP);
- reflect the continuum of essential practitioner competencies over the span of someone's career, including what is and is not included in the essential regulatory requirements (e.g., such as contextual or location specific performance requirements);
- support the labour mobility of paramedics from one jurisdiction to another across Canada;
- support the inclusion of internationally educated paramedics (or equivalent professionals) into practice in Canada;
- identify the expressed linkages between essential practitioner requirements across a variety of roles (e.g., who they do/not apply to);
- support a harmonized approach to the assessment (e.g., entry to practice examination);
- inform regulatory continuing competence and discipline programs;
- reflect current and anticipated scope of practice needs of the health systems, the public and patients including attention to professional conduct, patient rights, and public safety at the individual, community and population levels; and
- describe the required educational requirements.

While much is included, there are elements that will not be completed as part of the PERRs project. Specifically, out of scope in this project are:

- development beyond the four designations of paramedics¹ (e.g., flight paramedicine);
- commentary on the level of exit level credentials
- accreditation requirements beyond those that inform curriculum content
- operator requirements
- employment policies
- equipment requirements

The anticipated benefits of this project include:

- a harmonized approach to practitioner competencies;
- the ability to share consistency of measurement in competency assessment;
- the ability to measure competencies;
- a focus on patient safety;
- reflects current scope of practice;
- clearer definition of roles within the profession (e.g., educator, regulator, etc.);
- consistency and uniformity that reflects actual practice for educational purposes;
- national document(s) that can be regularly updated to ensure it accurately reflects **current** paramedic practice.

¹ The four designations of paramedics included in the project are Emergency Medical Responder (EMR), Primary Care Paramedic (PCP), Advanced Care Paramedic (ACP), and Critical Care Paramedic (CCP).

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3.0 PROJECT OBJECTIVES AND SUCCESS CRITERIA

The five objectives of this project and success criteria for each are outlined in Table 1

Objective	Success Criteria
1. Establish an effective governance structure to manage the project.	<ul style="list-style-type: none">• Project Steering Committee (PSC) approves project governance structure.• Project Management Team (PMT) and Secretariat are established.• Project committee members are appointed by PSC.• Project is completed within the timelines and budget.
2. Identify the framework(s) for the PERRs	<ul style="list-style-type: none">• PSC approves the framework(s) for the PERRs
3. Develop the PERRs	<ul style="list-style-type: none">• PSC approves the draft PERRs for consultation.
4. Conduct a pan-Canadian validation consultation on the PERRs	<ul style="list-style-type: none">• The pan-Canadian validation consultation is successfully completed and the PERRs are revised based on the feedback.
5. Finalize and seek approval in principle from COPR Board for the PERRs	<ul style="list-style-type: none">• COPR Board approves in principle the PERRs.

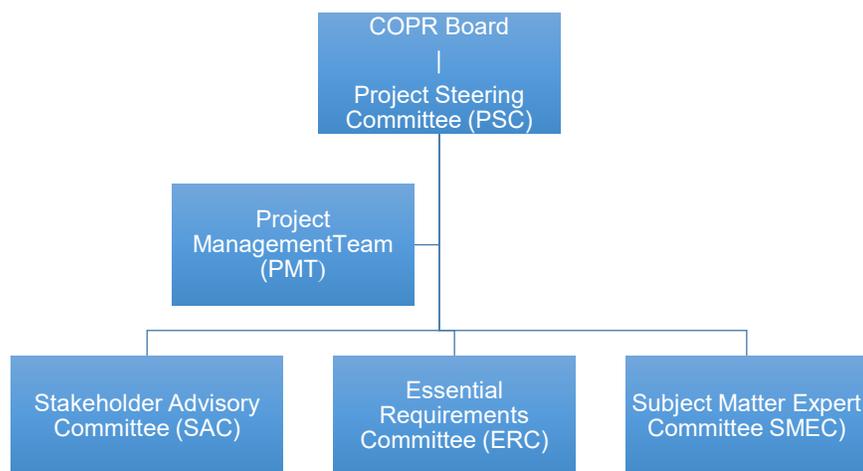
4.0 GOVERNANCE STRUCTURE

4.1 Governance Structure Overview

The overall project sponsor is COPR. The project governance structure includes the following (see Figure 1):

