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Toronto Police Service Organizational Structure Review

Final Report

March 2013



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1.0 Background



Context: Delivering police services efficiently, effectively and with excellence



The Toronto Police Service (TPS) is a public policing organization, governed by provincial statute, the *Police Services Act*, R.S.O. 1990, and is the largest municipal police service in Canada. Its mission is to deliver police services in partnership with the communities it serves to keep the City of Toronto the best and safest place to be.

As of March 2011, the TPS embarked on a journey to identify opportunities to continue to deliver excellence in policing services in the most fiscally responsible way possible. This involves reviewing TPS administrative and business processes, the services it delivers and how they are delivered.

To that end, the TPS initiated a comprehensive internal review of all aspects of policing within the Toronto Police Service – known as the Chief’s Internal Organizational Review (CIOR). The *purpose* of the CIOR is to examine how the TPS conducts its business, and determine how to do it more effectively and more economically. The goal of the review is to create an enhanced and sustainable model for policing that is adaptive and flexible.

The CIOR is coordinated by the Chief’s Internal Organizational Review Team (CIORT) with a *mandate* to engage members to conduct reviews across all areas of the TPS. The TPS Organizational Structure Review (initiated in November 2012) is one of the many projects under the purview of the CIORT.

Scope: Identifying opportunities to improve effectiveness, efficiency and value



The Organizational Structure Review was initiated to identify opportunities to improve the effectiveness, efficiency and value with respect to the utilization of the TPS resources; and to become a more streamlined and effective organization that is well positioned and structured to meet future policing challenges.

The scope of the review is focused on creating conceptual organizational options and recommending an organizational model. Specifically, the scope of the Organizational Structure Review was limited to addressing the following four questions:

1. Are there opportunities for delayering TPS' current organizational structure?
2. Are there any further opportunities for civilianization of administrative/support positions that are currently performed by uniform members?
3. Are the spans of control at all hierarchical levels effective and appropriate, considering reporting relationships, required supervision and risks, and other factors impacting span of control.
4. Is the organizational structure properly aligned to effectively enable the delivery of services both externally and internally?

To address project objectives, the approach undertaken consisted of 3 phases: Scoping & Strategy, Assessment and Conceptual Design.

Note: The assessment of the TPS staffing model to right-size the full-time equivalent staffing numbers for officers and civilian staff within the TPS was not within the scope of this review.

Approach: Three phased collaborative approach to the Organizational Structure Review



To address the questions posed for the Organizational Structure Review, an engagement led by the CIORT was initiated that included 3 key phases:



2.0 Scoping & Strategy



Phase 1: Scoping & Strategy



Key activities



Identify Stakeholders and establish the governance model



Align on the project scope and guiding principles



Validate the project workplan & key milestones



Develop organizational model design criteria

Description

The project team worked under the oversight of the CIORT with direct support from the Staff Inspector and Inspector assigned to support the project team. Throughout the engagement, the TPS Senior Management Team, its members, the Chief and the Board were engaged.

The guiding principles of the Organizational Structure Review were defined in collaboration with the TPS and are directly related to the 4 key questions posed by the TPS as part of the scope of the Organizational Structure Review.

The workplan laid out the key tasks, dependencies and pace of work required to answer the key questions asked of the team within the established timeframe. The timeframe for the Organization Structure Review was defined by TPS to occur over a 13 week period.

Design criteria was developed with the TPS Senior Management Team as a means to assess the organizational options.

Phase 1: Guiding Principles



Four guiding principles developed with the TPS as part of Phase 1 serve as the anchor for the Organizational Structure Review.

Defined Scope	Guiding Principles
Can or should we delay the organizational structure?	Reduce unnecessary overlaps in responsibilities between ranks or positions
Do our spans of control make sense?	The spans of control should reflect the appropriate level of accountability and decision making
Are there opportunities for civilianization of our administrative & support positions?	Examine opportunities for civilianization in positions traditionally staffed with police officers, taking into account any legislative or regulatory requirements (e.g., Police Service Act, Adequacy Standards)
Are we structured the right way to deliver our policing services?	Recommended structural changes will enable the delivering of police services in a way that is effective, efficient and economical, while not reducing the level of service to the public

Phase 1: Design Criteria



Design criteria were developed in consultation with the TPS. These criteria drove the scope of work.

Category	Requirements
Strategy	<ul style="list-style-type: none">• Support innovation in policing excellence• Be adaptable and flexible• Support the Service Priorities• Focus on core policing activities• Promote continuous improvement
Leadership & Governance	<ul style="list-style-type: none">• Promote decision-making at the appropriate level• Align leadership around a customer service culture• Reinforce decision authorities and support the clear understanding of outcomes• Support the strategic placement of qualified leaders
Process & Technology	<ul style="list-style-type: none">• Clearly defined and communicated roles and accountabilities for both uniform and civilian members• Facilitate a streamlined approval processes• Leverage technology to enable the delivery of services
Organization	<ul style="list-style-type: none">• Reinforce service level agreements between and among all Commands• Support core policing and administrative functions• Support a sustainable customer service capability
Culture	<ul style="list-style-type: none">• Promote a proactive delivery of policing services through a customer service centric culture• Create inclusive ways of working across and within Pillars and Commands

3.0 Current State



Phase 2: Organizational Assessment



Key activities



Deep, structured interviews at all levels of the organization



Document Inventory (service priorities, CIOR reviews, past studies, organization charts)



HR Data Analysis and Workforce Assessment



Align with CIORT

Description

ROAD Interviews – More than 51 interviews with the TPS conducted using the Rapid Organization Alignment Diagnostic methodology to understand how the TPS operates, its service priorities, challenges in executing operations, and opportunities for improvement.

Document Reviews – 2012 Service Priorities and Business Plan, 2013 budget, historical and current organizational charts, as well as 50+ other documents were reviewed as key inputs to org structure review.

Workforce Assessment from HR data – Data was collected from the TPS including employee demographics, wages, employee attrition, movement, and organizational data (reporting structures). This data grounds what the team heard in the interviews and informs the details for organizational options.

Alignment & Workshops – The team has regularly met with the CIOR and the TPS leadership to align on scope, guiding principles and to continually refine design criteria for the organizational options.

Phase 2: The ROAD process included more than 51 interviews with key TPS stakeholders



A Rapid Organization Alignment Diagnostic (ROAD) was conducted to gain a snapshot of the TPS opportunities and challenges from a cross section of individuals at all levels in the organization.

Interviewees	No.
Command	5
Senior Management Team	11
Staff Inspectors, Superintendents, Managers	16
Inspectors	6
Staff Sergeants, Sergeants, Constables, Administrative Coordinators	8
Other	3

Interviewees by Level/Rank

Interviewees	No.
Corporate Command	11
Divisional Policing Command	16
Specialized Operations Command	9
Administrative Command	8
Not Applicable	3

Interviewees by Command

Phase 2: Workforce assessment on available HR data to understand demographics and movement



The organizational layers and the span of control was examined for each TPS command. Additionally, analysis was completed on available workforce demographics data, including data on workforce attrition and movement within the commands.

Span of Control & Layer Assessment

Organizational Layer Charts

The number of employees within this layer.

Organizational Levels are depicted using a short-form. For example L1 would represent the Chief of Police and the levels work down from that position. L3 in this chart is the Director or Staff Superintendent level.

Sample Layer Structure

Level	Uniform	Civilian
L2	Deputy Chief	Chief Administrative Officer
L3	St. Superintendent	Director
L4	Superintendent or St. Inspector	Manager
L5	Inspector	Assistant Manager / Project Leader
L6	Staff Sergeants & Detective Sergeants	Supervisors / Coordinators / Senior Analyst & Technicians
L7	Sergeants & Detectives	EAs / Analysts / Technicians / Clerks / Court Officers etc.
L8	Constables	

Span of Control Charts

Labels and lines are color matched in these diagrams. For example the average span of control is listed at 7.1 in green and is depicted with the green dotted line.

The lightly coloured lines represent the actual count of resources at a given level. This line refers to the y-axis on the right side of the graph. E.g. there were 30 Sergeants counted in Division 52

Illustrative pages from Phase 2: Current Assessment Report

Demographic Assessment

Initial Findings Highlights

- The organizations age and tenure has a bias towards an older workforce. The average age of TPS employees is 42 years. The civilian membership is slightly older than the uniform members averaging at 44 and 41 years respectively.
- The gender split is approximately 30/70 female to male employees. No specific trends are evident regarding gender and tenure. Further investigation will include rank and compensation.
- The workforce is primarily comprised of uniformed employees (67%) who are working in the Divisional and Specialized Operations Commands which accounts for 85% of the organization.
- Traditional support functions such as IT, Finance and HR make up roughly 9% of the organization.
- Further detailed analysis will be completed in the coming phase to look at relationships between employee profiles, job types and compensation.

Demographics

Age Distribution

Demographics

Avg Age and Tenure

Employees by Pillar

Phase 2: Findings provided an understanding of the current state across a number of dimensions



A number of themes were identified out of the ROAD process and the Workforce Assessment that informed our understanding of the current state of the TPS organization.

TPS Strategy

- Community policing and crime prevention should be priorities but there is no consensus on how those services should be delivered
- There is an opportunity to strengthen the link between stated service priorities and business plans with the future investment priorities and day to day activities of personnel

Implications

- The new organization should support TPS' strategic planning and strategy execution capability in order to continue to meet the changing dynamics of modern policing

TPS Culture

- There is a perceived cultural separation between uniformed and civilian sides of the organization fostered, in part, by the belief that police officers can do any job (civilian or uniformed)

Implications

- The structure of the to-be organization should clarify civilian roles within the TPS and develop clear career paths for civilian service members

Phase 2: Findings . . . continued



Performance Management

- There is an opportunity to streamline the performance evaluation process across the TPS as it is paper driven and time consuming. Additionally, the outcome being measured can be better aligned to the strategic goals and expectations of the TPS.
- Metrics measuring effectiveness of specific units / functions within the TPS can be harmonized to ensure a consistent approach and stronger measurement of outcomes

Implications

- There is an opportunity to improve the performance management capability of the organization as it relates to both workforce and organizational performance; and alignment to strategy and mission accomplishment

Business Process & Technology

- Interview results show a general consensus that inefficient processes and slow business decision making are contributing factors to bottlenecks across the organization
- There is general consensus the TPS should be leveraging technology more effectively to deliver policing services, however the IT organization appears disconnected from the TPS' business strategy and related requirements

Implications

- Investment in IT to support process efficiency should be considered
- There is a need to bolster the relationship and understanding of business requirements with Industry practice IT approaches

Civilianization

- TPS leadership is open to the concept of civilianization – not only as a means of capturing savings but also to attract and build specialized skills and new capabilities within the service.
- Civilianization of roles that are closely tied to policing operations are more contentious within the service and will require stronger justification

Implications

- Changing the workforce mix within the TPS is a critical means of both capturing financial value and developing new capabilities within the service

Phase 2: Findings from the Toronto Police Services Board



In addition to those interviewed as part of the ROAD process, 3 more members of the Toronto Police Service Board were interviewed.

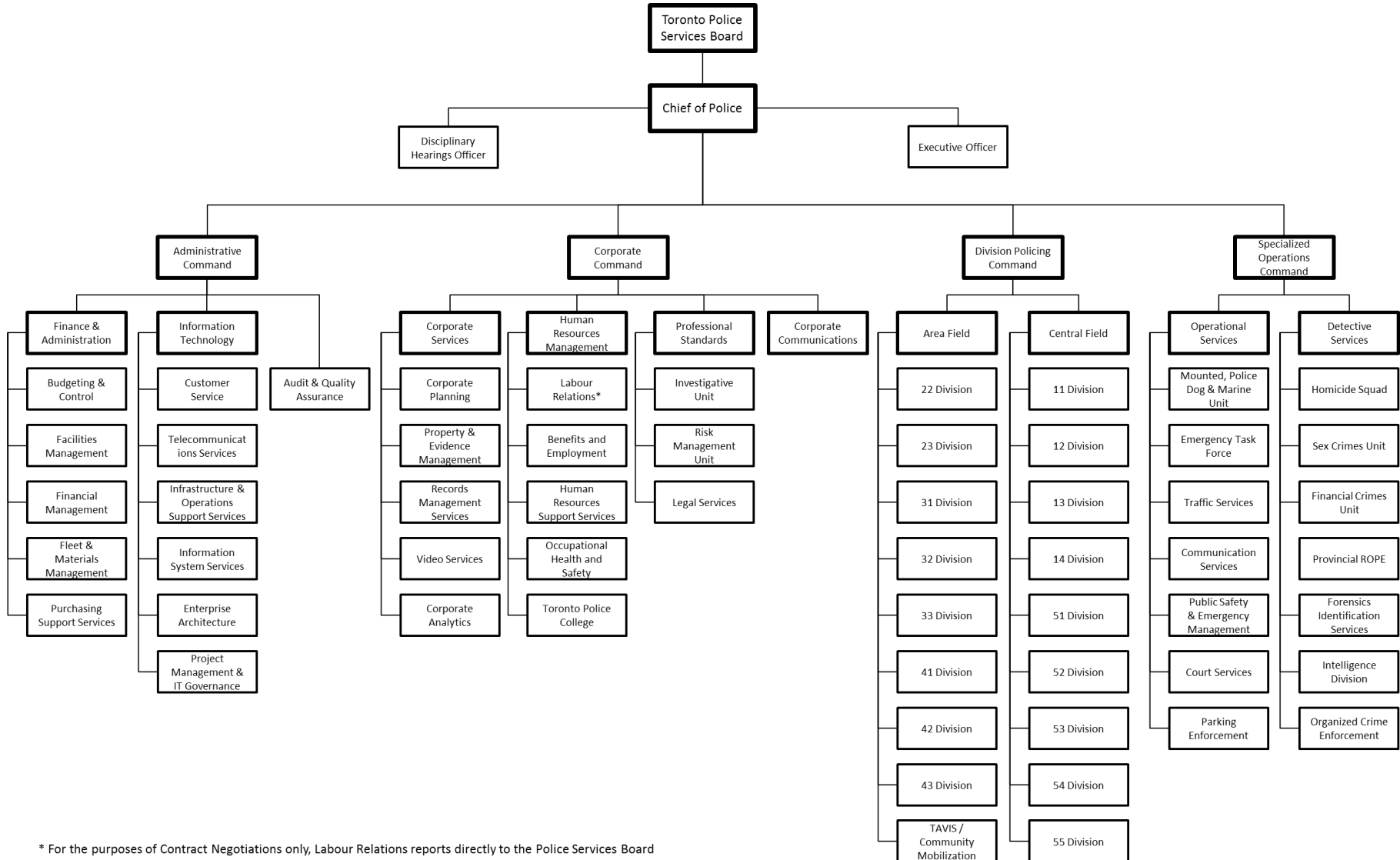
Feedback from the TPS Board

- The focus of the police is to maintain a safe and secure community, building trusted relationships with the public through strong customer service
- The TPS are constrained by their own culture; there needs to be a willingness to think differently about how policing services are delivered and the courage to make changes where required
- Technology is the future and the TPS needs to invest now to sustain itself for the future
- There are opportunities to streamline administrative business processes
- The Board spends too much time in oversight and not enough time on strategy and cost
- The TPS needs to examine its approach to paid duty – there are concerns about the current approach that would suggest the need for change

Implications

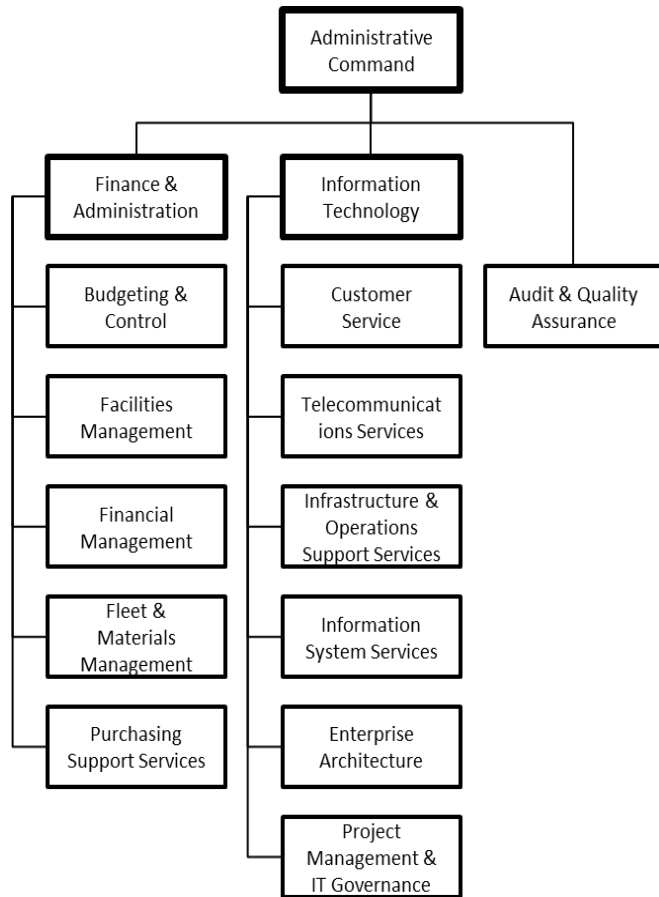
- The TPS should develop a strong business case to support an investment in leading-edge policing technology
- The TPS needs to look at how they can deliver police services differently, including civilianization, outsourcing, community policing and partnering with other agencies

TPS Current Organizational Chart: Further findings were identified for each of the Commands



* For the purposes of Contract Negotiations only, Labour Relations reports directly to the Police Services Board

Phase 2: Opportunities were identified for the Administrative Command



Administrative Command Opportunities

Organizational Opportunities

- The interlock between Finance and HR has opportunities for improvement especially as it relates to the time & leave and payroll processes
- Fleet management's location in Finance does not fit with other enterprise-wide administrative functions as it services front line policing
- ITS needs a stronger Business Architecture capability to interlock with the rest of the service

Span of Control (SPoC)

- SPoC in administrative areas are generally low when compared to benchmarks, ranging from 1.3 to 4.7 depending on the level. Targets are typically within the 1 to 6-8 range¹
- There are some 1:1 reporting relationships that were examined

Organizational Layers

- There is a maximum of 7 layers within this command which is in line with organizational benchmarks²

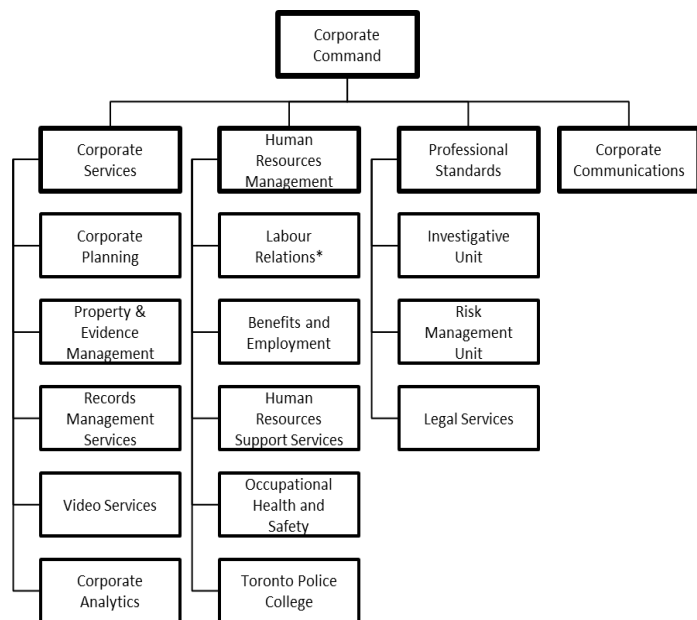
Civilianization

- The administrative command is primarily civilian. Finance & Administration is 1.3% uniformed. These resources are nearly all located in Audit & Quality Assurance

¹ Saratoga "Organization and Operations Results U.S. Human Capital Effectiveness Report 2007/2008

² Global Organizational Efficiency Survey (2009) - APQC

Phase 2: Opportunities were identified for the Corporate Command



Corporate Command Opportunities

Organizational Opportunities

- Analytics and business intelligence functions can be centralized fostering a culture of intelligence-led policing and raising analytical skills sets and growth
- There is an opportunity to consolidate payroll processes and improve HR's capability in talent and performance management
- The duty desk's current mandate can be significantly expanded to support centralized operational management of police assets

Span of Control (SPoC)

- Variability of SPoC is high, from as high as 10 in the Toronto Police College to less than one in many specialized units such as Communications, Risk Management and Legal

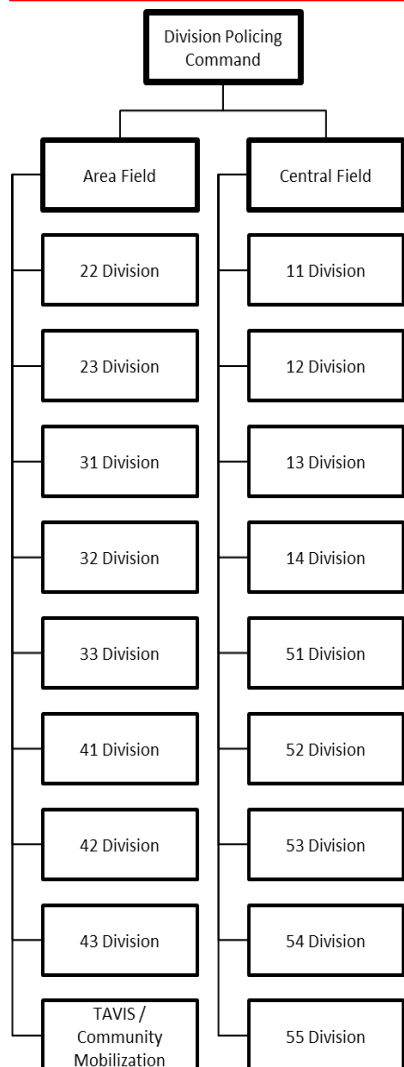
Organizational Layers

- There is a maximum of 8 layers in the uniformed ranks in Professional Services

Civilianization

- Opportunities were identified to civilianize in Corporate Services, Corporate Planning, Staff Planning, the Toronto Police College and Professional Standards

Phase 2: Opportunities were identified for the Divisional Policing Command



Divisional Policing Command Opportunities

Organizational Opportunities

- The policing divisions are the backbone of the police service due to its close ties to each local community. The current divisional model creates inherent over-capacity
- There is an opportunity to share administrative and operational resources between divisions, while keeping a local focus on the community
- Not all services are required at each division including Major Crimes and Investigations and Centralized Processing

Span of Control (SPoC)

- SPoC varies greatly across the organization (e.g., in Divisional Policing the SPoC for Sergeants averages 7.1, while different management levels can have as few as 3 to as high as 11). Expected SPoC should be near 8³

Organizational Layers

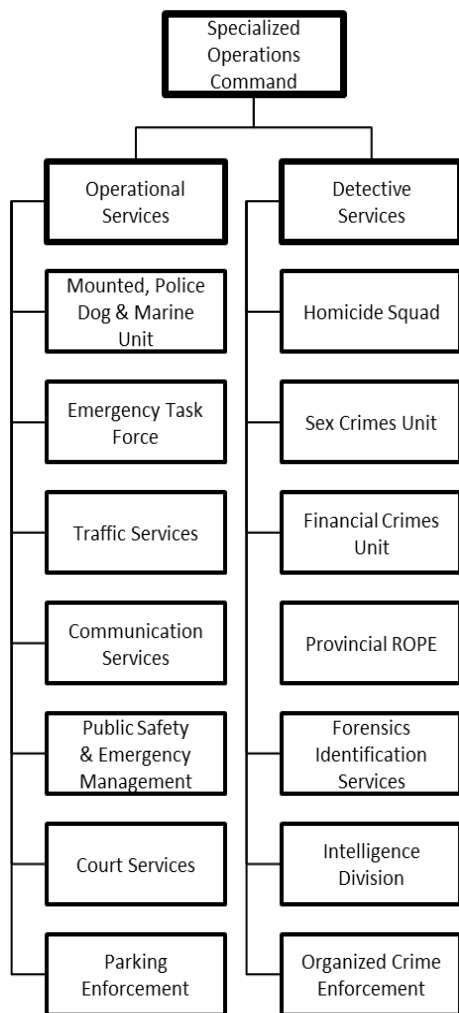
- There are 8 layers within this command. There is an opportunity to remove the Staff Inspector Rank and reduce Staff Sergeant requirements for the PRU platoons

Civilianization

- The opportunity exist to civilianize crime analysts, school resource officers, training sergeants, crime prevention and community response roles

3 Saratoga "Organization and Operations Results U.S. Human Capital Effectiveness Report 2007/2008

Phase 2: Opportunities were identified for the Specialized Operations Command



Specialized Operations Command Opportunities

Organizational Opportunities

- There is an opportunity to consolidate operational units into sub-units under the oversight of a Superintendent
- The opportunity exists to centralize all traffic services and streamline resources
- Public Safety and ETF could be consolidated
- The current structure of Organized Crime and Marine, Mounted and Dog should be revisited to for a better operational fit

Span of Control (SPoC)

- SPoC within Specialized Operations is typically lower than in DPC. The Sergeant level is at 6.1, while it ranges from 2.1 for detectives to 8 for inspectors.

Organizational Layers

- There are 8 layers within this command. The operational model of having small SPoC for investigative units results in a diamond shaped org structure, typical for policing organizations

Civilianization

- There are opportunities to civilianize Forensics, Intelligence and Crime Analyst roles

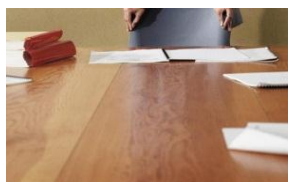
4.0 Recommended Organizational Structure



Phase 3: Conceptual Design Approach



Key activities



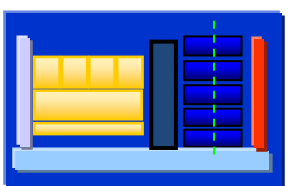
Design Workshops



Opportunities to delayer, organizational architecture & spans of control



Further Data Analysis



Organizational Options Developed

Description

Workshops – Four workshops were conducted with the TPS Senior Management Team to design and validate organizational options and to develop a stronger understanding of design implications. During the workshops the rationale for various spans of control, delayering, consolidation and civilianization options was also validated.

Organizational Architecture – Operational workshops were conducted to determine the viability of realigning Divisions and Specialized Operations. Industry practices pertaining to HR and IT alignment were considered in designing the recommended model to best to promote a culture of continuous improvement and customer centricity.

Further Data Analysis – Further detailed analysis into spans of control within each pillar, as well as budgeting data analysis on the specific spend allocations for each Command / Function was completed.

Organizational Options – Three organizational options were put forward for the review of TPS leadership. These were assessed against the design criteria.

Phase 3: Workshops were held to level set expectations and gather input



These workshops included the TPS Senior Management Team (SMT) as well as select members from various commands.

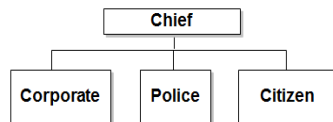
Workshop Approach

Review Findings to Date



- Present As-Is findings from the ROAD Assessment
- Discuss key questions for each command gathered from the interviews and analysis

Organizational Structure Design Introduction



- Overview different types of organizational structures
- Assess TPS organizational characteristics to inform on the recommendation for the TPS future state organization

Breakout Activity



- Team members were tasked with creating a TPS organizational structure using previously discussed structures

Review and Compile Feedback

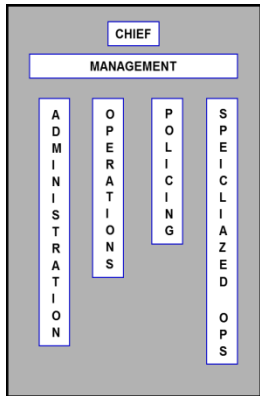


- Outlined benefits and risks of each model
- Used output from workshops as an input in creating future state organizational structure options

Phase 3: A number of organizational structure alternatives were considered

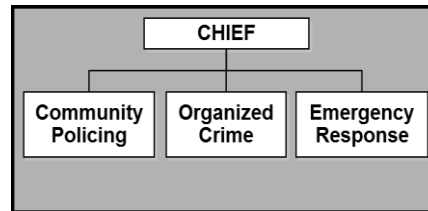


During workshops, various organizational models were reviewed with the TPS Senior Management Team.



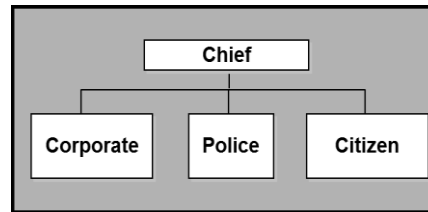
Key Characteristics of a Functional Organization

- Decisions made centrally by a core management team
- Organization-wide policies & procedures
- Like functions are grouped together
- Broad spans of control of common jobs
- Problem-solving completing across functions



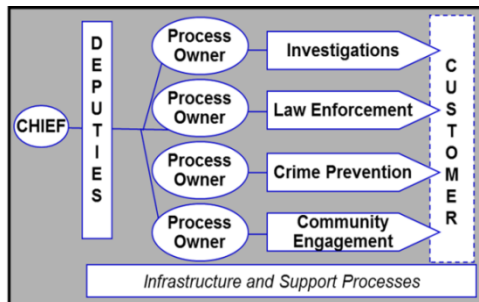
Key Characteristics of a Service-Focused Organization

- Units are organized around similar types of service
- Common methods for reaching the customer
- Clear value propositions
- Staff functions often shared



Key Characteristics of a Customer-Focused Organization

- Units are organized by customer
- Most technical capabilities are in the units/groups
- Support staff typically shared



Key Characteristics of a Process-based Organization

- People aligned by process versus function
- Strong competitive pressures to perform (e.g., reduce cycle times, improve customer responsiveness, leverage information systems and technology)
- Like functions are part of the same process
- Critical decisions made by process groupings
- Broad spans of control
- Individuals have broader responsibilities

Phase 3: The feasibility and viability of the various options was explored with the SMT












Questions regarding feasibility and viability of change options were asked of the TPS Senior Management Team and answers guided the final recommended options.

- Do you need 17 Divisions?
- Can the Duty Desk be structured / utilized differently?
- Is the baseline structure for Divisions correct?
- What level of standardization / differentiation should exist between Divisions?
- Is there an opportunity to consolidate functions/roles between Divisions?
- Can we expand the span of control within Divisions?
- Does each Platoon require a “dedicated” Staff Sergeant?
- Can Unit Commanders in Specialized Operations have responsibility for more than one group?
- Can we delayer units by removing the role of the “2IC”?
- Do the functions in Administrative and Corporate Command need to be realigned?
- What activities (tasks, processes, etc.) within Administrative and Corporate Command are unique to policing?
- Are there opportunities within Administrative and/or Corporate Command to civilianize roles currently performed by a police officer?
- Are there any organizational changes the TPS could undertake to build its customer service capability (e.g., create a position, committee, unit, etc.)?
- Are there areas within Administrative and/or Corporate Command that the TPS is challenged in obtaining the right level of talent or capabilities? Why?
- What type of information does the TPS need from its analytics function?
- Would consolidating all functions related to evidence management provide any efficiencies to the TPS?
- Can we expand the span of control within Administrative and/or Corporate Commands?

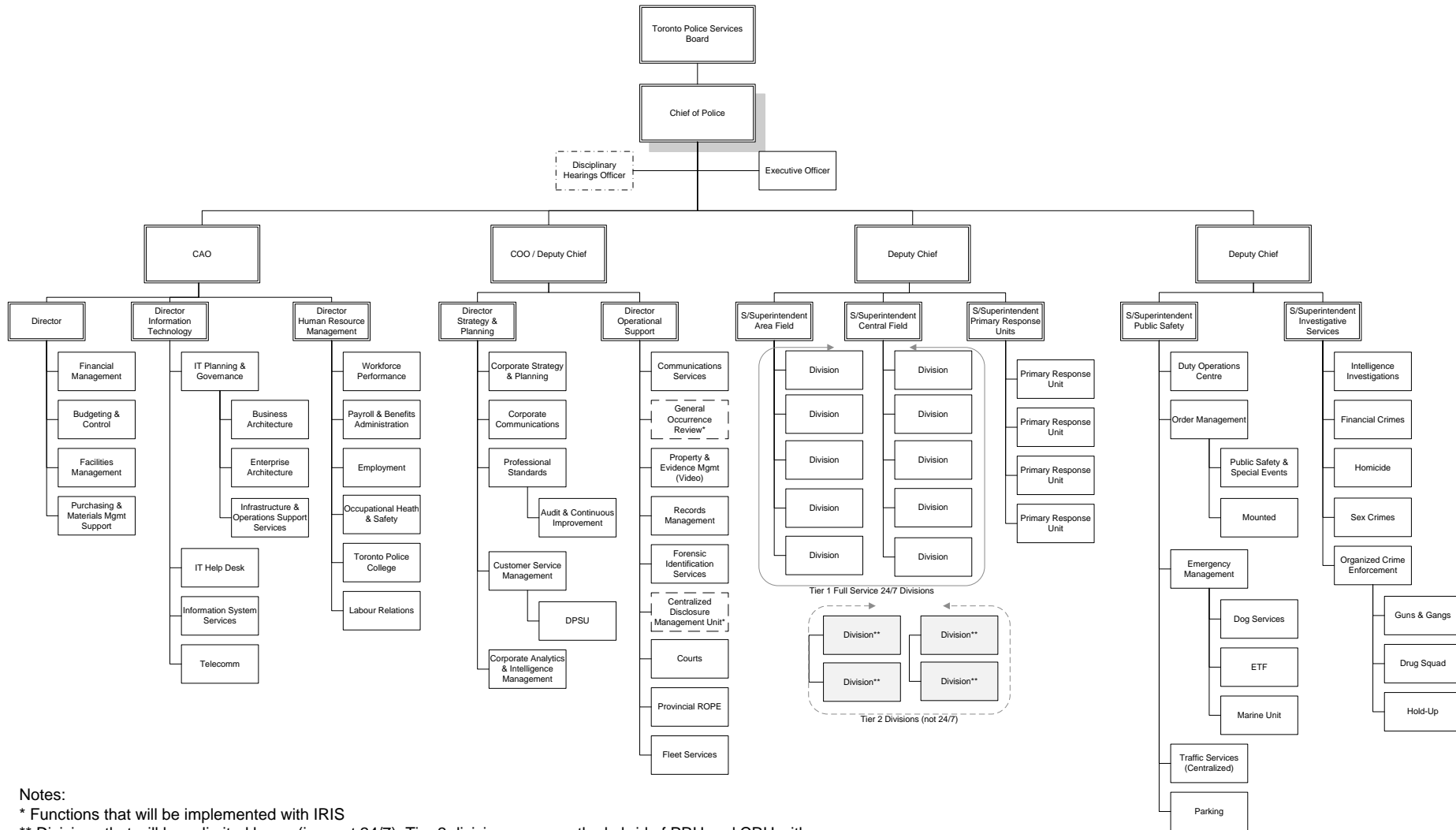
Phase 3: Three organization structure options were put forward. Features were scored on a scale of 1 to 4

-  Marginally supports
-  Partially supports
-  Supports
-  Fully supports



	1. Process Model	2. Service Model	3. Recommended Model
Description of Model	<ul style="list-style-type: none"> • People aligned by process versus function • Like functions are part of the same process • Critical decisions made by process groupings • Broad spans of control and responsibilities 	<ul style="list-style-type: none"> • Similar types of service are grouped together by customer segment • Common methods for reaching the customer • Staff functions often shared through business partners 	<ul style="list-style-type: none"> • Economies of scale via centralizing shared policing resources • Standardizes policies and procedures by creating centralized centres of excellence • Broad spans of control across similar tasks such as Human Resources • Organizational layers in line with industry standards
Spans of Control	 <ul style="list-style-type: none"> • Redistributes total workforce (approximately 50%) assigned to Staff Superintendent by removing PRUs from Divisions • Expands the span of control for Deputy Chief in Community Safety (Divisional Policing) 	 <ul style="list-style-type: none"> • Span varies across organization • Issues with large spans of control in HR were addressed with the consolidated of some units • Realigns functions to the service they provide to the end customer (internal, external) • Increases span of control for HR Director • Places accountability for strategy and finance under one Director 	 <ul style="list-style-type: none"> • Realignment of units to support clarity of roles and accountabilities • Increased visibility of enterprise-wide initiatives through the strategy function • Issues with large spans of control in HR were addressed with the separation of some units • Reduced span of control for Staff Superintendents in Specialized Operations • Consistent levels of leadership within Divisions enables decision making
Delaying	 <ul style="list-style-type: none"> • Increases layers in Policing Support pillar • No significant impact on organizational layers 	 <ul style="list-style-type: none"> • Strategy and planning contained under a Command • Reduces duplication of roles • Accommodates elimination of Staff Inspector role with consolidation in detective functions 	 <ul style="list-style-type: none"> • Centralized model for core policing support activities drives standardization and consistency • Places decision making in the hands of the experts • Redistributes decision-making for resources deployment between Staff Superintendents and the Duty Operations Centre • Consolidation of units in Specialized Operations accommodates elimination of Staff Inspector rank
Effective, Efficient, Economical Structure	 <ul style="list-style-type: none"> • Requires culture shift in how policing activities are approached • Requires significant investment in process reengineering • Reduced flexibility to meet local needs • Separating PRUs from Divisions provides better deployment opportunities but too narrowly focuses the activities of the PRUs 	 <ul style="list-style-type: none"> • Requires a large transformation program • Will require infrastructure changes • Creates accountability for performance management • Promotes excellence in customer service, intelligence-led policing and performance management • Provides Staff Superintendents with greater opportunity to engage in community activities and provide leadership across a smaller workforce 	 <ul style="list-style-type: none"> • Centres of expertise created for Intelligence and Strategic Planning and Citizen Service • Performance management via clear targets, standard processes and integrated system • Duty Operations Centre promotes flexibility in resource deployment across permeable boundaries • Divisional structure focused on shared services maintains community-based policing from local divisions • Supports industry practices for civilianization, policing organizations, technology and intelligence
Total Score	4	6	10

Option 1: Process Model



Notes:

* Functions that will be implemented with IRIS

** Divisions that will have limited hours (i.e., not 24/7). Tier 2 divisions assume the hybrid of PRU and CRU with an Inspector in charge, and has a direct reporting relationship to a Superintendent of a Tier 1 division with which they are aligned. The back office of these Tier 2 divisions are consolidated into the aligned Tier 1 division.

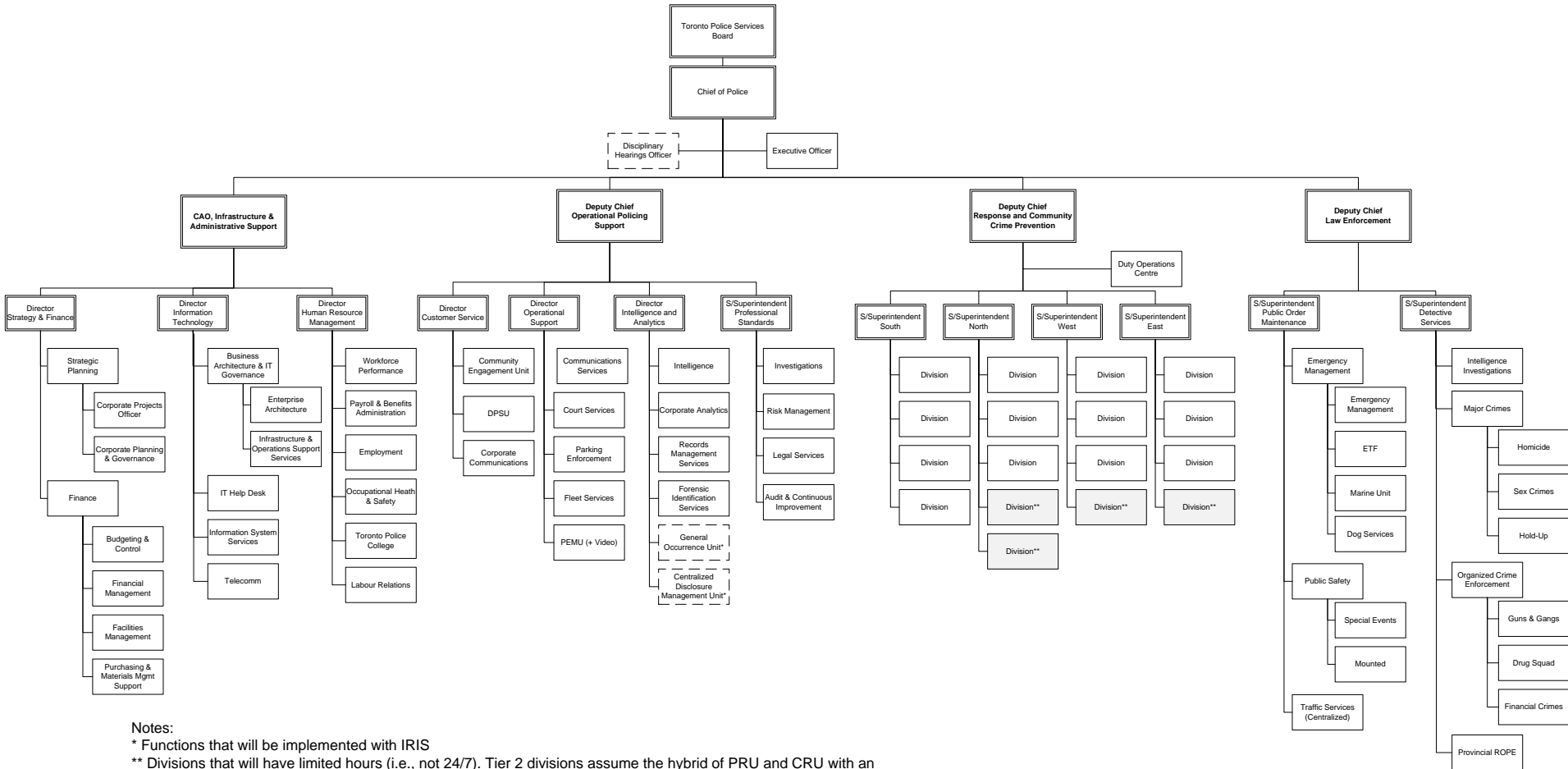
Highlights of the Process Model



The Process Model groups “like processes” together to achieve efficiencies. Highlights include:

- The Strategy and Planning Unit has accountability for driving the development of strategic priorities, communication to internal and external customers, measurement and monitoring against those priorities through Professional Standards and a centralized analytics function
- An intelligence/analytics unit to support the strategy and planning process
- Operational Planning creates efficiencies in process with a “cradle to grave” approach to policing activities (i.e., occurrence through to courts and then to parole/bail)
- A Workforce Performance unit will manage performance evaluation processes required to drive decision-making at the right levels of the organization
- Separated the PRUs from the Divisions to create a unit solely focused on emergency response
- Potential to reduce numbers of dedicated resources to PRU and redeploy to CRU – increases opportunities for community engagement
- The Public Safety function will provide those resources required to support divisions in front-line policing activities. This includes the Duty Operations Centre whose accountability would include the deployment of assets across the city instead of restricting their movement within a Division

Option 2: Service Model



Notes:
 * Functions that will be implemented with IRIS
 ** Divisions that will have limited hours (i.e., not 24/7). Tier 2 divisions assume the hybrid of PRU and CRU with an Inspector in charge, and has a direct reporting relationship to a Superintendent of a Tier 1 division with which they are aligned. The back office of these Tier 2 divisions are consolidated into the aligned Tier 1 division.