- A **Project Steering Committee (PSC)**, consisting of the COPR Director or as necessary a representative of each COPR member organization, who has the authority to speak on behalf of their organization. The PSC will act as the main oversight body for project governance and process. The Project Management Team will attend and provide support for all PSC meetings.
- A **Project Management Team (PMT)** to be responsible for the day-to-day operations of the project that would consist of:
 - Executive Director of COPR, representing the project sponsor COPR, to lead the 'Secretariat' functions including the overall coordination, administrative activities and financial management of the project.
 - Operational Consultant (OC) to provide strategic leadership and oversight to the project Secretariat.
 - Content Consultant (CC) to inform and lead the identification of the framework, the development *the PERRs* and the consultation on the document(s).
- A **Stakeholder Advisory Committee (SAC)**, consisting of representatives of key stakeholder groups, to provide input/feedback to the Steering Committee at key strategic points.
- An **Essential Requirements Committee (ERC)**, consisting of regulatory and educational representatives, to review options and make recommendations on the preferred framework(s) for the *PERRs*.
- A **Subject Matter Expert Committee (SMEC)**, consisting of individuals who have a good understanding of entry-level paramedic practice (for all designations) in Canada, to provide the "content expertise" necessary for the development of the *PERR*.

Figure 1: Pan-Canadian Essential Regulatory Requirements Project — Governance Structure



Details concerning the membership, recruitment, reporting, roles and responsibilities for each group are outlined in the Section 4.2.

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4.2 Committee Descriptions

The membership/recruitment/reporting and roles/responsibilities for each of the committees involved in the project are outlined in Table 2.

Table 2: Membership/Recruitment/Reporting and Roles/Responsibilities of Committees		
Group	Membership/Recruitment/Reporting	Roles/Responsibilities
Project Steering Committee (PSC)	<ul style="list-style-type: none"> Each COPR member organization confirm their representative to the PSC. The COPR Executive Director, Operational Consultant, and Content Consultant will be ex-officio non-voting members and provide support to the PSC. The Chair will be appointed by the COPR Executive. The PSC will report to the COPR Board. 	<p>The PSC will have the following responsibilities:</p> <ul style="list-style-type: none"> Provide overall direction and decision-making. Approve project plan including timelines, key milestones, and key points for decision-making. Recommend and approve membership of the committees. Facilitate effective linkages between this project and other related projects/work. Review activity reports/ budget updates and provide input as required. Provide regular reports to their organizations. Assist in marketing/circulation of the consultation survey to their registrants/stakeholders. Provide funding as per agreements. Facilitate seeking approval in principle for the final document(s) from their member organizations.
Project Management Team (PMT)	<ul style="list-style-type: none"> The PMT will consist of the Executive Director of COPR, The Operational Consultant and the Content Consultant. The Operational and Content Consultants will be recruited using a process overseen by the COPR Executive Director and COPR Executive. The PMT will report to the PSC. 	<p>The members of the PMT will have the following responsibilities:</p> <ul style="list-style-type: none"> COPR Executive Director: Lead the project 'secretariat' functions including overall coordination of the project work plan, administrative support/clerical activities, and financial management of the project. Operational Consultant: Provide strategic leadership and oversight to the PMT and secretariat to ensure successful delivery of operational project activities project. Content Consultant: Inform and lead the identification of the framework, the development of <i>PERRs</i> and the consultation on the document(s). See Appendix A for details on the responsibilities of each PMT member.
Stakeholder Advisory Committee (SAC)	<ul style="list-style-type: none"> The SAC will consist of 8-10 people with up to two representatives from each key stakeholder group (e.g., COPR, Paramedic Association of Canada, paramedic educators, paramedic education accreditors, and Paramedic Chiefs of Canada). Members will be nominated by stakeholders and appointed by the PSC. 	<p>Under the leadership of the Content Consultant, the SAC will have the following responsibilities:</p> <ul style="list-style-type: none"> Provide input/feedback to the Steering Committee at designated strategic points in the development process. Provide information to support the project. Facilitate effective linkages between this project and other related projects/work.

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Table 2: Membership/Recruitment/Reporting and Roles/Responsibilities of Committees		
Group	Membership/Recruitment/Reporting	Roles/Responsibilities
	<ul style="list-style-type: none"> The SAC meetings will be led by the Content Consultant. The SAC will report to the PSC. 	
Essential Requirements Committee (ERC)	<ul style="list-style-type: none"> The ERC will consist of five to eight members with expertise in regulation, entry-level education and evaluation. No more than 50% of the ERC members will be PSC members. ERC Group nominees will be recruited/appointed by the PSC. The ERC meetings will be led by the Content Consultant. The ERC will report to the PSC. 	<p>Under the leadership of the Content Consultant the ERC will assist in identifying the preferred framework(s) for the PERRs). Responsibilities will include:</p> <ul style="list-style-type: none"> Reviewing the results of an environmental scan. Weighing the merits and appropriateness of potential framework(s). Making recommendations on the selected framework(s) to the PSC.
Subject Matter Expert Committee (SMEC)	<ul style="list-style-type: none"> The SMEC will consist of eight to ten members including: <ul style="list-style-type: none"> a mix of educators and practitioners with a good understanding of entry to practice requirements; representatives of the four designations of paramedics²; a diversity of perspectives (e.g., practice areas, settings, urban/rural and geographic region). Nominees for the SMEC Group will be recruited and appointed by the PSC. The SMEC meetings will be led by the Content Consultant. The SMEC will report to the PSC. 	<p>Under the leadership of the Content Consultant the SMEC will provide “content expertise” in the development of the PERRs. Responsibilities will include:</p> <ul style="list-style-type: none"> Contributing to the development of the draft document(s). Providing feedback on the draft document(s). Providing feedback on the validation survey tool. Reviewing the findings from the survey. Making recommendations for revisions to the document(s) based on the survey findings.