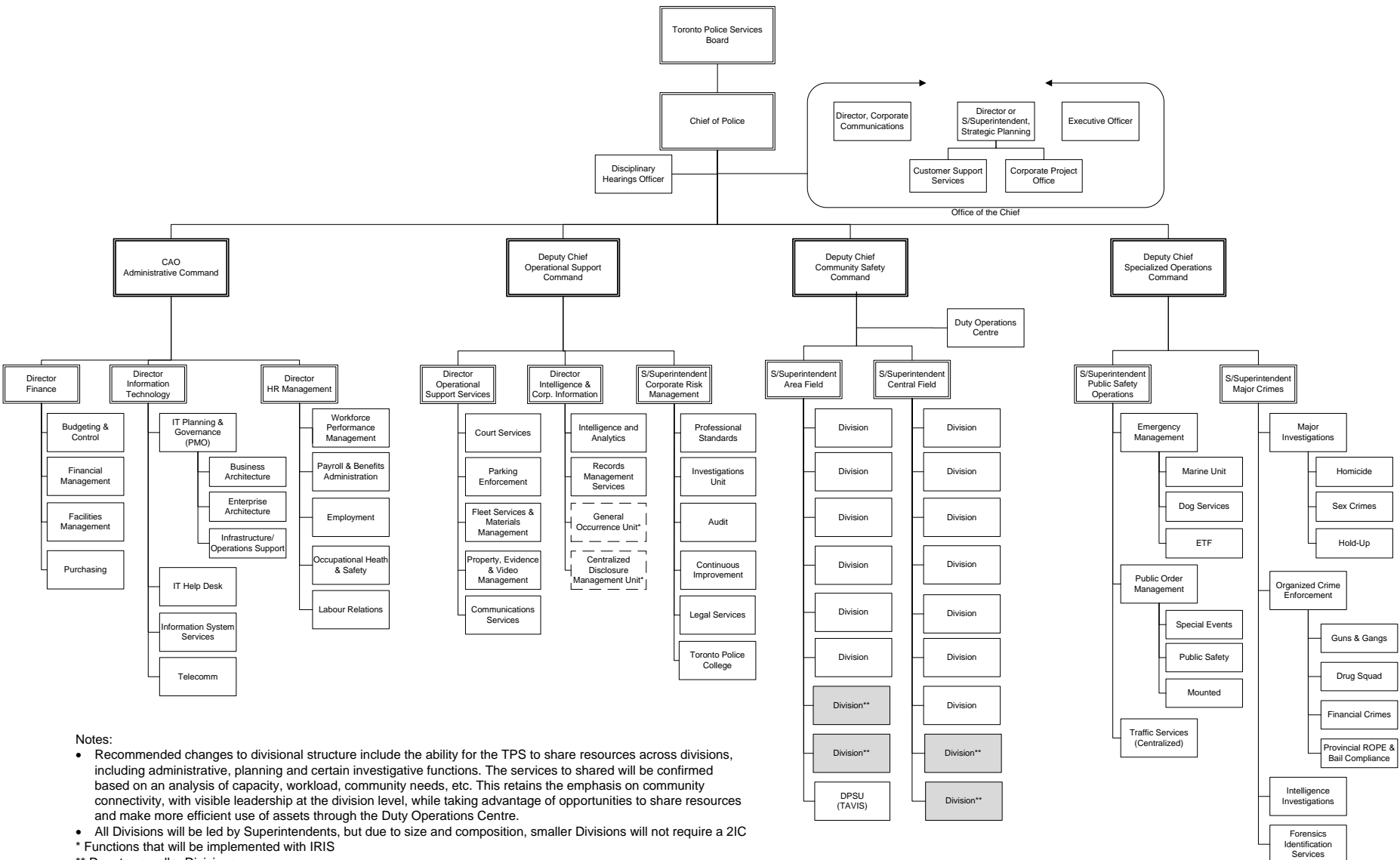
Highlights of the Service Model



The Service model is designed to place an emphasis on the end service to the TPS customer (e.g., citizen, City, other jurisdictions, etc.). Highlights include:

- Strategic Planning and Finance are consolidated under one pillar to reinforce the linkage between the budgeting process and the execution of the strategy
- A Workforce Performance unit will manage performance evaluation processes required to drive decision-making at the right levels of the organization
- Intelligence and Analytics pillar promotes intelligence-led policing
- Consolidation of Homicide, Sex Crimes and Hold-up under one Unit Commander creates opportunities to share resources and generate economies of scale
- Divisions realigned into four quadrants emphasize the critical importance of this command in providing customer-facing services to the public. By reducing the large number of resources aligned under these units, Staff Superintendents are provided with greater opportunity to engage in community activities, strengthen relationships and provide leadership and guidance to the workforce
- Duty Operations Centre supports the improved deployment of resources within the four quadrants
- Reduced the spans within Detective Services and Public Order to support the elimination of the Staff Inspector rank

Recommended Model



- Notes:
- Recommended changes to divisional structure include the ability for the TPS to share resources across divisions, including administrative, planning and certain investigative functions. The services to be shared will be confirmed based on an analysis of capacity, workload, community needs, etc. This retains the emphasis on community connectivity, with visible leadership at the division level, while taking advantage of opportunities to share resources and make more efficient use of assets through the Duty Operations Centre.
 - All Divisions will be led by Superintendents, but due to size and composition, smaller Divisions will not require a 2IC
 - * Functions that will be implemented with IRIS
 - ** Denotes smaller Divisions

Highlights of the Recommended Model



The recommended model supports the strategic intent of the TPS to be a citizen-centric organization, guided by intelligence-led policing with the ability to be adaptable and flexible to the changing needs of the community and city. Highlights include:

- Elevates Strategic Planning and Corporate Communications to the Office of the Chief, as it will be key to analyzing and responding to changing citizen demands and economic conditions. While most organizations have the Strategic Planning function report to the CEO, in policing, this function more commonly reports into a Deputy. As such, this change will represent a significant cultural shift and may require further socialization prior to implementation. In addition, a Customer Support Services unit has been created that will report into the Strategic Planning Unit
- A Workforce Performance unit will manage performance evaluation processes required to drive decision-making at the right levels of the organization
- Intelligence and Corporate Information drives a number of critical business areas, including: strategic priority setting, business planning, operating models, tactical interventions and resource allocation
- Consolidation of Homicide, Sex Crimes and Hold-up under one Unit Commander creates opportunities to share resources and generate economies of scale
- There are opportunities for the TPS to realize efficiencies by consolidating administration, planning and some investigative functions across divisions while maintaining a strong commitment to community-based policing. The implementation of shared services across divisional policing requires further analysis in areas such as capacity, workload, and community needs. However, this framework creates opportunities to reduce management costs and make more efficient use of assets

Highlights of the Recommended Model (cont'd)



- All Divisions will continue to be led by a Superintendent; however some Divisions due to their size and reduced infrastructure will not require a 2IC (Inspector)
- A newly created Duty Operations Centre supports the improved deployment of resources across permeable boundaries
- Reduced the spans within Major Crimes and Public Safety Operations to support the elimination of the Staff Inspector rank

Prerequisites for the Recommended Model



There are a number of prerequisites for consideration before the recommended model may be implemented and the value realized. The recommended model is a conceptual design for the TPS. Detailed design was not within the scope of the Organization Structure Review. To implement recommendations contained in this report, further work is required, including but not limited to:

- Detailed process reviews to refine recommendations for various key functions (i.e., divisions);
- Cost/investment assessment for the recommended changes;
- Changes to TPS policies and procedures;
- Alignment of unit mandates;
- Alignment of roles, responsibilities and accountabilities;
- New/updated job descriptions;
- Human resources adjustments (classifications, payroll, etc.); and
- Where required, negotiations with labour relations.

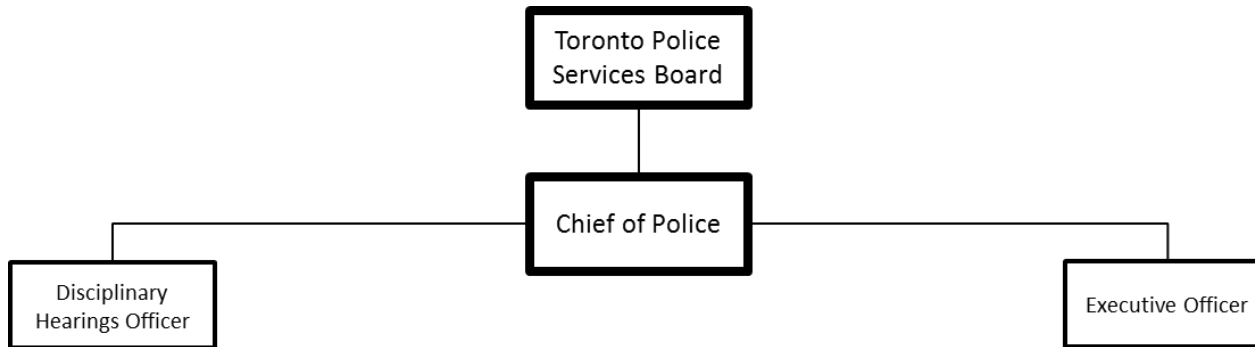
On the following slides, the key changes to each Command have been highlighted, along with the potential benefits and value the TPS can realize with the implementation of these recommendations.

Considerations for implementation have also been noted. These highlight the work the TPS should complete as part of detailed design and implementation to fully realize the potential value and efficiencies created with the implementation of the recommended model.

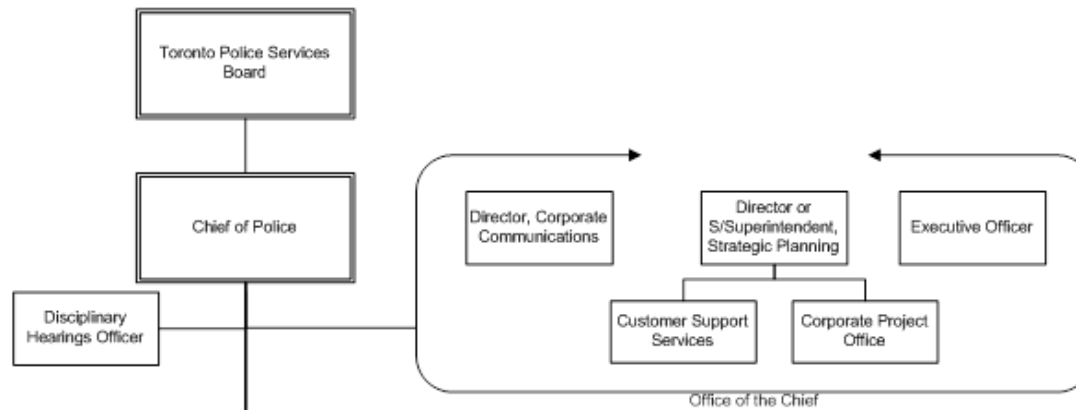
Recommended Model Office of the Chief



Current State Model



Recommended Model



Office of the Chief Highlights



Office of the Chief

Provides strategic planning and execution at an enterprise level

Key Changes

- Corporate Communications and Strategic Planning report to the Chief
- Create a Corporate Project Office under Strategic Planning responsible for the execution of all enterprise wide business projects and Strategic Planning
- Create a Customer Support Services unit under Strategic Planning to proactively engage citizens and promote citizen-centric behaviours across the TPS

Benefits / Value Potential

Strategic Planning

- The accountability for corporate strategy is elevated to raise its organizational status and arm the TPS in analyzing and responding to changing citizen demands and budget challenges – giving both TPS personnel and the TPS Board greater clarity on strategic direction, while increasing transparency and accountability
- Strategic Planning will drive and influence (through evidence based propositions) the increasingly challenging budget discussions that are expected in coming years, as evidenced by recent Summit on Economics of Policing in Ottawa (January 2013). It also provides for greater alignment among the executive team in translating strategic plans into tactics that cascade through the organization

Corporate Communications

- Creates a partnership between Corporate Communications and Strategy Planning to effectively cascade the strategy down through to the front lines
- Aligns Corporate Communications with Customer Support Services for effective and consistent messaging focused on engaging all stakeholders
- Some functions within the existing Video Services unit will be realigned with Corporate Communications

Office of the Chief Highlights



Continued from previous page

Benefits / Value Potential

Corporate Projects Office

- Organizations that establish standards for project management, including a PMO with suitable governance, will experience reduced project cost overruns, delays, and cancellations ⁴

Customer Support Services

- Community-oriented policing calls for more inclusive decision making processes in order to foster frontline problem solving and commitment
- Emphasizes the importance of community engagement and building trust as part of the TPS' overarching strategy
- Creates accountability at the highest level of the organization for ensuring behaviours and initiatives are focused on developing a positive, two-way relationships with all stakeholders (internal and external)

Implementation Considerations

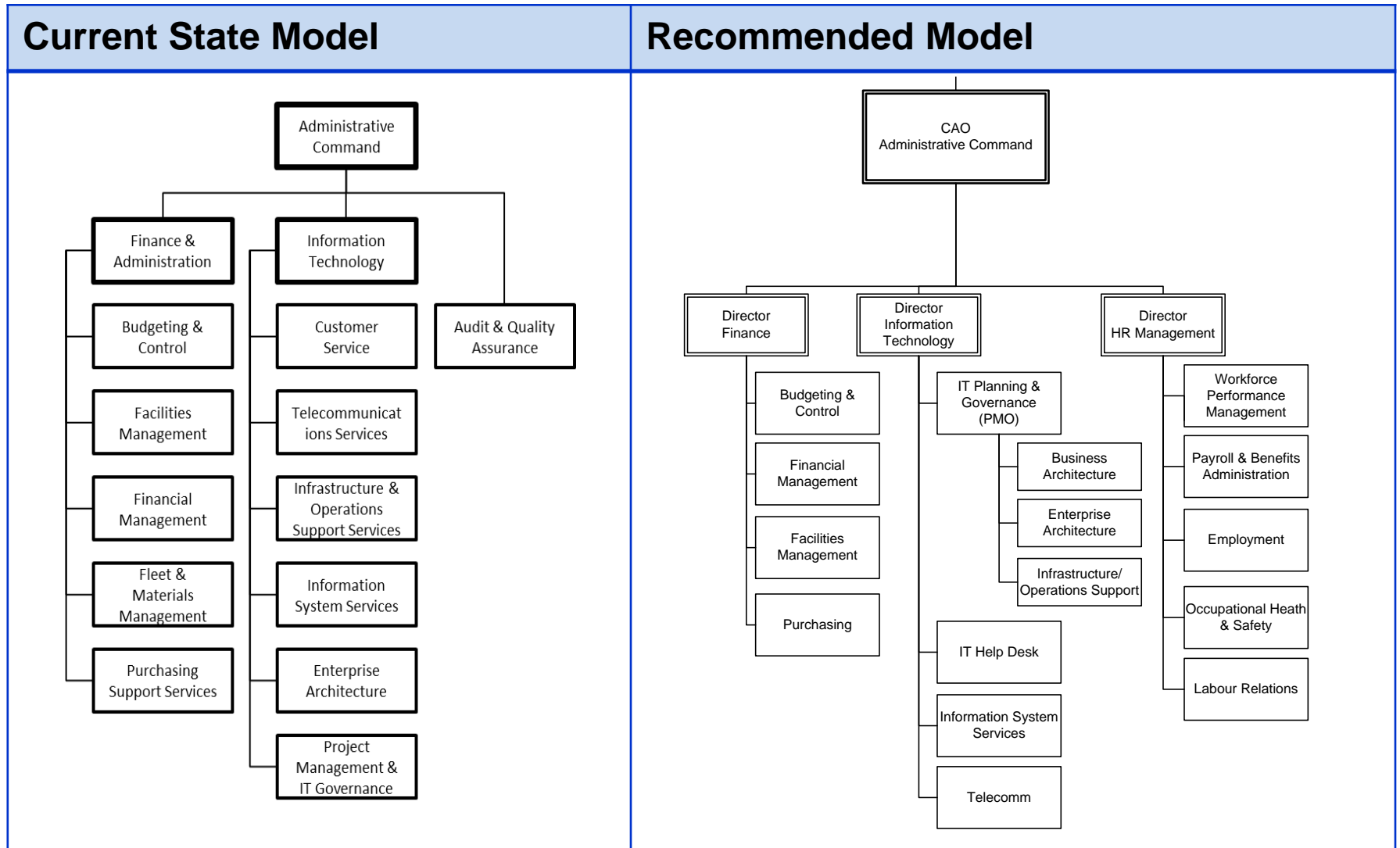
- While most organizations have the Strategic Planning function report to the CEO, in policing, this function has traditionally reported into a Deputy. As such, this change will represent a significant cultural shift and may require further socialization prior to implementation
- Leveraging intelligence info. to set strategic objectives will help ensure that proactive interventions are implemented
- Aligning individuals with strong capabilities in project management within a Corporate Projects Office is required to ensure successful outcomes⁵
- A comprehensive stakeholder analysis will need to be conducted to determine the composition of the TPS "customer base", along with their individual needs and expectations. This is required for the TPS to develop targeted strategies and initiatives to further public engagement and drive behaviours across the organization.
- A culture change initiative, supported by Customer Support Services, will aid the TPS in promoting its customer-focused strategy with internal and external customers⁶
- It is recommended that the existing Governance Analysis Unit (currently under Corporate Planning) be aligned with Strategic Planning

⁴ PMO: Business Case , Accenture 2011, page 6 (Source: Gartner Survey)

⁵ Ibid, "Study by The Project Management Institute (PMI)"

⁶ <http://www.police.wa.gov.au/Aboutus/CustomerserviceCharter/tabid/1358/Default.aspx>

Recommended Model Administrative Command



Administrative Command Highlights



Administrative Command

Provides governance, planning and direction for all matters related to finance, information technology and human resource management

Key Change

- Finance (minus Fleet Services)
- Realigned functions within ITS
- Human Resource Management (minus the Toronto Police College)

Benefits / Value Potential

- Realigns all enabling functions under the command of the CAO

Finance

- Realigns the management of the fleet to Policing Operations with accountability for all operational support services required by front-line police officers

ITS

- Business Architecture is added to enforce implementation of technology that truly supports business needs while adhering to industry standards, such as Service Oriented Architecture (SOA)
- Consolidation and realignment of Enterprise Architecture, Infrastructure & Operations Support Services functions with Business Architecture will address small spans of control
- An IT strategic plan, aligned to the TPS' strategy and including targeted investments in new technologies, such as the Multi-media Response Centre, Location-based Services on mobility devices, and Digital Pens, will allow the TPS to keep pace with advancements in policing⁷

Administrative Command Highlights (continued)



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Benefits / Value Potential

Human Resource Management

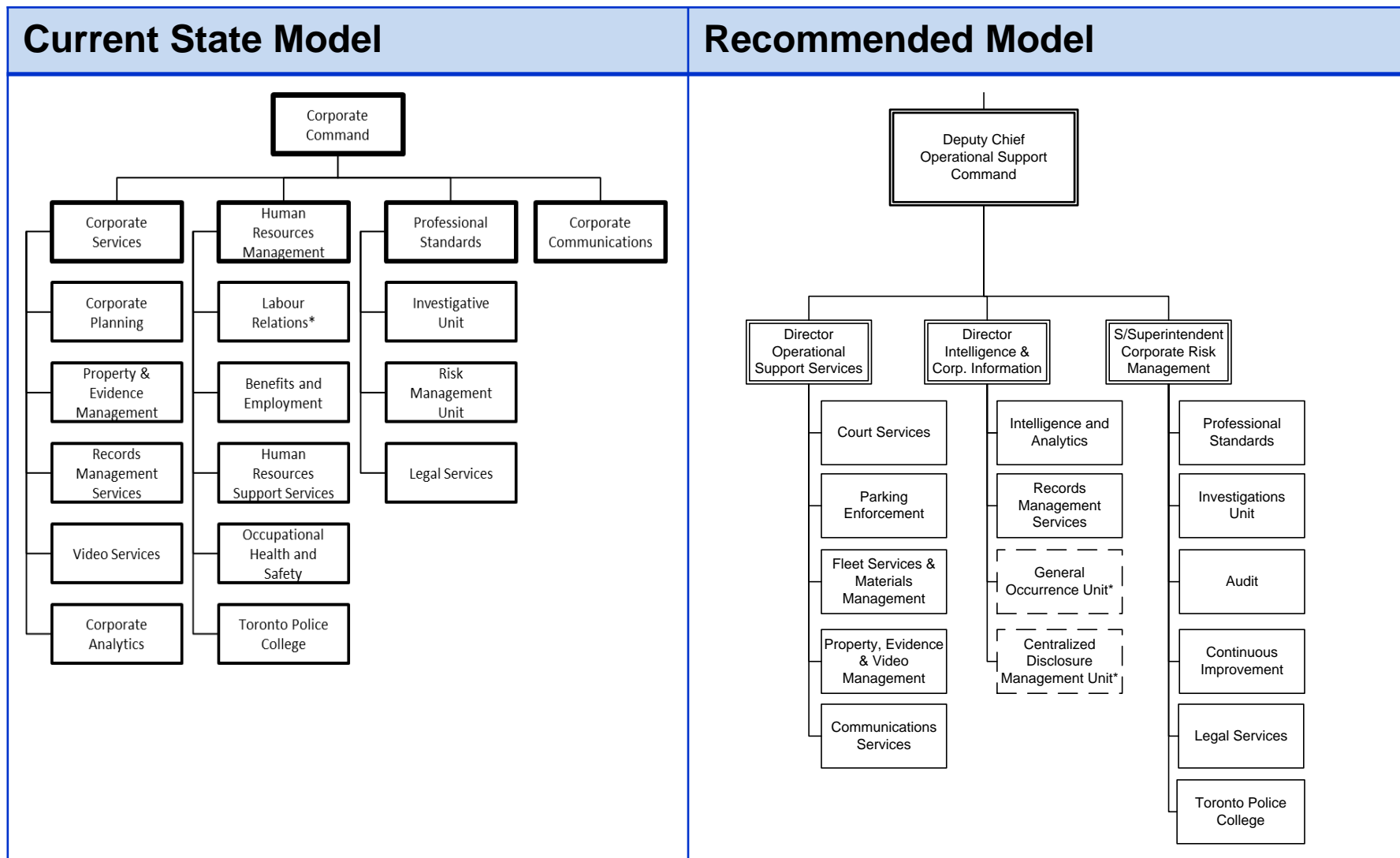
- Workforce Performance Management creates accountability for management of enterprise wide talent management, performance management and succession planning⁸
- Reinforces training and leadership development opportunities for both the uniform and non-uniform members of the Service
- Consolidates transactional activities such as Payroll, Benefits Administration and Compensation under one manager and provides opportunities to improve internal customer service
- Employment unit creates efficiencies in shared knowledge and capabilities between uniform and non-uniform staff planning activities
- Creation of a “Back to Work” position to manage accommodation of police officers and facilitate back-to-work programs across the organization
- Number of skill-specific positions recommended for civilianization (e.g., Staff Planning, background checks)

Implementation Considerations

- Enforce IT framework by which new applications will be introduced into the TPS enterprise
- A review of the TPS’ approach to IT related police information management is recommended; the TPS has the opportunity to further improve utilization, accessibility and technical and process interoperability of its core policing systems
- Develop a comprehensive business case to support the investment in leading-edge technologies enabling the delivery of policing services
- A review of existing performance management systems and tools is recommended, including automation of the processes, to improve alignment with the TPS’ strategic goals and objectives
- Determine if existing resources have required competencies to fill new positions in ITS and HR
- Examination of the process to conduct background checks will impact the number of resources required in this role

⁸ Leading From The Frontline: Thematic inspection of frontline supervision and leadership, at the rank of sergeant in the Police Service of England and Wales, HMIC pg. 69

Recommended Model Operational Support Command



Operational Support Command Highlights



Operational Support Command

Provides governance, planning and direction to operational policing support functions, including the management of corporate risk. Promotes an intelligence-led policing delivery model

Key Change

- Creation of two new units: Operational Support and Intelligence & Corporate Information
- Realigns functions under Corporate Risk Management, including the Toronto Police College and Audit

Benefits / Value Potential

Operational Support Services

- Consolidates all operational support functions, streamlining decision making and creates development opportunities for civilians across units
- All functions related to the collection, storage and processing of evidence have been consolidated (Property, Evidence and Video Management Services)

Intelligence & Corporate Information

- Centralization of intelligence/analytics promotes standardization in methodology, approach and data for the Service
- Aligning Records Management (the GO Review and Centralized Disclosure Management Unit) and Intelligence reinforces the fact that policing organizations who possess strong knowledge management capabilities are able to identify, capture, and disseminate 'what works' in delivering policing outcomes

Corporate Risk Management

- Creates an enterprise-wide focus on risk management
- Realignment of Audit and Quality Assurance combines compliance functions – policies, procedures, PSA, etc. – under one Unit Commander
- Inspection Unit realigned as a function under Audit
- The realignment of the Toronto Police College (TPC) to Corporate Risk Management provides for the capability of the TPS to adjust in-service training based on lessons learned, changing legislative requirements and policies, and to address issues with compliance with targeted learning opportunities.

Operational Support Command Highlights (continued)



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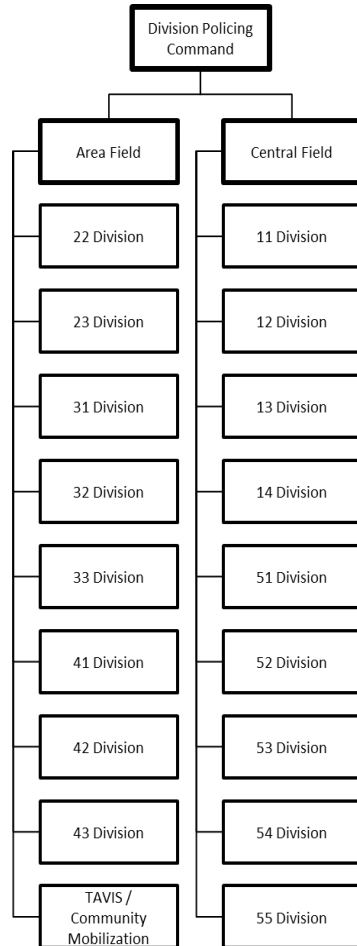
Implementation Considerations

- Staffing and integration challenges will need to be resolved to implement a corporate analytics function (note: function has already been approved by the TPS and Board)
- Work will need to be undertaken to define the intelligence model to be utilized by the TPS and additionally to identify best in class opportunities for the use of analytics and new intelligence sources such as social media. This would need to be mapped against the role capabilities within the team
- The required competencies and performance accountability for resources within a centralized intelligence function will need to be defined
- Requires performance metrics to reinforce strategic direction and culture change
- The alignment of Video Services with Property and Evidence will require a review to determine how existing resources should be allocated between this unit and Corporate Communications
- The implementation of the GO Review and CDMU units under Intelligence and Corporate Information supports the industry practice of centrally managing all of core policing business information
- Civilianization of the audit function requires appropriate levels of authority be assigned to facilitate the audit process across the organization
- Clear processes and governance should be put in place to ensure required linkages between the TPC and Human Resource Management are maintained
- The TPS should ensure clear governance processes are in place between Materials Management and Purchasing

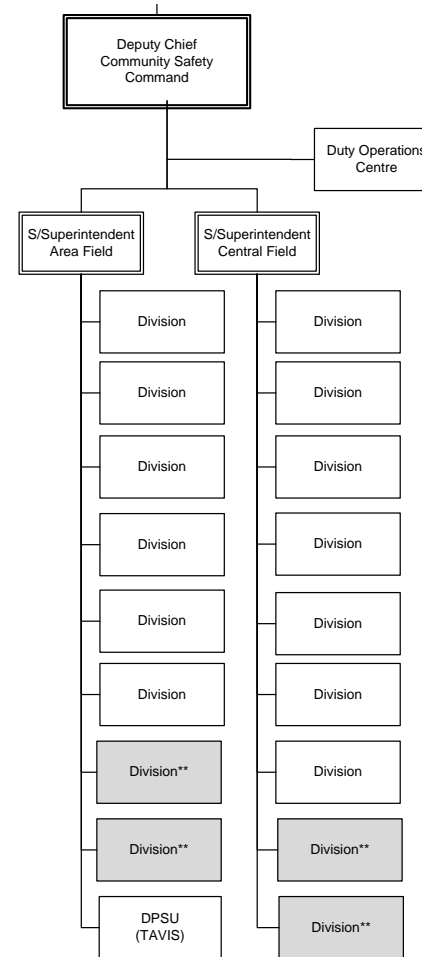
Recommended Model Community Safety Command



Current State Model

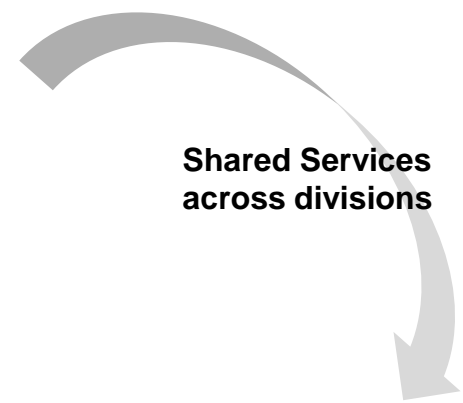
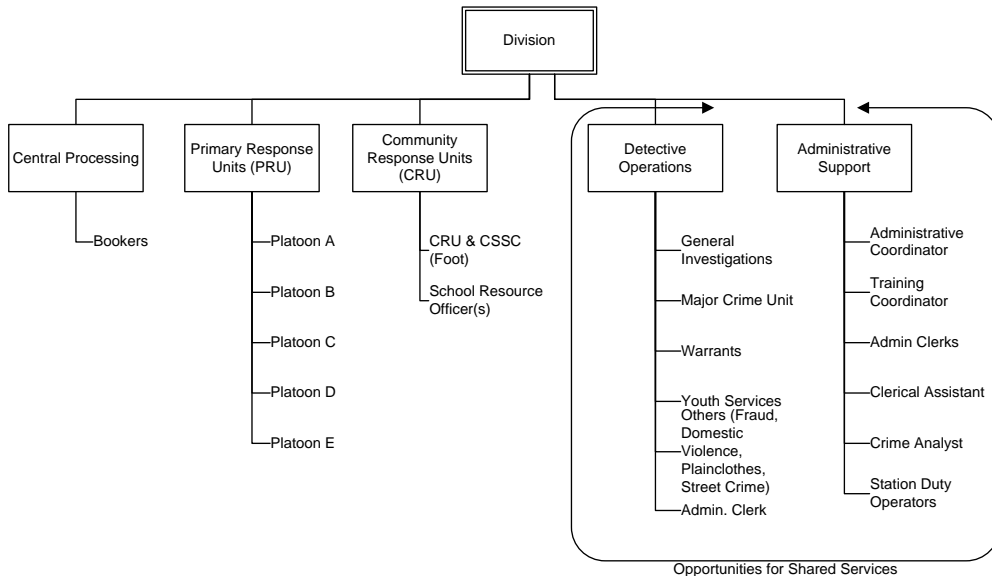


Recommended Model

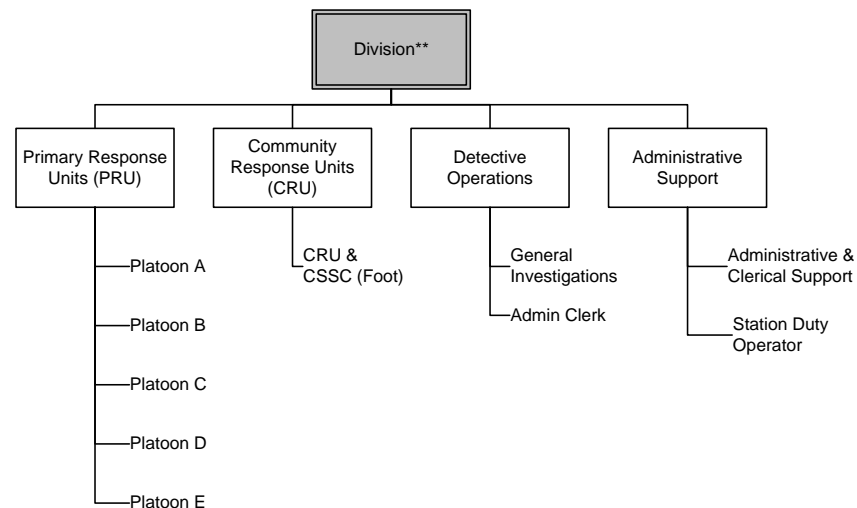




Division Structure: Illustrative



- Permeable boundaries between Divisions for primary response – to leverage police assets and capture economies of scale
- There are opportunities to consolidate administrative and detective services in a “shared services” arrangement between Divisions (note opportunities for shared services should be considered initially for smaller divisions)
- Allows Divisions to maintain the community-focus required for effective policing, with all division buildings providing full front-line policing services to the public
- A high-level examination indicates that 11, 14, 23, 51, and 52 Divisions have the capacity to act as central lock-up /processing facilities



Community Safety Command Highlights



Community Safety Command - Divisions

Respond to emergency and non-emergency calls, community engagement; responsible for reaching out to and working with the community; deployed to proactively police the high crime areas of the Division; and conduct specialized investigations that occur in the Division

Key Change

- Creates opportunities for multiple Divisions to share resources to create efficiencies
- Removal of the Staff Inspector rank
- Clear definition of the roles of the Unit Commander and 2IC and removal of the 2IC from some Divisions
- Moves real-time operational resource deployment decisions from Unit Commanders to Duty Operations Centre
- Staff Sergeants will have a different shift schedule than Platoons
- A new civilian role – Community Support Special Constables (CSSC) – is added to enhance CRUs at Divisions

Benefits / Value Potential

- Division structure allows the TPS to retain its local focus and commitment to community engagement
- All Divisions will be led by a Superintendent, creating consistent leadership across the units. For smaller Divisions, a 2IC will not be required.
- Efficiencies can be gained by implementing a shared services framework between the smaller and larger divisions. This model will allow certain functions – such as administration, planning, and some investigative activities – to be managed centrally (i.e., out of one Division). Further analysis of divisional capacity and workload is required.
- The ability to change how police assets are organized and deployed to meet patterns of operational demand will help drive up performance. By increasing the ability to address area-specific patterns of operational demand more effectively, surplus resources in one area can be redeployed to others, increasing overall visibility and improving emergency response times⁹
- Retains current establishment of front-line officers but reduces the management structure at the Sergeant and Staff Sergeant levels
- Cost savings can be achieved through the adherence to a 1:8 span of control ratio for the PRUs – current span ranges from 1:3 to 1:11, with the average being 1:7¹⁰

⁹Serving the community with High Performance in Policing, Accenture 2007

¹⁰“Staffing Study 2010, Glendale Police, page 22

Community Safety Command Highlights (continued)



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Benefits / Value Potential (cont'd)

- Cost efficiencies will be achieved through the reduce operations and shared resources across certain Divisions
- A 1:6 supervisory ratio for the Community Response Units (CRUs) along with a workforce consisting of uniformed and civilian Community Support Special Constables (CSSC) promotes the problem-solving policing model reflective of the National Reassurance Programme in the UK and a variety of models in the US¹¹
- A realigned shift schedule that separates the Staff Sergeants from the Platoons will reduce the number of required Staff Sergeants and aid in promoting objectivity in performance reviews between rank levels. It is recommended the TPS use the role of "Acting Staff Sergeants" to cover the 1-2 hours a day that may be "vacant" due to the new schedule of the Staff Sergeants. This role would provide a strong developmental opportunity for Sergeants and the opportunity to act as Officer-in-Charge for a limited portion of the day and gain valuable experience.
- A shared resource pool for Detectives working in Major Crime would create economies of scale
- CSSC will increase police visibility and accessibility while reducing long-term costs¹²
- The delayering of the Staff Inspector position would align the TPS rank structure with other police forces in Ontario, creating consistent spans of control as rank would no longer be associated with the size of units
- Defining the role of the 2IC will create clarity of responsibilities and accountabilities in Divisions and development opportunities for Inspectors
- School Resource Officers (SROs) are viewed as a valuable resource for the TSP. They are an on-site resource for city high schools and evidence indicates having an officer in this position is beneficial in building relationships with the community and with youth, preventing crime and intelligence gathering.¹³ It is recommended that SROs be managed as a central resource across several Divisions

¹¹ "Police Staffing Audit", The City of Berkeley City Auditor's Office, page 17

¹² A national evaluation of Community Support Officers, Home Office Research, January 2006, page 67

¹³ Report Of The Inspector General's Office: Review Of Opportunities For Civilianization In The Chicago Police Department, January 2013, page 55

Community Safety Command Highlights (continued)



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Implementation Considerations

- As part of the detailed design process, the TPS should undertake a comprehensive divisional review to confirm key processes, geographical coverage and service delivery standards are maintained. Further, with the implementation of a shared services framework for Divisions, the TPS should determine if opportunities exist within this framework to address the span of control of Staff Superintendents
- A patrol strategy will need to be developed to allow for flexible boundaries due to Duty Operations Centre deployment and to optimize the 1:8 ratio for PRUs and 1:6 ratio for CRUs
- Shift schedules will need to be included in this strategy development¹⁴
- The ability to share supervisory resources across Divisions will also aid in supporting the realignment of Staff Sergeants and Platoons
- Common processes will need to be established for the deployment of PRUs across divisional boundaries
- Based on an analysis of case load, Detective resources aligned to General Investigations in some Divisions will be reduced
- Clarifying the roles of Unit Commanders and the 2IC is required to ensure consistency across Divisions, including the assignment of workload, the accountability for managing resources and engaging in community activities
- A recruitment and training process for CSSC will be required. In addition, procedures for how these Special Constables respond to citizens needs and reassure communities to achieve the citizen focused objectives of TPS.
- A clear neighbourhood policing strategy, with an integrated police and CSSC team focused on community problem solving, along with a process to build job descriptions, evaluate remuneration and measure performance for the CSSCs will also be required
- DPSU is a significant vehicle for citizen and community interaction. As such, there may be roles and functions within this unit that would be better aligned with the Customer Support Services Unit. A detailed assessment of roles and responsibilities (e.g., those dedicated to community liaison and HQ engagement activities) will provide further insight as to the appropriate alignment of these resources.
- The TPS should work to define and communicate a clear set of performance measures aligned to desired behaviours and outcomes for DPSU, including its mandate. In addition, processes governing the deployment and use of resources should be communicated to all stakeholders.

Community Safety Command Highlights

Duty Operations Centre



Community Safety Command – Duty Operations Centre

Responsible for the monitoring of city-wide policing resources 24/7; with the ability to redirect assets to high need areas as required; and provides a direct link to operations for the Chief

Key Change

- Proactive monitoring of all calls-for-service and occurrences across the city
- Duty Operations Centre (DOC) will coordinate the deployment of PRUs with Communications Services

Benefits / Value Potential

- Proactive policing through a 24/7 Operations Centre monitoring all emergency and non-emergency calls (this is separate from Communications Services who will continue to have dispatch responsibilities)
- Leverages the TPS' investment in a Major Incident Centre at HQ
- Development opportunities for Inspectors responsible for the high-volume of PRU activity
- Streamlined process for the flexible deployment of PRUs and other resources across permeable divisional boundaries, including monitoring of demand and divisional deployment availability
- Redistributes the management of resources between DOC and Unit Commanders, alleviating some of the workload issues
- Supports real-time monitoring and reporting of crime statistics, streamlining the current manual process

Community Safety Command Highlights Duty Operations Centre (continued)



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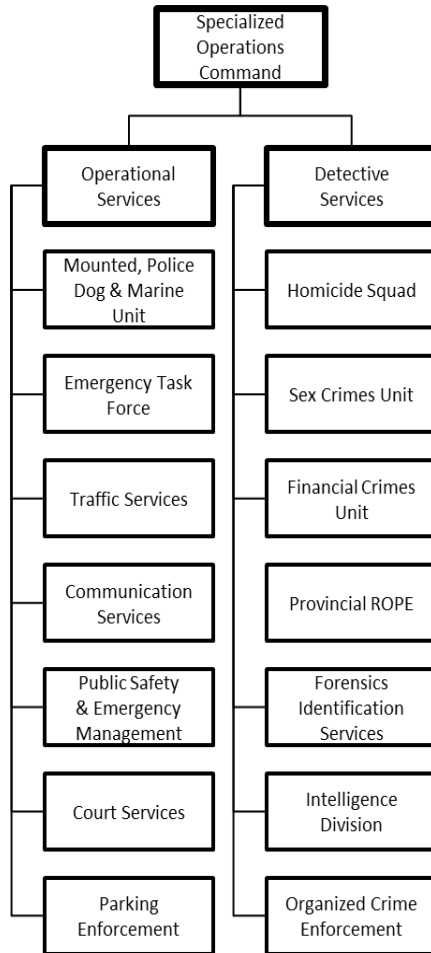
Implementation Considerations

- Detailed operating procedures and processes, along with a review of current shift schedules and staffing model will be required to operationalize the DOC
- As part of the performance management framework, utilize the leadership of the DOC as a key development training opportunity for Inspectors
- A Duty Operations Centre would limit the function of the existing Duty Desk to responding to public enquiries and providing building security
- Adjustments in the CAD system will be needed to allow Communications Services to redeploy PRUs across permeable boundaries
- Policies and procedures will need to be amended to account for the increased authorities of the DOC
- *Note: a current CIOR initiative is underway to examine the function of the Duty Desk. Following the completion of the CIOR review of the DOC, organization impacts should be considered and may alter the recommendations of this report*

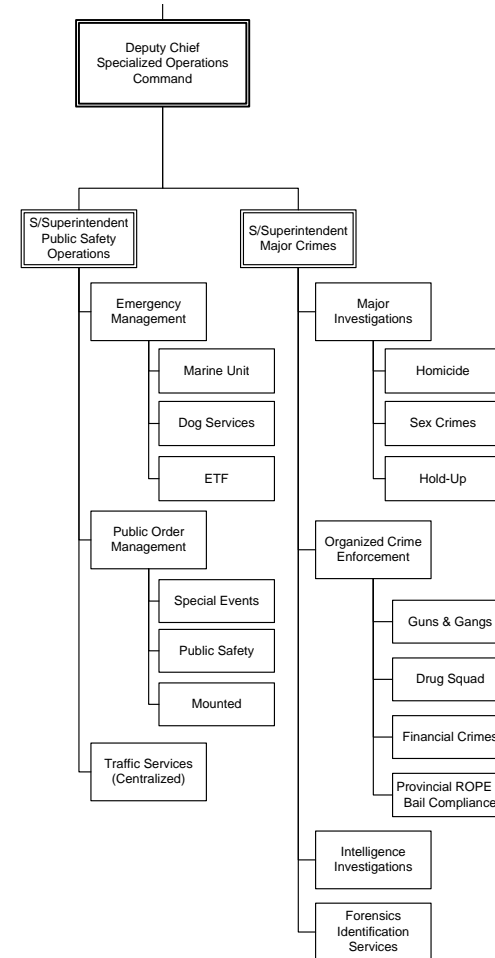
Recommended Model Special Operations Command



Current State Model



Recommended Model



Specialized Operations Command Highlights



Specialized Operations Command

Public Safety Operations provides specialized public safety, emergency management support and training to members of the Service; Major Crimes Unit provides specialized detective and investigative services across the Service

Key Change

- Centralized Traffic Services Unit
- Consolidation of Homicide, Sex Crimes and Hold-Up under Major Investigations
- Bail Compliance Officers aligned with Provincial ROPE
- Civilianization of Scene of Crime Officers (SOCOs)

Benefits / Value Potential

- Reduces the Staff Superintendent's span of control from 1:7 to 1:3 / 1:4 while reducing overall management costs in areas of high reputational and operational risk
- Consolidation of specialized units under one Unit Commander covers the control requirements raised from the removal of the Staff Inspector rank while maintaining the integrity of the individual units

Public Safety Operations

- Consolidating those functions that have accountability for planning the TPS' response to special events (demonstrations, parades, city-wide events, etc.) allows for more efficient sharing of resources and may help to create synergies between the planning and execution of these events
- All traffic officers realigned to Traffic Services Unit generating economies of scale through intelligence-led deployment; and enhanced quality through the development of a highly skilled, specialized workforce
- Centralized Traffic Services as a centre of excellence for traffic management for the city of Toronto through the focused training and development of assigned resources, assisting in the management of grid-lock

Specialized Operations Command Highlights (continued)



Continued from previous page . . .