4.3 Committee Functioning

Terms of reference (TOR) will be approved by the Project Steering Committee. TOR will clarify the meeting processes including managing conflicts of interest, confidentiality and communications. Conversations and documents deemed confidential will remain confidential.

Members are expected to raise issues and concerns in a timely and respectful manner at meetings.

In terms of decision-making, a consensus-building approach will be used whenever possible. Unanimous approval is not required. Decisions will be reached by majority consensus (members may not all agree, but are able to support the decision).

The final approval in principle of the PERRs is the responsibility of the COPR Board.

² The four designations of paramedics included in the project are Emergency Medical Responder (EMR), Primary Care Paramedic (PCP), Advanced Care Paramedic (ACP), and Critical Care Paramedic (CCP).

5.0 GUIDING PRINCIPLES, COMMITMENTS AND IMPLEMENTATION

5.1 Guiding Values and Principles

COPR's Values will inform the development of the PERRs and include:

- **Accountability:** Being accountable to each other, key stakeholders, and the public.
- **Collaboration:** Being cooperative, inclusive, reasonable and fair.
- **Innovation:** Breaking new ground/contemporary approaches, analytical, and responsive.
- **Respect:** Listening to and appreciating differences between each other and in stakeholder relationships.
- **Transparency:** Communicating with each other, stakeholders and the public in a way that is open, honest, comprehensive, and reflected in action.

The **guiding principles** for the PERRs document include that it will

- reflect the regulatory perspective,
- focus on the needs of the public/patient for safe effective care by paramedic professionals,
- be evidence informed,
- build on the work of other organizations and professions,
- consider both Colleges and Government Regulators,
- reflect the current continuum of paramedicine practitioner groups,
- reflect the current needs of patients, health systems, educational delivery and regulatory frameworks, and
- utilize consistent terminology across the continuum of paramedicine practitioner groups.

5.2 Commitments

The **commitments for this project from each COPR member** include

- providing information to and from their member organization;
- providing a financial contribution (financial and in-kind) as agreed upon, based on budget;
- assisting in the marketing and circulation of the validation consultation survey to registrants/stakeholders within their jurisdiction; and
- working with their member organization to seek approval in principle for the final *PERRs*.

5.3 Implementation and Renewal Plan

Once the final PERRs have been approved, the **proposed implementation plan** includes:

- COPR will translate and format the final documents for dissemination with input from communications professionals.
- COPR members will begin employing the PERRs within their jurisdictions, if and as locally possible.
- COPR will conduct a review of the examination blueprint, based on *the* PERRs.

The proposed **renewal plan** includes COPR establishing and funding a process to review the PERRs about every five years to ensure the current needs of patients, health systems, educational delivery and regulatory frameworks practice are reflected in the document(s).

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6.0 PROJECT PROCESS, KEY MILESTONES AND TIMELINES

The proposed project methodology will yield the PERRs, integrated for the four distinct designations of paramedic professionals, that reflect and specifically focus on the needs of the public and patients for safe, effective care.

The development process is expected to take 18 months (over three fiscal years) and will use a 'best practices' approach, including broad consultation with key stakeholders.

Details concerning the proposed project process, key milestones and timelines are summarized in Table 3.