Benefits / Value Potential

Major Crimes

- Consolidates the investigative functions (Homicide, Sex Crimes and Hold-up) under one Unit Commander permitting economies of scale in the management of resources and administration while maintaining the specialist focus of the individual units
- Financial Crimes aligned under Organized Crime Enforcement to create greater efficiencies in information sharing and intelligence-led policing

Intelligence Investigations

- The analytics functions within Intelligence have been realigned to the centralized Intelligence and Corporate Information group to assist in driving more successful investigations which is likely to drive improved levels of citizen satisfaction

Provincial ROPE and Bail Compliance

- Realignment and centralization of Bail Compliance Officers with Provincial ROPE creates opportunities for economies of scale through shared assets and resources. This unit would report into Organized Crime Enforcement
- Information and intelligence to aid parole and bail monitoring decisions will be made available via the Intelligence and Corporate Information Unit

Forensic Identification Services

- Civilianization of Scene of Crime Officers (both from Divisions and within Forensic Identification Services) supports a specialized workforce with the ability to provide long-term consistency within the Forensic function¹⁵

Specialized Operations Command Highlights (continued)



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Implementation Considerations

Traffic Services

- The further centralization of Traffic Services will enable the TPS to reduce the number of officers within this role for redeployment to PRUs or community functions while achieving economies of scale
- Centralized Traffic Services will require clear processes to prioritize requests from the Divisions for traffic services

Intelligence Investigations

- The alignment of Intelligence analytics with the centralized intelligence function will require the TPS to examine the key functions performed by personnel in this unit to determine if resources can be separated

Forensic Identification Services

- Clear role descriptions, career paths, and rules of engagement for civilian SOCOs must be developed, using the position of Forensics Investigators within FIS as a clear path of career progression
- As part of a staged implementation approach, Forensic Investigators should follow the civilianization of SOCOs from Divisions
- Forensic Investigative Services delivers a wide range of expertise in the investigation of serious crimes across the TPS. The strategic nature of this unit in terms of its approach to crime investigations, use of resources (including leading-edge technologies and techniques), and the level of training and expertise requires the leader possess the ability to manage a complex set of tasks and skills. The transition to a civilian investigative team will be phased in over time, but will necessitate the appropriate levels of oversight to ensure standards and legislative requirements are not compromised. Consideration should be given to assigning a unit commander with a strong scientific background to FIS.

Provincial ROPE and Bail Compliance

- Defining the business processes and governance mechanisms that direct resources across the Community Safety and Specialized Operations Commands will be required to mitigate any risks to having this unit shift its focus toward Organized Crime rather than acting as a strategic, intelligence-led policing effort to monitor individuals for the promotion of community safety. Given resources outside the TPS are allocated to this unit, a clear set of management processes will need to be put in place

Phase 3: Analysis of HR data was performed to find additional opportunities and insights



- A span of control assessment was conducted to investigate areas of concern identified in the Assessment Phase. Conclusions and hypothesis on trends were drawn to highlight areas of low or high span of control
- Demographic analysis was conducted on HR data to identify insights on workforce diversity, turnover, promotions, movements and salary
- Analysis was also completed to identify the number of employees by organizational layer, to better understand the spread of the uniform and civilian population within various commands
- One-to-one relationships throughout the organization were identified and investigated. These relationships were reviewed to assess the ongoing viability for the future state organizational model
- A list of 354 positions were identified and reviewed for civilianization. Positions were evaluated and some removed from consideration based on cost savings, implementation difficulty, suitability for civilians, available skills in the market, and legislative or policy requirements

Highlights of Management Level Spans of Control



Larger spans of control (i.e., a larger number of direct reports) can be effective when supervisors are overseeing similar types of activities. However, for roles that have high complexity or risk, a smaller span is often required to provide the appropriate level of oversight and supervision.¹⁶

Current Organization*		Recommended Model		Comments
Chief of Police	1:7	Chief of Police – Office of the Chief	1:8	New Strategic Planning function and elevates Corp. Communications
Administrative Command	1:4	Administrative Command	1:4	Audit out – HR in
Corporate Command	1:4	Operational Support Services (new)	1:4	New Pillar
Divisional Policing Command	1:3	Community Safety	1:4	New Duty Operations Centre
Specialized Operations	1:3	Specialized Operations	1:3	No change at Deputy level. Changes at the Staff Superintendent level
Finance and Administration	1:5	Finance	1:4	Fleet Out
Information Technology Services	1:7	Information Technology Services	1:5	Consolidation of two units under one
Human Resource Management	1:10	Human Resource Management	1:9	Benefits & Employment split, TPC out
Corporate Services	1:4	Intelligence & Corporate Information	1:4	New Pillar
Professional Standards	1:3	Corporate Risk Management	1:6	Unit renamed; Audit & TPC realigned
Risk Management Unit	1:8	Professional Standards	1:5	Unit renamed, functions realigned
Audit & Quality Assurance	1:4	Audit & Quality Assurance	1:5	Add Inspections (spans to be confirmed in detailed design)
Area Field Command	1:9	Area Field Command	1:9	No change at this level
Central Field Command	1:9	Central Field Command	1:9	No change at this level
Special Operations	1:8	Public Safety Operations	1:3	Consolidation of units

Highlights of Management Level Spans of Control



Current Organization		Recommended Model		Comments
Detective Services	1:8	Major Crimes	1:4	Consolidation of units
Infrastructure & Operations Support Services (IOSS)	1:3	IT Planning & Governance	TBD	Consolidate Enterprise Architecture, IOSS and PMO under new unit; added Business Architecture. Spans to be determined during detailed design
Enterprise Architecture	1:4	IT Planning & Governance	TBD	
PMO & IT Governance	1:2	IT Planning & Governance	TBD	
Benefits and Employment	1:8	Payroll and Benefits Administration	1:5	Payroll in / Employment out
Benefits and Employment	1:8	Employment	1:4	New unit
Video Services	1:3	Property and Evidence Management	1:4	Consolidated with Prop. and Evidence Management
Primary Response Units (Sergeant : Constables)	1:3 – 1:11	Primary Response Units (Sergeant : Constables)	1:8	New structure for divisions
Community Response Units (Sergeant : Constables)	1:3 – 1:11	Community Response Units (Sergeant : Constables)	1:6	Lower span to promote active community work
Superintendent (Division)	1:5	Superintendent (Division)	1:5	No change at this level; some Divisions may have smaller SPoC based on shared resources
Public Safety & Emergency Management	1:2	Emergency Management	1:4	Includes Emergency Management, Marine, Dog & ETF
Marine, Mounted & Dog	1:3	Public Safety	1:3	Spec. Event. Public Safety & Mounted
Provincial ROPE	1:3	Provincial ROPE (Bail Compliance)	1:5	Based on ~ 30 PCs & 2 supervisors – to be confirmed in detailed design
Duty Desk	1:3	Duty Operations Centre (new)	TBD	New unit, spans to be determined in detailed design

5.0 Civilianization



Civilianization



- “Civilianization is the practice of assigning police department work that does not require a police officer’s special training or skills to civilian employees”¹⁷
- The IACP Model Policy on Civilianization notes “the efficiency and effectiveness of law enforcement agencies is enhanced when sworn and non-sworn personnel are appropriately used to perform those functions that are best suited to their special knowledge, skills and abilities”¹⁸
- Typically, studies regarding civilianization focus on three questions:
 - Does the position require law enforcement powers (i.e., powers of arrest, use of force, statutory requirement, carrying a firearm)?
 - Are the skills, training, experience, or credibility of a sworn officer required to fulfill the duties of the position?
 - Can the requirements of the position be fulfilled by a specially trained civilian?

¹⁷Report Of The Inspector General’s Office: Review Of Opportunities For Civilianization In The Chicago Police Department, January 2013, page 13

¹⁸ Ibid, page 12

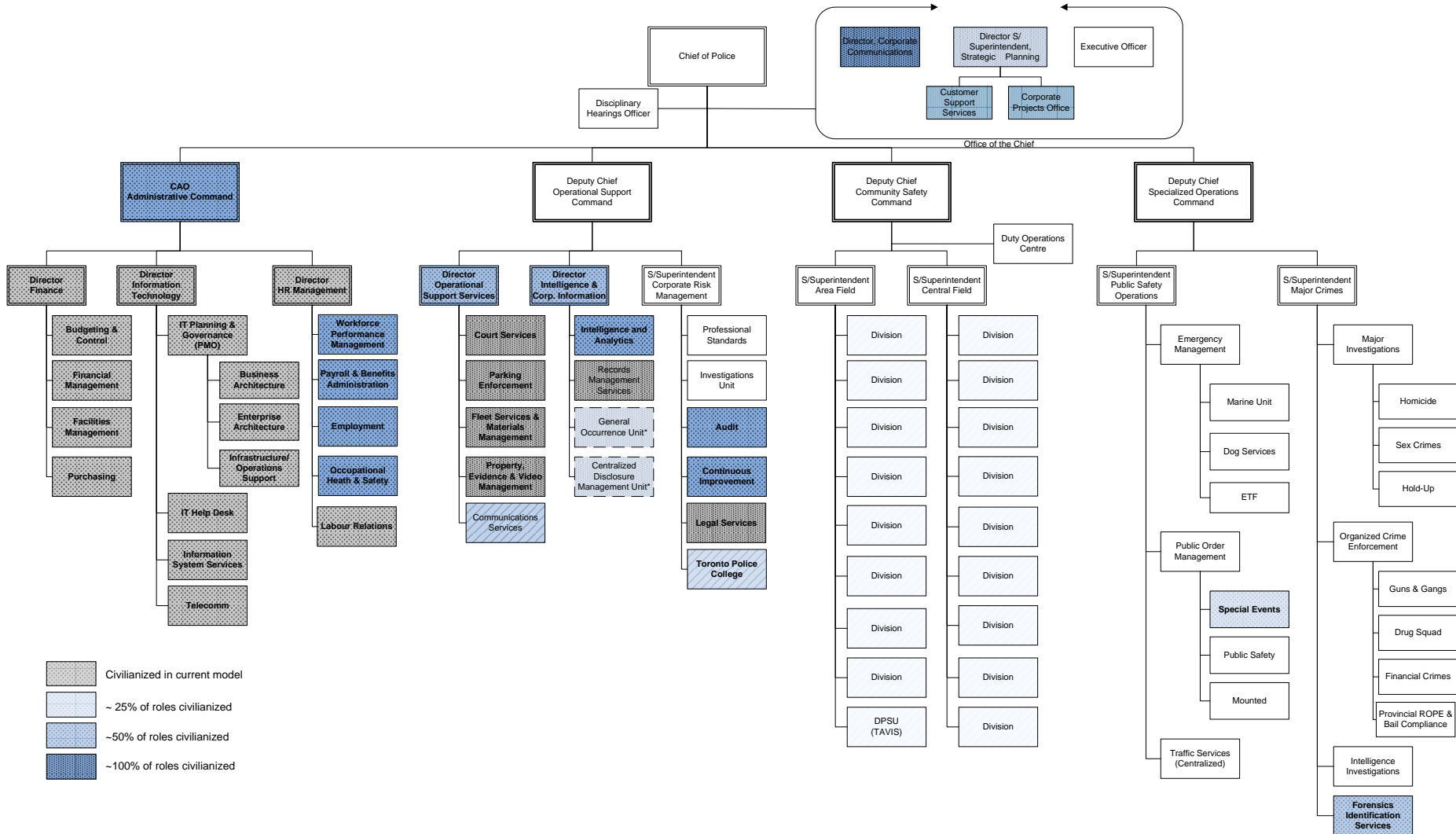
Civilianization at the TPS



- While the TPS has approximately 30% civilian staff, there are further opportunities to increase the workforce mix and skills profile in certain operational aspects of policing
- This includes intelligence and analytics functions, SOCOs, and the establishment of a Community Safety Special Constable role within CRUs, all of which have been undertaken in police forces globally, with evidence of success
- The challenge leveled at the recent Summit on Economics of Policing in Ottawa (January 2013) from the Ontario Association of Police Boards highlighted that the gap between the median pay of citizens and that of 1st Class Constables is large; and therefore implies significant cost reductions can be achieved through further efforts to civilianize certain roles
- The TPS has a civilian to uniform ratio of 30% to 70%. However, the TPS civilian workforce resides predominately within the Administrative (99%) and Corporate Commands (62%). Excluding the support functions, only 14% of the TPS is civilianized. When this is reviewed in light of other police forces that follow a commonwealth justice model, this civilian percentage within functions outside of the support functions is low. There may be economies to be gained as part of a further review of the TPS
- It is noted that civilianization could, in many cases, save costs. For example, the City of Chicago indicated the potential to save an estimated 16 to 41% per position through civilianization within the police department. Even if the replacement civilians receive the same salary as the sworn officers they replace, the City would achieve savings due to the more generous benefits that sworn officers receive and the non-salary compensation provided to sworn officers and not civilians¹⁹

¹⁹Report Of The Inspector General's Office: Review Of Opportunities For Civilianization In The Chicago Police Department, January 2013, page 55

The civilianization of a number of roles across the organization is recommended



Summary of Civilianization Opportunities (1 of 2)



Department / Unit	# of Police Officers	Comments on Civilianization
Audit and Quality Assurance	6	
Audit Program Review	1	<ul style="list-style-type: none"> The TPS should consider soliciting officer input and feedback through alternative processes (e.g., focus groups)
	5	
Corporate Communications	3	
Media Section	3	<ul style="list-style-type: none"> Does not require a sworn officer
Corporate Planning (Analytics)	10	
Bus Intelligence Analysis	5	<ul style="list-style-type: none"> Industry practices support the civilianization of analytics
Governance Analysis Management	3	<ul style="list-style-type: none"> Intelligence and information required to support strategic planning does not require a sworn officer
Research and Development	1	
Divisional Policing	187	
Crime Prevention	62	<ul style="list-style-type: none"> Crime Prevention may include Crime Prevention, School Liaison, Neighbourhood Resource Officer, School Crossing Guards and/or Community Resource Officer
School Crossing Guards Coordinators*	6	
Unit Support (Crime Analyst)	17	<ul style="list-style-type: none"> The number of Training Sergeants will be reduced; civilianization is recommended as a second phase for this position Industry practices support the civilianization of analytics Specialized skills in forensics and evidence available in marketplace (the transition from uniformed to civilian personnel would be phased in over a period of time)
Unit Support (Training Sergeants)	17	
Scene of Crime Officers (SOCOs)	85	
Professional Standards	1	
Risk Management Unit: Analysis and Assessment	1	<ul style="list-style-type: none"> Industry practices support the civilianization of analytics

Summary of Civilianization Opportunities (2 of 2)



Department / Unit	# of Police Officers	Comments on Civilianization
Human Resource Management	42	
Employment (Management)	4	<ul style="list-style-type: none"> Does not require a sworn officer; background checks are conducted by civilians in a number of jurisdictions Specialized skills and qualifications are available in the civilian marketplace to fill these positions
Employment (Background Checks)	30	
Occupational Health and Safety	2	
Staff Planning	6	
Toronto Police College	9	
Business Systems & Contracts Health and Wellness	4	<ul style="list-style-type: none"> Does not require a sworn officer; current review by TPC underway to examine instructor positions and the impact of eLearning at the College
Learning Development Standards	1	
Administrative	4	
Executive Officers	7	<ul style="list-style-type: none"> Majority of duties could be performed by a civilian, who would act as a liaison between Commands and other units/functions
Detective Services	27	
Forensics		<ul style="list-style-type: none"> Scene of Crime Officers (based on an initial 50% of FIS) The transition from uniformed to civilian personnel would be phased in over a period of time
	27	
Operational Services	62	
Alternate Response Unit (Communication Services)	62	<ul style="list-style-type: none"> Current TPS policy requires this position to be held by a sworn officer It is noted that resources dedicated to this unit are largely comprised of accommodated staff and the civilianization of this unit would need to consider, where possible, alternative staffing arrangement for this unit in consultation with the Return to Work specialist
Grand Total	354	

Note: further opportunities for civilianization may exist and opportunities should be reassessed after detailed design, including required staffing levels and workforce composition (i.e. after a review of the resource allocation formulas – to ensure there are appropriate minimum numbers of uniformed offices built into the model for resilience, etc.)

Opportunities for civilianization

Audit and Quality Assurance



Audit and Quality Assurance

Current State

- 6 positions in Audit and Quality Assurance are held by uniformed personnel

Key Change

- Recommended for civilianization

Benefits / Value Potential

- No legislative requirement to have Police officers in these positions
- The tasks performed by this unit involve various technical tasks which do not require the exercise of law enforcement powers or the skills and expertise of sworn officers and could be performed by specially trained civilians²⁰

Implementation Considerations

- The roles and authorities of Auditors will need to be clearly defined and communicated across the organization
- The process for continuous improvement, including the linkages between audit results and subsequent actions will need to be defined

²⁰Report Of The Inspector General's Office: Review Of Opportunities For Civilianization In The Chicago Police Department, January 2013, page 29

Opportunities for civilianization Corporate Communications



Corporate Communications

Current State

- 3 Officers in Media Relations

Key Change

- Recommended for civilianization

Benefits / Value Potential

- The International Association of Chiefs of Police (IACP) recommends media relations and communications as functions to be resourced by civilians
- Specialized expertise and training in communications is available in the marketplace

Implementation Considerations

- Any special training related to required policies and procedures necessary to act on behalf of the TPS should be provided to Corporate Communications staff
-

Opportunities for civilianization Analysts



Analysts

Current State

- Currently resides in multiple functions across the organization
- No standardization or “one source of truth” for the TPS

Key Change

- Civilianize analyst positions, including Crime Analysts (17), Governance Analysis (3), Corporate Analysis, Intelligence Analysis (5), and Analysis and Assessment (RMU) (1)

Benefits / Value Potential

- Promote an intelligence-led policing function through centralized analytics function
- Recommend to be staffed by civilians with expertise in advanced analytics, statistics, financial modeling, etc.
- Assumption is that applicants should have professional designation or university level education in a relevant subject and therefore would join the Service with skills and training specific to intelligence analysis
- Civilianization of this function is the best practice in most commonwealth policing models

Implementation Considerations

- It will be essential to review the career structure and development opportunities for the civilian employees, and in collaboration with HR, build in professional developmental opportunities to allow for advancement and promote greater retention of employees
- There is an opportunity for alternative sourcing of this function if additional savings are required while leveraging specialized capabilities
- The challenge (in addition to a perceived loss of police resilience) is the high turnover experienced by some police forces. This is due to skilled criminal analysts being very much in demand within the private sector and often the public sector cannot compete on salary and career progression opportunities.

Opportunities for civilianization Crime Prevention Officers



Crime Prevention Officers

Current State

- Roles may include Crime Prevention Officers, School Liaison, Community Resource Officers (CRO), and/or Neighbourhood Resource Officers

Key Change

- Recommend civilianization for all positions associated with Crime Prevention

Benefits / Value Potential

- Civilianization of School Crossing Guards is considered a Industry practice by IACP (International Association of Chiefs of Police)
- Among the tasks reportedly performed by civilian officers in other jurisdictions were acting as liaison between the Police Department, other City departments, neighborhood watch groups, school districts and neighborhood betterment committees in the area of responsibility²²

Implementation Considerations

- The civilianization of the school crossing guards has been recommended by the TPS and the Service should move toward reassigning the responsibilities for this role to civilian members
- As part of a workforce assessment, the TPS should define the roles and accountabilities for these positions, including if these resources should be uniformed
- These roles could be transitioned to the responsibilities of the CSSCs as part of the neighbourhood policing strategy

Opportunities for civilianization Toronto Police College – Instructors



Toronto Police College – Instructors

Current State

- Uniformed members conduct non-police related courses

Key Change

- Recruit qualified instructors to conduct non-police courses

Benefits / Value Potential

- Courses that do not necessitate the use of sworn officers (e.g., use of force training) should be taught by qualified civilian instructors
- eLearning presents the TPS with an opportunity to reduce instructor-led training and allow individuals to complete required training on-demand

Implementation Considerations

- The TPS should further explore partnerships with community colleges (e.g., George Brown) to leverage general course offerings (e.g., computer training)
- The TPC should expand its current catalogue of eLearning to include more online courses for front-line officers, reducing the need for in-class training and instructors

Opportunities for civilianization

HR - Employment / Staff Planning & Safety Officers



Human Resource Management - Employment (Background Checks) / Staff Planning and Safety Officers

Current State

- 30 Constables dedicated to conducting background checks
- 6 officers in Staff Planning
- 2 Safety Officers

Key Change

- Recommended for civilianization

Benefits / Value Potential

- Staffing these positions with specialized skills and expertise in areas of human resources is in line with Industry practices²⁴
- Skilled civilians with a level of expertise would possess the requisite skills to conduct interviews (behavioural and technical) as evidenced by The Office of Personnel Management, Federal Investigative Services (OPM-FIS) in the US²⁵
- Positions do not require the capabilities of a sworn officer

Implementation Considerations

- Training will be required for non-uniformed members on how to conduct background checks
- Concerns regarding confidential information and access to secure databases can be managed through a reengineered process that would create hand-offs at critical intervals
- Clear role descriptions and training on the policies and procedures for uniformed transfers and development will be needed
- Will require a change to current TPS Governance policies which require members filling Background Investigator positions be accredited criminal investigators
- Special training should be provided to civilian staff to understand the specific needs and requirements of dealing with safety and accommodation issues in a policing environment

²⁴ Guide to HR Benchmarks 2010, Institute of Management and Administration, 2009

²⁵ <http://www.opm.gov/investigations/background-investigations>

Opportunities for civilianization Scene of Crime Officers / Forensics



Scene of Crime Officers / Forensics

Current State

- Scene of Crime Officers within each platoon / division
- FIS investigators within Detective Services

Key Change

- Civilianize Divisional Scene of Crime Officers (85)
- Civilianize a percentage of FIS Investigators (approx. 50%)

Benefits / Value Potential

- Allows forces to target university graduates who enter the profession with training in forensic sciences
- The recruitment of civilian SOCOs with forensic science educations will serve to reduce TPS training costs
- Establishes an expert model for SOCOs that will reduce turnover, thereby lowering costs and allowing the development of an expert service with greater skills and experience.
- Other police forces have shown savings based on salary costs can be achieved through civilianization of this position²¹

Implementation Considerations

- This would require a phased implementation approach based on the ability to obtain the required competencies and skill levels for investigations and evidence gathering
- Toronto Police College should partner with universities to support the curriculum for forensic training; leveraging universities to provide basic forensic training while the Toronto Police Collage focuses on more advanced forensic theory and innovations
- The TPS will need to monitor the loss of flexibility offered by multi-functional police SOCOs who are currently part of the PRUs within each division / platoon
- The TPS will need to determine the optimal number of FTEs based on the type of crime scene investigation, staffing policies and efficiencies gained by specializing this role (i.e., removing policing responsibilities)
- It will be important to draft an accurate job description, which must include crime reporting and house-to-house canvassing, when necessary, and potential 24-hour on-call shift schedules

Opportunities for civilianization Training Sergeants (Divisions)



Training Sergeants (Divisions)

Current State

- Uniformed members in Divisions responsible for roll-out and coordination of in-service training

Key Change

- Initial recommendation to reduce from 17 to 6 Training Sergeants
- As technology and eLearning capabilities permit, this position should be redefined as a coordinator role performed by civilians

Benefits / Value Potential

- Based on the current recommendation for divisional structure, training Sergeants should be considered shared resources across Divisions, reducing the number of required resources
- Further benefits can be achieved if, as technology and the use of eLearning increases, the coordination and scheduling of training should be moved to a civilian resource.
- The move to civilianization would create greater accountability for supervisors (Staff Sergeants and Sergeants) to deliver required training at the Division level

Implementation Considerations

- As a first step, the TPS should reduce the number of training Sergeants, but retain this position as a uniformed officer as operational experience is considered beneficial when delivery certain training to front-line officers
- Over time, the TPS should consider creating a small group of civilian coordinators who are responsible for ensuring the consistent delivery of training across all Divisions. As the TPS moves toward eLearning, the need for uniformed officers to conduct instructor-led training in the divisions is being minimized. Further, with the role of Staff Sergeants being detached from platoons, the Staff Sergeant may take on more of a leadership role in providing any instructor-led training that was required in the Divisions.
- Implementation of the divisional structure, along with the availability of eLearning, will impact the number of Training Coordinators required

Opportunities for civilianization Community Safety Special Constables (CSSC)



Community Safety Special Constables (CSSC)

Current State

- Does not exist at the TPS

Key Change

- Establish a civilian community support special constable position to partner with CRUs

Benefits / Value Potential

- The recommendation for the Community Safety Special Constables (CSSC) is modeled on the RCMP and UK community support officer. Both the UK and the RCMP realized positive swings in citizen and victim satisfaction, visibility, accessibility and reassurance. Other police forces in Canada and the US are following suit
- It is important to differentiate the role of a Community Safety Special Constables and that of a police officer. The CSSC is a uniformed civilian asset that has the power to enforce low level offences but their main role is to provide high-visibility uniformed presence, support community engagement, intelligence gathering and partnership working to resolve community identified problems.
- They are professional witnesses and all studies reveal they are most effective as part of a joint police / CRU neighbourhood team

Implementation Considerations

- This will likely create challenges with the Police Associations, therefore the differentiation of roles is critical
- Taking a phased approach to the introduction of this change is critical
- The CSSC uniforms should clearly be branded TPS, but these uniforms should differentiate the CSSCs from sworn officers
- A communication plan to explain the different role will need to be developed for informing citizens of this new police asset so as to ensure an understanding of the roles and increase confidence in the CSSC function²³
- A neighbourhood/community policing strategy will need to be identified to clarify the role of CRUs and mixed teams involving CSSCs

Opportunities for civilianization Executive Officers



Executive Officers

Current State

- Uniformed personnel act in the role of Executive Officers

Key Change

- Recommended for civilianization

Benefits / Value Potential

- In general, the duties performed by the Executive Officer(s) include similar support and administrative services performed by civilian Executive Assistants and as such could be performed by a civilian who is specially trained in the procedures and policies of the TPS²⁷
- There is a potential to save up to 30% in salary costs if the Executive Officer position was held by a similarly qualified Executive Assistant

Implementation Considerations

- A detailed review of the roles and responsibilities of this position must be undertaken prior to civilianization

²⁷Report Of The Inspector General's Office: Review Of Opportunities For Civilianization In The Chicago Police Department, January 2013, page 22

Opportunities for civilianization Alternate Response Unit*



Alternate Response Unit

Current State

- Uniformed members on modified duties

Key Change

- Recommend civilianization

Benefits / Value Potential

- Positions are currently occupied by uniformed members of the Service who are on modified duty
- Based on a comparison with civilian resources currently staffed in Communications Services, the TPS could realize savings in salary costs of up to 14%
- Call taking does not require law enforcement powers or the special skills or knowledge of sworn officers²⁶

Implementation Considerations

- Current policy / procedures indicate that this position must be filled by a sworn officer in order to take reports from members of the public
- The TPS should consider amending this policy to allow trained civilians to take reports. Individuals could be referred to a sworn member for further investigation if the situation warrants further action
- It is recommended that the TPS examine alternate arrangements for officers on modified duties in cooperation with the Return to Work specialist

*Note: the ARU is currently staffed with officers on accommodated duty. Considerations related to civilianization of this unit should take into account the legislative requirement of the Service to accommodate officers against the potential benefits of civilianization.

²⁶Report Of The Inspector General's Office: Review Of Opportunities For Civilianization In The Chicago Police Department, January 2013, page 30

6.0 Industry Practices



Industry Practices Spans of Control



Observation: Bring the spans of control in line with industry standards

Industry Practices

- Regular Headcount: The average number of non-contingent employees reporting to the organization during the calendar year compared to the average number of non-contingent employees classified as Manager²⁸

Percentile	10th	25th	50th	75th	90th
Manager Span of Control	4.9	6.4	7.8	11.4	19.2

- Spans of control also depend on the type of job: "skills-based" jobs such as brand managers or engineers are usually well served with a span of six to eight, while "task-based" jobs such as shop-floor or call-center supervisors have higher spans of 15 or more²⁹
- CALEA (Commission on Accreditation for Law Enforcement Agencies) standards recommend a supervisor be responsible for no more than twelve officers or eight beats (but this is dependent on experience, level of training, time-to-supervise, etc.)
- A survey published in *The Police Chief* in 2006 noted the average span of control for the 140 responding agencies was 1:7. Las Vegas Police Captain Stavros S. Anthony similarly reported in *The Structural Dimensions of Community Oriented Police Departments*, that traditional police departments in the United States had an average span of control of one supervisor to 8.4 officers. Captain Stavros also reported that those departments focused on community police philosophy had a slightly lower ratio of 7.7 officers per supervisor³⁰

²⁸ Price Waterhouse Coopers Saratoga "Organization and Operations Results U.S. Human Capital Effectiveness Report (2007/2008)

²⁹ Bain, "Streamlining spans and layers" (March 2010)

³⁰ Staffing Study 2010, Glendale Police, page 22

Industry Practices Delaying



Observation: Delayer the organization to promote decision making at the most appropriate levels

Industry Practices

- Organization Layers measures to the highest number of distinct reporting layers within an organization
- This metric measures the complexity of an organization's reporting structure³¹

<i>Percentile</i>	<i>10th</i>	<i>25th</i>	<i>50th</i>	<i>75th</i>	<i>90th</i>
Organization Layers	7	8	10	12	13

- There is no substantial evidence indicating the size of an organization plays a role in the need for additional layers, so we maintain that no organization should have more than seven layers, regardless of headcount³²
- Roles and responsibilities must be clearly defined to drive decision making and authority to the most appropriate level
- Community-oriented policing calls for more inclusive decision making processes to foster frontline problem solving and commitment³³
- Functions within Human Resource Management (e.g., Payroll & Administration and Employment) were realigned to address large spans of control in the recommended model. The HR staff ratio is a leading measure of staffing efficiency, which gives the number of full-time equivalent HR staff members per hundred employees served; only “core” HR activities are included in the ratio. For an organization with 2500 or more employees, the median percentile is 0.7 (in government organizations the median is 1.00) - the TPS’ HR staff ratio is 1.7

³¹ Price Waterhouse Coopers Saratoga “Organization and Operations Results U.S. Human Capital Effectiveness Report (2007/2008)

³² NexGen Advisors and APQC Global Organizational Efficiency Survey (Oct 2009)

³³Guide to HR Benchmarks 2010, Institute of Management and Administration, 2009

Industry Practices

Civilianization



Observation: Civilianize a number of positions across the Service

Industry Practices

- Civilianization is a widespread practice in police departments although there is no best practice guideline regarding the mix or ratio of sworn to civilian positions for maximizing operational effectiveness. The intent of civilianization is to relieve sworn officers of administrative duties that could be performed by civilian personnel, at a lesser cost, allowing sworn officers to dedicate more of their time to patrol activity. This practice varies widely from department to department and depends largely on budget constraints, operational priorities and community needs.³⁴
- Many sworn police officers lack specialist training and credentials and are often transferred between sections every few years. To this end, civilianization is viewed as a strategy to improve police effectiveness, productivity, efficiency, and continuity of knowledge.³⁵
- While all police organizations must ensure that there are sufficient numbers of officers available to be deployed, there is no evidence from police literature that civilianization has negatively affected the ability to deploy sworn officers. As the majority of personnel in the police department will always be sworn officers, effective deployment and adequate staffing, rather than civilianization, would seem to be the primary issue.³⁶
- A study of civilianization in Vancouver noted “although civilianization is primarily viewed as a strategy for reducing the overall costs of policing, there are other benefits, including increasing ‘blue on the street,’ broadening the talent pool, and increasing opportunities, diversity, and productivity in the department”
- As further recognized in the IACP Model Policy on Civilianization, “the efficiency and effectiveness of law enforcement agencies is enhanced when sworn and non-sworn personnel are appropriately used to perform those functions that are best suited to their special knowledge, skills and abilities

³⁴ The City of San Diego “Police Department Sworn and Civilian Staffing Challenges”, May 2012, page 7

³⁵ Ibid

³⁶ Civilianization In The Vancouver Police Department, 2006, page 257

Industry Practices

Civilianization



The International Association of Chiefs of Police (IACP) has established a Model Policy on Civilianization which lists the following functions as civilian responsibilities:

Civilian Responsibilities	Current TPS Status	Recommended TPS Positions
Planning and research	Partially civilianized	Civilianize (Corporate Planning)
Parking enforcement	Civilian	N/A
Media relations	Uniform	Civilianize
School crossing control	Recommendation for civilianization	Reaffirmed
Communications	Partially civilianized	Recommend full civilianization
Accident investigation	Uniform (Traffic Services)	Not currently recommended
Records	Civilian	N/A
Legal affairs	Civilian	N/A
Animal control	N/A	N/A
Fleet maintenance	Civilian	N/A
Property/evidence	Civilian	N/A
Detention	Partially Civilian (Courts)	N/A
Victim advocacy	Not currently performed by TPS	Function recommended under Customer Service
Forensics	FIS – Partially civilianized (labs) SOCO - Uniform	SOCOs in both FIS and Divisional Policing
Police auxiliary/reserve	Civilian	N/A

Industry Practices

Structure of Policing Organizations



Observation: The recommended model includes leveraging shared services between certain Divisions

Industry Practices

- There is no “one size fits all” police department model. Neither is there a routine formula to apply in order to determine how to structure an agency. There are, however, a series of questions which can, and should, be asked in order to achieve a better understanding of a community’s needs³⁷
 - What “core services” are needed by the community in order for it to function properly and effectively?
 - What level of service, for both core and ancillary functions, is needed by the community?
 - What specialized services are actually needed by the community?
 - What functions, even if not entirely critical and necessary to the functioning of the community, should be provided in order to project a certain desired image to the residents and visitors?
 - What are the costs involved with each option, and what is the community willing to pay for its police services?
- Defining patrol staffing allocation and deployment requirements is a complex endeavor which requires consideration of an extensive series of factors and a sizable body of reliable, current data³⁸
- The Metropolitan Police Service (MPS) in the UK has recognized the need to enable people to contact the police through a variety of different channels and is examining the option to provide one 24 hour police station per Borough that will generally provide a co-located patrol base, command and custody facility. Since 2008, there has been a 20% reduction in crime reporting at front counters and a 32% increase in internet and email reporting³⁹

³⁷ Police Department Regionalization, Consolidation, Merger & Shared Services Important Considerations for Policy Makers, March 2007, page 2

³⁸ IACP Patrol Staffing and Deployment Study, page 2

³⁹ Draft MOPAC/MPS Estate Strategy 2013-2016, For Consultation, January 2013, page 14

Industry Practices

Structure of Policing Organizations



Continued from previous page

Industry Practices

- The Local Policing Model for London (UK) is comprised of Safer Neighbourhood policing. Inspector-led teams will work in Local Police Areas (clusters of wards); every ward will have a named Sergeant, a dedicated named PC (who will not be abstracted) and a dedicated PCSO. Other PCs, PCSOs, MSC officers and volunteers will work across Local Police Areas according to need. Safer Schools officers will be retained for every secondary school that wants one. Proactive and reactive investigations: small squads focused on narrow crime types will be removed, allowing better use of resources at Borough level. Community Safety Units remain...⁴⁰
- Zone Deployment - As opposed to normal beat deployment, officers are assigned to one of four zones and patrol sergeants work with their officers to manage the calls for service assigned to the zones. This unique approach to calls for service facilitates problem solving, provides a concentration of personnel in neighborhoods experiencing higher crime levels, and allows significant flexibility in deploying available patrol resources to address emerging crime trends. Data suggest that this deployment scheme has produced significant benefits to the department and community, particularly in the form of improved response times and a more equitable distribution of workloads⁴¹

Case Study: Essex Police

- A review of the Essex Police identified that while geographic commands maintain community confidence and assists in increasing police presence, they are inefficient. However shared services across geographic boundaries can offset those inefficiencies while maintaining a local presence and accessibility⁴²

⁴⁰ Draft Police & Crime Plan – For Consultation, Mayor’s Office of Policing and Crime (MOPAC), 2013, page 14

⁴¹ Glendale Police Staffing Study 2010, page 37

⁴² Chief Constable Jim Barker-McCardle, Tim Godwin, former Commissioner London Metropolitan Police

Industry Practices Strategy and Planning



Observation: Elevate the strategic planning process to the top of the organization to drive accountability and ownership

Industry Practices

- A strategic plan, which has buy-in and ownership upon delivery, is much more likely to be implemented than a report which may have little support. A properly managed, interactive planning process facilitates much more knowledge transfer than a report-writing exercise⁴³
- Forces need to ensure that frontline staff are clear about their purpose and know what is expected of them. A critical element is effective frontline leadership and supervision. Forces must address the importance of frontline activity and its place in determining public satisfaction and confidence. If this important strategic message is not communicated and supported, it is difficult to envisage how frontline activity will accurately and tangibly reflect organizational requirements.⁴⁴
- Police authorities must work together with chief officers to ensure that strategic organizational objectives are clearly and effectively translated into frontline delivery activity, and that the performance management and learning and development frameworks remain consistent with the strategic intent and force expectations.⁴⁵
- The MET in the UK designed and implemented a new strategic business planning process and strategic business planning products at the Corporate-wide and Territorial Policing (TP) Business Group levels of the organization. Outcomes included the improved integration of the planning, finance, resource and performance functions and a new strategic business planning cycle; a more consistent approach to strategic business planning throughout the organization; and greater clarity around lines of accountability and ownership.⁴⁶

⁴³ "Strategic Planning and Performance Management", Accenture

⁴⁴ Leading From The Frontline: Thematic inspection of frontline supervision and leadership, at the rank of sergeant in the Police Service of England and Wales, page 39

⁴⁵ Ibid, page 45

⁴⁶ Serving the community with High Performance in Policing, Accenture 2007

Industry Practices

Intelligence-Led Policing



Observation: Apply sophisticated analytical techniques for crime analysis, corporate and strategic planning and investment decisions

Industry Practices

- In the United Kingdom, the National Intelligence Model (NIM) is a business process for managing intelligence led policing activity. The Model's objective is to inform strategic and tactical decision-making using analytically based, and nationally standardized, intelligence products
- An effective intelligence gathering process:
 - Is clearly defined
 - Is underpinned by a standard set of intelligence tools, templates and products
 - Has clearly defined reporting lines and lines of accountability and ownership
 - Is overseen by professionalized, dedicated and highly skilled intelligence officers
 - Is supported by integrated IT systems with relational databases
- A robust intelligence capability can lead to a reduction in overtime costs for intelligence and operational staff through more effective and targeted tasking and can eliminate a duplication of work effort due to more efficient intelligence briefings⁴⁷
- Benefits of Intelligence-Led Policing
 - Increased understanding of patterns of crime and criminality
 - Increased relevance of intelligence products
 - Improved intelligence led tasking and briefing
 - More informed and timely priority-setting
 - Improved quality of service to the public across all aspects of policing
 - Improved balance of resourcing to ensure intelligence is appropriately actioned
 - Improved ability to deploy and manage resource more effectively
 - More balanced distribution of resources between equally weighted priorities
 - Elimination of duplicate work effort due to more efficient briefings
 - Greater clarity and structure over the direction of work effort
 - Improved processes of collection and analysis of information/intelligence
 - Greater and more timely exchange of actionable intelligence products both within the Service and between the Service and other agencies
 - Increased accountability

Industry Practices Crime Analysts



Observation: Civilianize all positions related to analytics, including the crime analyst

Industry Practices⁴⁸

- ...it is important to note that the crime analyst position has become more professionalized during the past decade, given the vast array of techniques and tools available to analysts, and their increasing knowledge, skills, and abilities.
- In a crime analyst survey conducted by the Police Foundation's Crime Mapping and Problem Analysis Laboratory (CMPAL), 78 percent of total respondents were civilians and just 22 percent were sworn personnel.
- Agencies must strive to properly maximize the skills of their analysts in supporting the overall agency mission. Whereas many agencies use analysts for simple functions, such as creating incident maps and crime bulletins, many analysts can provide much more in terms of analyses and information sharing to support and enhance crime prevention, intervention, and reduction strategies.
- Many argue that sworn analysts "usually take to the job detailed knowledge of the jurisdiction and its criminals. They understand how the police department works, and they may also have more immediate credibility with the other officers in the agency"
- ...there is an "undisputed trend toward civilianizing crime analysis units...[because many sworn personnel] lacked research skills and the computer skills necessary...."