Table 3: Project Process, Key Milestones and Timelines	
Objectives/Key Milestones	Proposed Timelines
Phase 1 Project Initiation	
<i>Objective: Establish an effective governance structure to manage the project.</i>	
<i>Key Milestones:</i>	
1.1 Finalize Project Charter	June 2021
1.2 Establish Secretariat	June 2021
1.3 Hire Operational, Content and Communication Consultants	July 2021
1.4 Initiate Communication Plan	July 2021
1.5 Confirm detailed project work plan	July 2021
1.6 Confirm PSC members,	July 2021
1.7 Official Start of Project – Hold first PSC meeting	Sept. 2021
1.8 Recruit members of ERC, SAC and SMEC	Sept.-Oct. 2021
Phase 2 Identification of Conceptual Framework(s)	
<i>Objective: Identify the framework(s) for the PERRs</i>	
<i>Key Milestones:</i>	
2.1 First meeting of ERC to discuss proposed approach to identify preferred framework(s)	Oct. 2021
2.2 Content Consultant to conduct environmental scan ³ and develop background paper to inform decision-making on preferred framework(s), including consultation with SAC.	Sept.-Nov. 2021
2.3 Meeting of ERC to discuss findings of background paper and select preferred framework(s)	Nov. 2021
2.4 Meeting of PSC to discuss findings of background paper and confirm selected preferred framework(s)	Dec. 2021
Phase 3 Development of the PERRs	
<i>Objective: Develop the PERRs.</i>	
<i>Key Milestones</i>	
3.1 Hold orientation meeting for SMEC	Jan. 2022
3.2 Content Consultant to develop draft PERRs based on selected framework(s)	Jan.-May 2022
3.3 Hold SMEC meetings to provide input into draft PERRs	Feb.-May 2022
3.4 PSC to receive project update	March 2022
3.5 Consultation with SAC to receive feedback on draft PERRs	April 2022

³ The Environmental Scan will focused on current and best practices and models in frameworks for essential regulatory requirements documents, including: competency frameworks; standards documents; in Canada and internationally; in/outside of paramedicine; for regulatory organization purposes.

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Table 3: Project Process, Key Milestones and Timelines	
Objectives/Key Milestones	Proposed Timelines
3.6 PSC meeting to: review draft PERRs), approve in principle for consultation, and finalize survey process	June 2022
Phase 4 Validation Consultation of PERRs	
<i>Objective: Conduct a pan-Canadian validation consultation on the PERRs</i>	
<i>Key Milestones:</i>	
4.1 Survey instrument(s) developed by Content Consultant, and pilot testing	July-Aug. 2022
4.2 Translation of draft PERRs and survey instrument	Aug. 2022
4.3 Administration of survey in conjunction with COPR members	Sept.-Oct. 2022
4.4. Analysis of survey results by Content Consultant	Oct.-Nov. 2022
4.5 SMEC meeting to discuss survey results and propose adjustments to the PERRs	Nov.2022
4.6 Revision of the PERRs by Content Consultant	Nov.-Dec. 2022
Phase 5 Finalization and Approval of the PERRs.	
<i>Objective: Finalize and seek approval in principle from COPR Board for the PERRs.</i>	
<i>Key Milestones</i>	
5.1 PSC meeting to review survey results and approve final document(s)	Jan. 2023
5.2 COPR Board approves in principle final document(s) Official End of Project	Jan.-Feb. 2023
5.3 COPR Members approve in principle final document(s)	March 2023
5.4 Final editing of document(s) in English	March 2023
5.5 Translation and final editing of French document(s)	March 2023
5.6 Development of communication plan and graphic design of final document(s)	March – April 2023

APPENDIX A: SECRETARIAT, PROJECT MANAGER AND CONTENT CONSULTANT RESPONSIBILITIES

Secretariat Responsibilities:

- Serve as a supporting member of the PSC.
- Manage the RFP process to recruit the Operational and Content Consultants.
- In collaboration with the Operational and Content Consultants, manage the day-to-day activities of the project within the framework of the project work plan, including regular reporting to the PSC.
- Meet regularly with the Operational and Content Consultants.
- Provide support and facilitate communication/coordination of all committee work including: preparing and distributing meeting materials and summaries, providing regular updates to members, and supporting informed decision-making.
- Manage the logistical aspects of any virtual and face-to-face meetings.
- Track and monitor the project budget and prepare reports on a regular basis.

Operational Consultant Responsibilities:

- Serve as a supporting member of the PSC.
- Provide strategic operational leadership and oversight to Secretariat to facilitate implementation of the project work plan.
- Working in conjunction with the Secretariat and Content Consultant:
 - develop detailed project work plan;
 - develop terms of reference, recruit and facilitate communication/coordination of activities of the PSC, ERC, SAC and SMEC;
 - prepare interim and final reports on the project activities and outcomes; and
 - prepare written materials and/or presentations to update COPR members and other key stakeholders on a regular basis.
- Other tasks or duties that may arise and that are mutually agreed-upon in writing as the project progresses.

Content Consultant Responsibilities:

- Serve as a supporting member of the PSC.
- Inform and lead the ERC in identifying the preferred framework for the PERRs.
- Inform and lead the SMEC in the development of the PERRs.
- Design, develop and administer a bilingual (English-French) online validation survey
- Analyze survey data in a manner that informs validation of the PERRs.
- Lead the SMEC group in a meeting to review the survey data and to make final decisions on proposed PERRs.
- Maintain records of ERC and SMEC activity, manage data, and produce key reports related to the development of the PERRs.