⁴⁸Selecting The Best Analyst For The Job: A Model Crime Analyst Assessment Process for Law Enforcement Agencies, Office of Community Oriented Policing Services, U.S. Department of Justice, December 2010

Industry Practices

Community Support Special Constables



Observation: Introduce Community Support Special Constables to work with Community Response Units

Industry Practices

- The RCMP has implemented a Community Police Office (CPO) who plays an important role in building the partnership between the police and the communities they serve⁴⁹
- Orlando, Florida and Sacramento, California have created the civilian position of “Community Service Officer”(CSO). CSOs go through an abbreviated version of the police training academy and then handle “lower priority” or “non-hazardous” calls for service. In these jurisdictions, CSOs respond to “criminal incidents not in progress,” and collect fingerprints from crime scenes.⁵⁰
- The Mesa, Arizona, Police Department has begun hiring civilians to handle non-enforcement duties ranging “from crime scene processing to fraud investigations”⁵¹
- The Oklahoma City Police Department has hired and trained civilians to work as part-time police ambassadors, who provide assistance by giving directions and answering questions, assisting with traffic control and special events, and serving as eyes on the street for the Department. In 2008, these civilians fielded over 40,000 requests for directions and questions from residents and visitors⁵²
- In the UK, the police services of England and Wales created an additional police asset known as the Police Community Support Officer (PCSO)
- In spite of concerns expressed by some sworn employees about non-sworn employees in general, most Police Department employees were supportive of expanding the CSO program. The annual cost of an experienced CSO, with benefits, is about \$59,000 or a little over half of the cost of an experienced patrol officer, which is over \$113,000⁵³

⁴⁹<http://bc.cb.rcmp-grc.gc.ca>

⁵⁰Opportunities for Civilianization in the Chicago Police Department, January 23, 2013, page 13

^{51, 52, 53} Ibid, page 13-14

Industry Practices

Community Support Special Constables



Observation: Introduce Community Support Special Constables to work with Community Response Units

Industry Practices

- Several jurisdictions explained that the major advantage of using CSOs [Community Support Officers] was that, for some, it's a career path for becoming a sworn officer. In addition, new non-sworn hires could start at the jail (currently staffed by PSAs) and then be sent to the academy for CSO training after demonstrating good job performance at the jail. This would allow for more staffing flexibility⁵⁴
- The evidence from the evaluation shows that CSOs [Community Support Officers] are providing a much wanted service and that they are valued by both the police and the public for their visibility and their accessibility. It was intended from their introduction that the main role of CSOs was to act as a visible and familiar presence through foot patrol and community engagement.⁵⁵
- To avoid high turnover, is critical to include a clear career development plan for CSOs, including providing for a wider variety of tasks.⁵⁶
- The most important method of ensuring that CSOs are used to best effect is to embed them in the organization in a way in which they have adequate support and supervision and are part of a coordinated policing effort. The use of CSOs in mixed community policing teams attached to a locality and tasked with solving community problems would ensure that these conditions exist.⁵⁷
- More awareness is needed on the differing roles and powers of the Neighbourhood Policing Team (NPT). The public are confused and unsure about the responsibilities each member has, specifically CPO's and PCSO's. More awareness could lead to greater confidence in the police. The public would be able to directly contact a member of the team that they know can assist them. More knowledge of roles and power may also help to remove negative perceptions that some sections of the public hold about PCSO's. If they were aware of the key aims to their role they may see them in a more positive way.⁵⁸

⁵⁴ "Police Staffing Audit", The City of Berkeley City Auditor's Office, page 26

⁵⁵ A national evaluation of Community Support Officers, Home Office Research, January 2006, page 8

^{56, 57} Ibid, page 70, 60

⁵⁸ Communities Perceptions And Attitudes Towards Neighbourhood Policing, by Anthea Tainton, Internet Journal of Criminology, November 2010, page 22

Industry Practices

Crime Scene Officers



Observation: Civilianize a portion of the front-line Scene of Crime Officer (SOCO) positions

Industry Practices

- A common position is that of Scenes of Crime Officers (SOCOs) who work alongside patrol members and sworn investigative officers. Scenes of crime officers (SOCOs), sometimes called crime scene investigators (CSIs) or crime scene examiners, work with police in the investigation of serious crime⁵⁹
- Examples include:⁶⁰
 - Dallas (TX) Police Department Crime Scene Response Unit is responsible for collecting and processing of evidence at crime scenes and for searching for fingerprint matches using the automated fingerprint identification system (AFIS)
 - City of Miami Police Department Crime Scene Investigations Unit's technician staff are an extremely experienced cadre with an average of 12 years of expertise and are qualified to handle any and all types of crime, either conducting an analysis on their own part or as part of a team. The technicians are skilled in photography, evidence collection, fingerprint processing, sketching and in giving evidence in criminal court proceedings.
 - The Grand Prairie Police Department has a staff of civilian investigators and police officers who are specially trained, equipped and assigned to collect physical evidence at the scene of a crime.

Industry Practices

Increasing the use of technology



Observation: Invest in technology in support of the delivery of policing services

Industry Practices

- Technological innovations may finally help the state 'do more for less', which is particularly important in the context of the immediate and long-term pressures on public spending (OBR 2011).
- In 2007 the Dutch police launched a website, Politieonderzoeken.nl, which invites the public to help solve suspected murder cases. For their first case, they posted details of the violent death of 18-year-old Sjaak Gerwig, whose body was dredged up from a canal in Utrecht in April 1995. The website offered a reward of €15,000 for information leading to the arrest of the perpetrator. It included a map of the crime scene, details of the investigation, press reports and even illustrations of the wounds inflicted. The site is a classic example of what Charles Leadbeater calls 'we-think', because it allows readers to post up their own ideas, and therefore allows a community of contributors to work collaboratively to solve a crime. In its first month alone, the site received over 50,000 hits and as a result of the work of amateur detectives, produced six new witnesses and a new scenario for the murder.⁶¹
- One pioneering example is TrackMyCrime (TMC) introduced by Avon and Somerset Constabulary in March 2011, which allows victims of crime to access the progress of the investigation of their crime as well as contact the officer leading the investigation. The service offers the option of using the service or speaking directly with a police officer. It allows victims to access the current status of their crime online in the same way they might expect when accessing a bank or mobile phone account online. In the past, people have had to wait for a police officer investigating the crime to contact them with updates that would often be at a time that was not convenient for them. TMC sends information to the website as soon as the police computer system receives it, and victims are automatically alerted to updates via a text or email alert. This allows people to access the information at a time convenient to them.⁶²

⁶¹ Empowering Victims Through Data And Technology, Institute for Public Policy Research June 2012, page 6

⁶² Ibid, page 10

Industry Practices

Increasing the use of technology



Observation: Invest in technology in support of the delivery of policing services (cont'd)

Industry Practices

- Emerging mobile technologies can help automate and digitize the many processes that are currently manual and paper-based and empower field police forces by bringing information at point of need⁶³
- Greater Manchester Police have launched a Share Your Suspicions section on their website. Through this page residents can anonymously submit concerns and upload photos or videos as evidence of suspected offences⁶⁴
- It is now generally possible to report crimes online without having to phone in. This is much more convenient and accessible than the days when members of the public had to phone a remote call centre and wait weeks for a formal response to a non-emergency call⁶⁵
- Surrey Police recently became the first force in the UK to pilot an app that will enable users to engage with their local neighbourhood teams through their smart phone or iPad. This includes contact information for the local police, local crime data, the ability for the public to vote on local police priorities, and updates on officers' daily activity⁶⁶

⁶³ Serving the community with High Performance in Policing, Accenture 2007

⁶⁴ Empowering Victims Through Data And Technology, Institute for Public Policy Research June 2012, page 13

^{65, 66} Ibid, page 13

Industry Practices

Human Resource Management



Observation: Civilianize functions related to background checks, staff planning and safety

Industry Practices

- The percentage of positions in HR organizations with at least one HR specialist has increased in recent years, with the proportion of HR Specialists increasing to 60% in 2007⁶⁷
- The most common areas of HR specialization include: Benefits, employment, recruiting and compensation
- The United States Office of Personnel Management (OPM) provides over 90% of the Government's background investigations, with civilians conducting over two million investigations a year (for Federal Agents, Criminal Investigators and Police Officers in the FBI, ATF, DEA, Air Force, Navy, Federal Protective Service, US Park Police, DoD Police, etc.)⁶⁸
- The Chicago Police Department outsources a portion of its background checks to a third party vendor; it is further noted by this report that follow up investigations do not need to be completed by a sworn officer as no specific policing knowledge is required⁶⁹

⁶⁷ Guide to HR Benchmarks 2010, Institute of Management and Administration, 2009

⁶⁸ <http://www.opm.gov/investigations/background-investigations>

⁶⁹ Opportunities for Civilianization in the Chicago Police Department, January 23, 2013, page 35

Industry Practices

Other Observations



Observation	Industry Practice
<p>There is an opportunity to streamline the current performance evaluation process, moving away from a paper-driven exercise that is not seen as holding people accountable or driving desired behaviours across the TPS</p>	<ul style="list-style-type: none"> • The biggest challenge facing police executives in the 21st century is developing police organizations that can effectively recognize, relate and assimilate the global shifts in culture, technology and information to operate an agile police force able to meet the opponents of today and tomorrow.⁷⁰ • A robust performance evaluation system will enable Commanders and Supervisors to: <ul style="list-style-type: none"> – Reduce Role Ambiguity – Institutionalize Premiere Executive Training – Challenge Traditional Promotional Approaches – Aggressively Monitor Command Wellness⁷¹ • Forces should review their use of the Personal Development Review (PDR) process: <ul style="list-style-type: none"> – To ensure that the balance between performance measurement and developmental activity is appropriate – Is used as a means of documenting an officer's readiness for promotion in terms of individual performance and their development needs. Appropriate and effective use of the PDR should be closely scrutinized – Contains sufficient objectivity and accuracy to be relied upon as a reference document in considering applications for level transfer as well as for promotion⁷²

^{70,71} <http://www.theiacp.org/PoliceServices/ProfessionalAssistance/Ethics/ReportsResources/PoliceLeadershipinthe21stCentury/tabid/190/Default.aspx>

⁷² Leading From The Frontline: Thematic inspection of frontline supervision and leadership, at the rank of sergeant in the Police Service of England and Wales, page 77

Industry Practices

Other Observations



Observation	Industry Practice
<p>Explore options for outsourcing its enabling functions as part of a longer term strategic plan</p>	<ul style="list-style-type: none"> • Case Studies to Consider⁷³ <ul style="list-style-type: none"> – State of Florida Management service IT Outsourcing; saved \$173 million with (\$85 - \$90 million representing cost avoidance from not having to purchase a new IT system) from 2002-2007 – Detroit Public Schools HR Outsourcing of Medical benefits; saving of \$5M initially and \$1M per year beginning 2001 – US Postal Service HR Outsourcing of Employee benefits, reassignments and job postings; \$50M over 10 years – US Transportation Security Administration Outsourcing of all HR functions; 20-25% overall reduction of HR related costs since agency inception in 2002
<p>Corporate Risk Management is an enterprise level capability</p>	<ul style="list-style-type: none"> • Organizations are putting in place more comprehensive risk management programs, with the intent of moving beyond a reactive approach to risk to one that can fuel business growth in a smarter, more controlled fashion⁷⁴ • Businesses need to communicate a clear set of guidelines and expectations from the top down on appropriate risk taking and decision making. Too many organizations leave risk appetite as a concept and fail to translate this into limits and/or specific direction. • For example, according to the 2011 Accenture Global Risk Management Study, 98% of respondents said that risk management is a higher priority today than it was two years ago. More than 80% of companies surveyed also consider their risk area to be a key management function that helps them deal with marketplace volatility and organizational complexity.⁷⁵

⁷³"Practices for Human Resources Shared Services and Service Delivery", US Office of Personnel Management 2007, page 7

⁷⁴The Changing Face of Risk Management, Accenture, 2011

⁷⁵"The Risk Masters", By Steve Culp, Accenture, Outlook 2011, Number 3

7.0 Value Levers



Value Levers: Realizing economic value by transitioning to the new organizational structure



TPS continues to strive to meet the needs of a rapidly growing Toronto population as well as the changing expectations of a technologically savvy city that expects a high level of personalized service.

Due to cost pressures, TPS must continue to provide the right services using less resources and adapt as an organization to meet its objectives. In implementing the recommended organizational structure, the TPS may find value by increasing capacity without increasing net resources or by reducing overall headcount through natural attrition (retirement, voluntary resignations) over time. This can be achieved through: (1) Cost Reduction Measures and (2) Improved Effectiveness Measures.

It is not anticipated that the TPS will realize economic benefits from the recommendations in the first year. Transition costs related to implementing the new structure will require an up-front investment by the TPS (see Section 8.0 Implementation).

Value Levers: Realizing economic value by transitioning to the new organizational structure

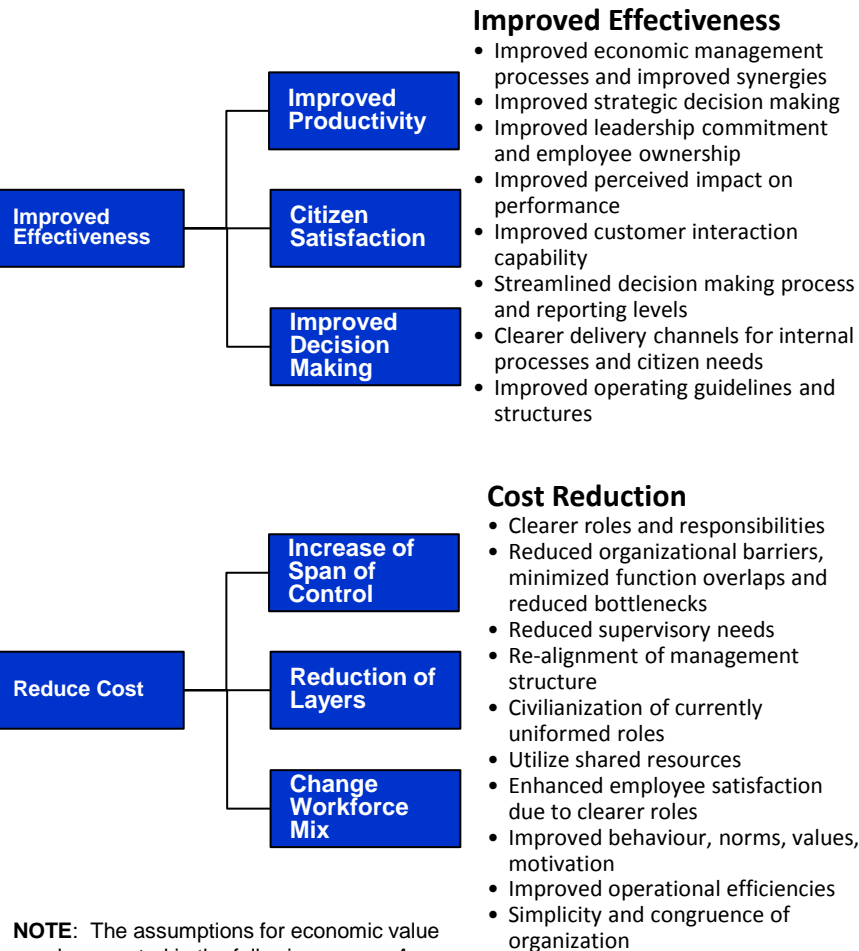


- Given the limited scope and timeline of this engagement, a number of assumptions were made in identifying the economic value of the recommended model. This potential economic value, described on the next slide, takes into account the following assumptions.
 - All costs and benefits highlighted are a snapshot of potential annual salary and employee benefits (e.g., medical) savings
 - Any bonuses or variable pay related to overtime or paid-duty are not included
 - Non-labour costs are not included (e.g., office space, equipment, training)
 - Managed attrition (layoffs) were not considered as part of this analysis
 - Assumes the TPS will replace all positions on a 1:1 basis (i.e., each uniformed position will be transitioned into one civilian position)
 - No competitive analysis was completed to benchmark salaries against current market trends

Value Levers: The TPS may be able to garner economic value that can be reinvested to offset budget challenges



TPS Value Levers & Benefits



Potential Economic Value

Value Category	Value Lever	Description	Potential Economic Value
Increased Span of Control	Reduced supervisory needs	Realign 1:8 constable to sergeant ratio in PRUs	+
Change Workforce Mix	Utilize shared resources	Detach training sergeants from divisions	+
Change Workforce Mix	Civilianization of selected uniformed roles	Selected role in appendix	+
Reduction of Layers	Re-alignment of management structure	Remove Staff Inspector Rank	+
Reduction of Layers	Re-alignment of management structure	Have Staff Sergeants manage shifts instead of platoons	+
Improved Operational Efficiencies	Clearer delivery channels for internal processes and citizen needs	Change mix of staffing models in the divisions	+
Increase Span of Control	Reduce supervisory needs	Centralize traffic units	+
Cost of Transition	Implementation of recommended model	TPS investments required to achieve potential economic value	(-)

NOTE: The assumptions for economic value are documented in the following pages. A detailed understanding of work load demands and TPS capacity may be required.

Economic Analysis – Operational Efficiencies



- Changing the supervisory mix, the span of control and the workforce composition in strategic locations of the organization creates long-term salary cost reduction opportunities.
- In certain cases, replacing officers who leave the service with civilians creates opportunities to realize economic benefits over the course of the several years. The TPS will be required to invest in the recruitment and hiring of skilled resources who can effectively execute the identified roles. In some cases, a phased approach is required.
- The estimates provided are rough indications of potential value. Further analysis would be required to confirm the potential economic value. In deriving a rough order of magnitude on economic value, consideration was given to timing and complexity of implementation:
 - Low Complexity: implementation is likely within the control of the TPS (e.g., where policy or changes to the collective agreements are not required), the potential value was assessed at 75% of its total on the low end of the range
 - Medium Complexity: implementation is likely to require the TPS to change internal policies and/or procedures and invest in training, the potential value was assessed at 50% of its total on the low end of the range
 - High Complexity: implementation is dependent on conditions not within the control of the TPS (e.g., legislative or collective agreements), the potential value was assessed at 25% of its total on the low end of the range

Economic Analysis – Operational Efficiencies



Key Driver	Description	Key Dependencies	Potential Value	Details
Reduce sergeant & staff sergeants layers in the PRU	Current span of control in the PRUs ranges from as low as 5 to as high as 11. Enforcing a minimum span of control at the sergeant level of 1:8 will reduce supervision needs.	New Duty operations centre, sharing resources between divisions	\$1.0M - \$4.5M	Page 101
Detach Staff Sergeants from Platoons	Staff Sergeants are assigned to oversee a PRU platoon; by managing time blocks to provide support to on-shift platoons, one Staff Sergeant role can be removed per division.	Consistent SPoC for PRUs; a new shift schedule and coverage for off hours by other supervisors	\$1.2M - \$2.4M	Page 102
Centralize Training Sergeants	Reduce and centralize training sergeant roles (from 17 to 6); as technology permits, this role may also be civilianized	Training of new resources, larger training role for staff sergeants	\$0.4M - \$1.6M	Page 103
Civilianization of Uniformed Roles	354 roles have been identified for potential civilianization (notes: assumes 1:1 replacement of roles)	Retraining & recruitment of resources, transition of current resources	\$3.1M - \$8.1M	Page 104-5
Eliminate Staff Inspector Rank	In Specialized Operations, Staff Inspectors will be replaced by Inspectors. 3 new superintendent roles required due to unit consolidation. All Divisions led by Superintendents, remove 4 Inspectors	Rank to be phased out over time through retirement / promotion	\$128k - \$914k	Page 106-7
Shared Divisional Resources	Assumes an initial consolidation of shared resources in 4 Divisions, including up to 50% reduction in admin support, up to 10% reduction in detective operations and up to 50% reduction in planning	Duty Operations Centre, collective agreement changes	\$0.8M - \$3.2M	Page 108
Consolidate Traffic	Remove 1 traffic sergeant per divisional unit with consolidation with Centralized Traffic Services	Consolidation of traffic units under Traffic Services	\$1.7M - \$2.3M	Page 109
2 New Level 3 Roles	Assume 1 Staff Superintendent and 1 new Director. Assuming no new head count but will reduce 3 Level 6 roles (Staff Sergeant) to create these. Cost is net difference.	Transfer supervisory headcount to leadership level	(up to \$0.15M)	Page 110
Cost to Transition	In order to fully implement the recommendation, an investment will be required to address the pre-requisites for implementation; to account for HR mobilization/ onboarding costs of new employees; and for any required change management activities	Collective Agreements, TPS policy and procedure changes, availability of investment dollars	(TBD)	Pages 112-114

Reduce supervisory layers in the Primary Response Units



• Description

- Enforce a minimum of a 1:8 constable to sergeant ratio, reducing the number of Sergeants and Staff Sergeants within the divisions. The current average span of control in the divisions is 1:7

• Assumptions

- The current approved strength of constables remains constant as a baseline for structuring the supervisory levels
- This is dependent on using flexible borders between divisions and a fully operational Duty Operations Centre to load balance Constables
- Cover will have to be provided in order to optimize the funding for front line services – there may be situations where constables have a neighboring sergeant supervising

• Benefits Analysis

- The benefits for this value lever were calculated by assessing the reduction in the number of FTEs required based on a 1:8 span of control requirement for Sergeants : Police Constables, and a 1:3 span of control requirement for Staff Sergeants : Sergeants

# of Constables in PRUs ⁷⁶ (A)	# of Sergeants in PRU ⁷⁶ (B)	# of Sergeants required in new model (C = A ÷ 8)	Potential FTE savings (D = B - C)	Average Sergeant Salary of Current Group ⁷⁷ (E)	Level of Implementation Complexity (L/M/H)	Total Potential Annual Savings* (F = D x E)
1898	267	238	29	\$136,000	High	\$0.9 - 3.9M

# of Staff Sergeants in the PRUs ⁷⁷ (G)	Assumed SPOC ratio # of sergeants per St Sergeant (H)	# of St Sergeants required in new model (I = C ÷ H)	Potential FTE savings (J = G - I)	Average St. Sergeant Salary of Current Group ⁷⁷ (K)	Level of Implementation Complexity (L/M/H)	Total Potential Annual Savings (L = J x K)
83	3	79	4	\$152,000	High	\$0.1 - 0.6M

⁷⁶ Based on 2012 approved strength in the PRUs

⁷⁷ Based on 2012 HR Salary Data including benefits. Excluding premium pay, overtime or paid duty

* Note all numbers have been rounded to the nearest 000s..

Net Salary Savings (M = F + L)	\$1.0M - \$4.5M
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Change the Staff Sergeant Supervisory Model for the Primary Response Units



- **Description**

- Currently Staff Sergeants are permanently assigned to a PRU platoon
- The Staff Sergeant schedule will change to provide coverage for time slots instead of a specific platoon. This will allow the Divisions to use 4 Staff Sergeant to cover the 5 PRU platoons instead of 5

- **Assumptions**

- Based on a typical 40 hours per week schedule, 4 Staff Sergeants only cover 160 hours per week leaving 8 hours without coverage. This would be covered by other leaders in the division (e.g. Inspector or acting Sergeant during the day shift)

- **Benefits Analysis**

- Benefits are derived from moving to a 4 Staff Sergeant per Division Model. Assuming that 79 Staff Sergeants are required in the proposed PRU structure. This will further reduce supervisory needs by 16 FTEs

# of platoons assuming min. 24 constables per platoon (A)	# of Staff Sergeants Required - Assume 4:5 ratio of Staff Sergeants to Platoons (B)	Current Average Staff Sergeant Salary ⁷⁸ (C)	FTE Savings (D = A – B)	Level of Implementation Complexity (L/M/H)	Total Potential Annual Savings* (E = C x D)
79	63	\$152,000	16	Medium	\$1.2M - \$2.4M

⁷⁸Based on 2012 HR Salary Data including benefits. Excluding premium pay, overtime or paid duty

* Note all numbers have been rounded to the nearest 000s.

Remove Training Sergeants from Divisions



• Description

- The traditional model of having a training sergeant within each division will change. Initially, the number of training Sergeants will be reduced from 17 to 6. These individuals will operate across Divisions to provide training support, in collaboration with Sergeants and Staff Sergeants. As a next step, this role should be considered for civilianization. Training coordinators would enable and support training delivery by supervisors within Divisions.

• Assumptions

- Assume 3 training coordinators per divisional region (Area Field & Central Field)
- Based on findings from the ROAD interviews, the Training Sergeant role appears to be underutilized

• Benefits Analysis

- Potential savings is derived from reducing the number of training Sergeants and/or replacing sworn officers with civilian coordinators

Reduced number of Training Sergeants only

# of Training Sergeants ⁷⁹ (A)	Current average Sergeant salary ⁸⁰ (B)	Assumed # of Training Coordinators (C)	Current Average Cost for 17 Training Sergeants (D)	Level of Implementation Complexity (L/M/H)	Total Potential Annual Savings* (E = D – (B x C))
17	\$136,000	6 (Uniform)	\$2.3M	Low	\$1.1M - \$1.4M

Reduced Training Sergeants AND civilianize

# of Training Sergeants ⁷⁹ (A)	Current average Sergeant salary ⁸⁰ (B)	Assumed # of Civilian Training Coordinators (C)	Average Salary of Civilians Supervisors ⁸⁰ (D)	Level of Implementation Complexity (L/M/H)	Total Potential Annual Savings (E = (A x B) – (C x D))
17	\$136,000	6	\$105,000	High	\$0.4M - \$1.6M

⁷⁹ Based on 2012 HR Employee Data.

⁸⁰ Based on 2012 HR Salary Data including benefits. Excluding premium pay, overtime or paid duty

* Note all numbers have been rounded to the nearest 000s.

Civilianization of Uniformed Roles



- **Description**

- Change various mandated roles from sworn officers to civilian in order to bring in new sets of skills as well as save on salary costs
- Roles identified: Uniform roles in Audit, Staff Planning, Employment, Occupational Health & Safety, Corporate Planning, Police College, Analytics Analysts, Forensics, Crime Prevention, School Crossing Guards Coordinators. Refer to Appendix 2.0 for detailed role information.

- **Assumptions**

- No net new headcount will be created for these roles. Uniformed officers will be transitioned out of these roles through attrition (retirement, resignation, etc.) and civilians recruited and hired in their stead
- Training and transition costs have not been considered
- As the TPS transitions these roles, there may be an initial investment to hire resources with a long-term view of delivering lower cost policing

- **Benefits Analysis**

- Benefits are calculated by comparing average salaries of TPS civilian employees within the same organizational structure level (e.g., Superintendent = Manager, Sergeant = Supervisor) and includes both wages and benefit costs
- Salary and benefit differentials are indicative and not conclusive as marketplace costs for roles have not been evaluated at the time of this report

Civilianization of Uniformed Roles (continued)



Department / Unit	# of Police Officers ⁸¹	Weighted Average Salary Differential Per Role ⁸²	Complexity of Implementation (Low/Med/High)	Potential Annual Savings
Audit and Quality Assurance	6	\$27,000	Low	\$122k up to \$163k
Corporate Communications	3	\$31,000	Low	\$71k up to \$95k
Corporate Planning (Analytics)	10	\$22,500	Medium	\$112k up to \$225k
Detective Services	27	\$31,000	High	\$200k up to \$835k
Divisional Policing				
Crime Prevention	62	\$32,000	Medium	\$0.9M up to \$1.9M
School Crossing Guards Co-ord	6	\$32,000	Low	\$144k up to \$192k
Unit Support (Crime Analyst)**	17	\$11,000	Medium	\$93k up to \$187M
Unit Support (Training Sergeants)	17	*	*	*
Scene of Crime Officers (SOCOs)**	85	\$11,000	High	\$0.2M up to \$0.9M
Human Resource Management	42	\$30,000	Low-Medium	\$0.4M up to \$1.2M
Operational Services	62	\$30,000	High	\$0.4M up to \$1.9M
Professional Standards	1	\$5,000	Low	up to \$5k
Toronto Police College	9	\$27,000	Low	\$188k up to \$250k
Executive Officers	7	\$5,000	High	\$9k up to \$39k

Number of Positions	354	Net Salary Savings up to	\$3.1M - \$8.1M
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⁸¹ Based on 2012 HR Employee Data.

⁸² Based on 2012 HR Salary Data including benefits. Excluding premium pay, overtime or paid duty. Note all numbers have been rounded to the nearest 000s.

* Training Sergeants are included in a separate benefit stream

** Salaries for Crime Analysts were based on 2008 Corporate Planning recommendation of a Level A9 position; SOCOs salaries were based on CIOR 2012 report recommending a Level A8 position for the civilian resources. All salaries are subjected to a competitive salary and workforce analysis review

Eliminate Staff Inspector Rank Specialized Operations Command



• Description

- Current Staff Inspectors will be replaced by Inspectors in 9 units. Three new Superintendent roles will be created (Emergency Management, Public Order Management and Major Investigations)
- 9 Units include: Homicide, Sex Crime, Hold-up, Public Safety & Emergency Management, Intelligence, Financial Crimes, Drug Squad, Forensic Investigative Services, Emergency Task Force

• Assumptions

- No new Staff Inspector roles will be created. The rank will be phased out over time

• Benefits Analysis

- Benefits will be calculated by evaluating the difference of the average salary of a Staff Inspector and the average salary of Inspectors who will be replacing the Staff Inspectors less the average differential between Staff Inspector and Superintendent salaries

# of Staff Inspector roles in scope ⁸³ (A)	Current Average Salary of Staff Inspectors ⁸⁴ (B)	Current Average Inspector Salary ⁸⁴ (C)	Potential Salary Savings per FTE (D = B - C)	Level of Implementation Complexity (L/M/H)	Total Potential Annual Savings (E = D x A)
9	\$201,000	\$182,000	\$19,000	High	\$42k - \$171k

# of new Superintendent roles in scope ⁸³ (F)	Current Average Salary of Superintendents ⁸⁴ (G)	Current Average Staff Inspector Salary ⁸⁴ (H)	Potential Salary Increase per FTE (I = G-H)	Level of Implementation Complexity (L/M/H)	Total Potential Annual Increase (J = F X I)
3	\$216,000	\$201,000	\$15,000	High	(\$11k - \$45k)

Net Salary Savings (K = E - J)	\$31k - \$126k
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⁸³ Based on 2012 HR Employee Data.

⁸⁴ Based on 2012 HR Salary Data including benefits. Excluding premium pay, overtime or paid duty

* Note all numbers have been rounded to the nearest 000s.

Eliminate Staff Inspector Rank Community Safety Command (Divisions)



- **Description**

- Current Staff Inspectors will be replaced by Superintendents in 4 Divisions. Four Inspector positions (21C) will be removed from same 4 Divisions

- **Assumptions**

- No new Staff Inspector roles will be created. The rank will be phased out over time

- **Benefits Analysis**

- Benefits will be calculated by evaluating the difference of the average salary of a Staff Inspector and the average salary of Superintendents who will be replacing the Staff Inspectors less the average differential resulting from the removal of the 21C position

# of Staff Inspector roles in scope ⁸⁵ (A)	Current Average Salary of Staff Inspectors ⁸⁶ (B)	Current Average Superintendent Salary ⁸⁶ (C)	Potential Salary Savings per FTE (D = B - C)	Level of Implementation Complexity (L/M/H)	Total Potential Salary Increase (E = D x A)
4	\$201,000	\$216,000	(\$15,000)	High	(\$15k - \$60k)

# of Inspector roles in scope ⁸⁵ (F)	Current Average Salary of Inspectors ⁸⁶ (G)	Level of Implementation Complexity (L/M/H)	Total Potential Savings (J = F X G)
4	\$182,000	High	\$182k - \$728k

Net Salary Savings (K = J - E)	\$197k - \$788k
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⁸⁵ Based on 2012 HR Employee Data.

⁸⁶ Based on 2012 HR Salary Data including benefits. Excluding premium pay, overtime or paid duty

* Note all numbers have been rounded to the nearest 000s.



Shared Resources Opportunities Across Divisions

• Description

- Opportunity for divisions to share resources with nearby Divisions (e.g., prisoner processing, detective operations and administrative support); initial estimates are focused on the four smaller divisions, but opportunities to share resources exist across all divisions
- All Divisions will be run by Superintendents; four Divisions will not have a 2IC

• Assumptions

- Opportunities exist to create shared services agreements across Divisions (note: 13, 33, 53 and 54 Divisions were used to calculate economic value potential)
- Shared resources may include: Detectives in Major Crime Units and/or General Investigations (based on an analysis of case load), administrative and planning functions
- Percentage reduction in spend for Admin support: 50%; Detective Operations: 10%; and Planning: 50%

• Benefits Analysis

- The reduction in detective operations is primarily based on consolidation of supervision and support between divisions. Potential increased savings beyond 10% may be possible but only after a full analysis of case load by divisional region is completed. Detectives play a critical role in customer service through the lifecycle of law enforcement therefore savings in this function requires further analysis

Changes	Reduction in Salary Cost (A) ⁸⁷	Est. Current Salary Cost (B) ⁸⁸	Level of Implementation Complexity (L/M/H)	Est. Potential Savings (C = A x B)
Admin support	Up to 50%	\$1.7M	High	\$0.2M up to \$0.8M
Detective Operations*	Up to 10%	\$16M	High	\$0.4M up to \$1.7M
Planning (unit support)	Up to 50%	\$1.4M	High	\$0.2M up to \$0.7M

⁸⁷ Based on 2012 HR Employee Data.

⁸⁸ Based on 2012 HR Salary Data. Excluding benefits, premium pay, overtime or paid duty.

Note all numbers have been rounded to the nearest 000s

* Detective Operations includes shared services for Major Crime Unit and the elimination of one shift from General Investigation (based on further analysis of case load)

Total Savings	\$0.8M - \$3.2M
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Consolidate Traffic from Divisions to the Centralized Traffic Unit



- **Description**

- Traffic can be consolidated under one unit rather than dispersed through each division. When combining all the resources, it will not be necessary to retain all the Sergeants. As such, these resources can be reassigned to other functions

- **Assumptions**

- The consolidation of the divisional traffic units into the centralized Traffic Services will reduce supervisor requirements by 1 Sergeant per division

- **Benefits Analysis**

- Benefits will be calculated based on the number of sergeants that can be reassigned due to consolidation of the traffic units across divisions

Number of Sergeants that can be reassigned (A)	Average Salary ⁸⁹ (B)	Level of Implementation Complexity (L/M/H)	Savings (C = A x B)
17	\$136,000	Low	\$1.7M - \$2.3M

⁸⁹ Based on 2012 HR Salary Data, including benefits. Excludes premium pay, overtime or paid duty. Note all numbers have been rounded to the nearest 000s

New Level Staff Superintendent / Director Roles



- **Description**

- The recommended organizational model requires the addition of 2 new leadership roles to support new functions in Strategic Planning and Operational Policing Support

- **Assumptions**

- No net new headcount will be used for these roles. Instead headcount saved from changing the PRU supervisory structure will be repurposed for these new roles

- **Benefits Analysis**

- Assume 1 Staff Superintendent and 1 new Director (note the TPS may also opt to staff both roles with a civilian Director). Assuming no new head count but will reduce 2 Level 6 roles (Staff Sergeant) to create these. Cost is based on net difference.

Position	Average Salary ⁹⁰ (A)	S/Sergeant Average Costs ⁹⁰ (B)	Net Difference (C = A – B)	# of roles (D)	Level of Implementation Complexity (L/M/H)	Incremental cost (E = C x D)
Average Staff Superintendent Salary	\$233,000	\$152,000	\$81,000	1 (0)	High	\$(0.08M)
Average Director Salary	\$226,000	\$152,000	\$74,000	1 (or 2)	High	\$(0.07M)

Total Incremental Cost	Up to (\$0.15M)
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⁹⁰ Based on 2012 HR Salary Data. Including benefits. Excludes premium pay, overtime or paid duty.
Note all numbers have been rounded to the nearest 000s

8.0 Implementation Considerations



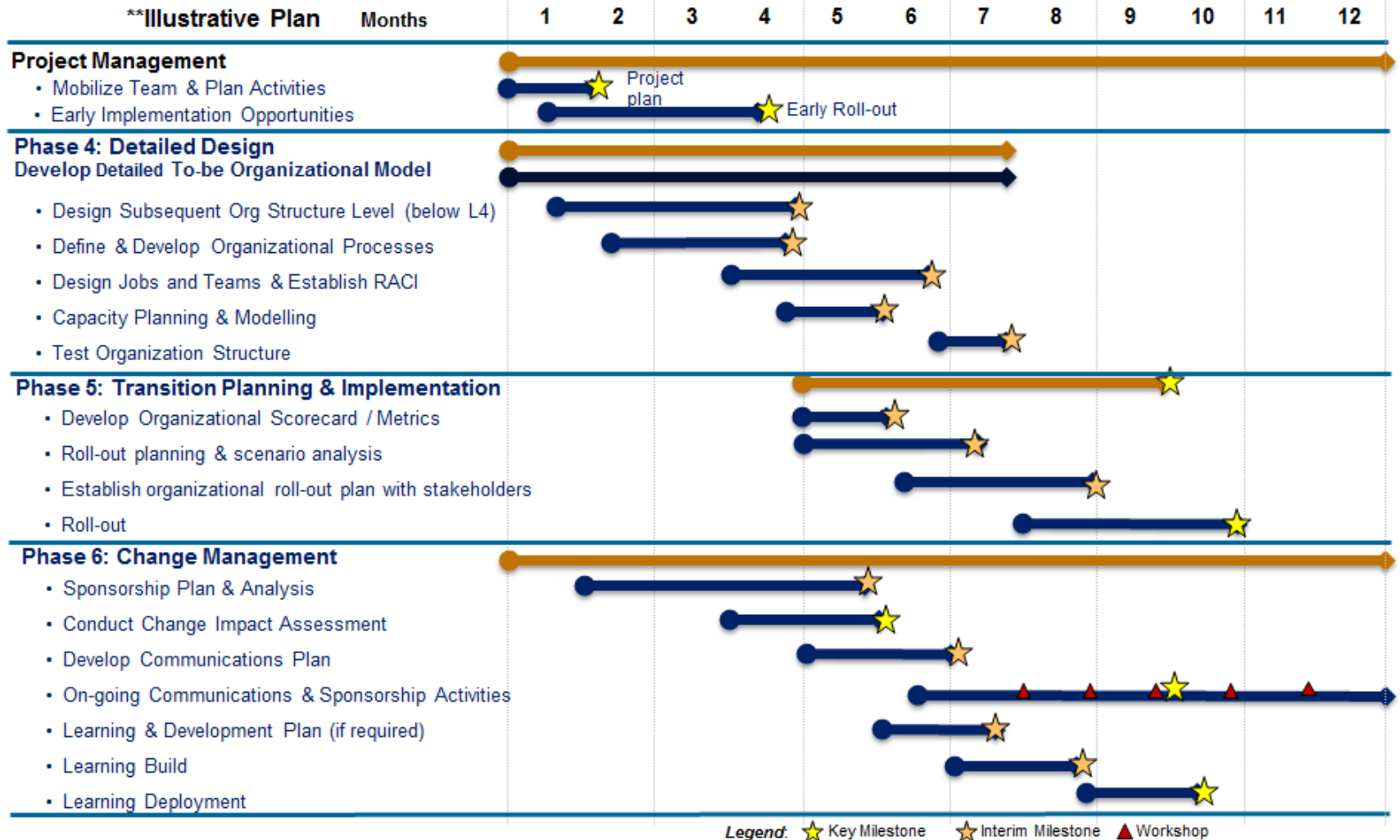
Recommended Perquisites for Implementation



To implement the recommendations contained in this report, the TPS will need to undertake a series of activities, including the following:

- Conduct a detailed design of the new organization, including, but not limited to, the following activities: detailed process reviews to refine recommendations for various key functions (i.e., divisions and IT); cost/investment assessment for the recommended changes; changes to TPS policies and procedures; alignment of unit mandates; alignment of roles, responsibilities and accountabilities; new/updated job descriptions; human resources adjustments (classification/compensation considerations, etc.); and where required, negotiations with labour relations.
- Assess business processes and sub-processes to drive the design of jobs and teams, and develop new business process and sub-process documentation, as required;
- Develop a capacity model to determine the number of full time equivalent (FTE) resources required to manage forecasted workloads (note: the TPS has already issued an RFP to address this work);
- Create a detailed implementation plan that outlines the timing/phasing of the HR/Workforce transition;
- Confirm the value levers against detailed organizational design and implementation plan; and
- Confirm the cost/investment requirements against detailed organizational design and implementation plan.

Three phases of activities, bringing the new organization to life



Once implemented ... key factors must be considered in order to sustain the value



Factor	How to Make it Happen	How to Make it Sustain
Leadership <ul style="list-style-type: none"> • People and governance that substantially influences decisions and actions and drives how organization operates 	<ul style="list-style-type: none"> • Define new roles and new leadership expectations via Leadership Development (e.g., leadership workshops) 	<ul style="list-style-type: none"> • Build capabilities in leaders to establish vision, facilitate change, lead and drive results
Process <ul style="list-style-type: none"> • Activities and process led technologies that reliably produce measurable outputs 	<ul style="list-style-type: none"> • Engage in process improvement and continual redesign to continue to drive new and better ways to work 	<ul style="list-style-type: none"> • Define clear accountability for continuous process improvement and innovation • Measure the results of processes, reward high performers
Organization Architecture <ul style="list-style-type: none"> • The overall model and how responsibility, reporting and accountabilities are defined 	<ul style="list-style-type: none"> • Define new model and align structure and roles to new model • Define new roles across the work practices that support end-to-end work (e.g. Operating Model refresh) 	<ul style="list-style-type: none"> • Seek opportunities to continue to migrate activities to the part of the organization that make sense
People <ul style="list-style-type: none"> • Individuals and processes for managing skills, capabilities, and individual competencies 	<ul style="list-style-type: none"> • Train and develop new skills to support new way to work (e.g. performance supervisor training) 	<ul style="list-style-type: none"> • Manage competencies to multiply talent • Formulate talent strategies
Performance Management <ul style="list-style-type: none"> • Performance metrics that tie together all aspects of the Operating Model and drive organizational behaviours 	<ul style="list-style-type: none"> • Set goals and targets and measure results (e.g. functional scorecards) 	<ul style="list-style-type: none"> • Establish performance framework with selective metrics • Hold people accountable for achieving goals
Culture <ul style="list-style-type: none"> • Shared assumptions, beliefs, values, and mindsets that guide a group's perceptions, decisions and behaviours 	<ul style="list-style-type: none"> • Define behaviours to enable change (e.g. Sharing of constable resources among neighbouring units) 	<ul style="list-style-type: none"> • Understand and foster mindsets that reinforce new capabilities

9.0 Appendices



Appendix 1

Descriptions of New Units



Appendix 1

Mandates and Objectives for New Units



Strategic Planning

Recommended Mandate

- Works with the TPS Command to define and develop the strategic priorities and plan, in alignment with the TPS mandate and outcome objectives
- Based on an understanding of the relationship between business inputs and outcomes, recommend and support those investment choices that drive improved performance and cost effectiveness

Objectives and Benefits

- Development of a robust and comprehensive strategy with clear performance outcomes
- Facilitates greater alignment amongst the Command – with members aligned against one strategic direction
- Facilitates the link between strategic plans, implementation/operational tactics and investments
- Effective strategic management of the organization with a performance orientation, measured against achievement of outcomes
- Increased ROI of initiatives that are directly linked to the TPS strategy

Implementation Considerations

- Transition existing Governance Analysis unit (development of Service procedures, Routine Orders, Service Governance, etc.) to Strategic Planning
- Mobilization of this function may require a initial investment

Appendix 1

Mandates and Objectives for New Units



Customer Support Services (*reporting to Strategic Planning*)

Recommended Mandate

- Identifies and implements strategies to better engage citizens, promoting the TPS mission and strategic direction

Objectives and Benefits

- Engagement with members (community, business owners, police officers and police staff) to develop and measure the TPS against Service Standards for customer service/citizen engagement
- Oversight for all policies and procedures that govern the TPS' interactions with its stakeholders, including oversight over victim assistance programs, public engagement, community programming, and citizen feedback mechanisms (e.g., citizen's portals, focus groups, town halls, etc.)
- Promotes customer service priorities, including but not limited to: aligning the vision and business strategy; integrating multiple channels for an optimized customer experience; retooling and retraining the contact center workforce; optimizing analytics; and streamlining and automating processes.

Implementation Considerations

- A current state assessment may be required to baseline existing citizen / customer satisfaction levels, expectations and gaps
- Development of a Customer Service charter and guidelines outlining expectations of behaviour
- Develop, implement and monitor a set of performance metrics to ensure alignment to customer/citizen service objectives

Appendix 1

Mandates and Objectives for New Units



Corporate Projects Office (*reporting to Strategic Planning*)

Recommended Mandate

- Responsible for enterprise-wide projects and programs to ensure corporate benefits are realized by the sharing of resources, methodologies, tools and techniques.

Objectives and Benefits

- Oversight of enterprise level projects and programs to ensure milestones are being met and objectives and outcomes are aligned to the overall strategic direction of the TPS
- Ability to balance the project portfolio across the TPS
- Institutionalized processes for managing projects in the portfolio
- Provide the information needed to support decision making in project selection and management

Implementation Considerations

- Identify key competency requirements (including project management experience and/or certification) for resources in this unit
 - It may be possible to leverage tools and approaches from the existing PMO function currently housed under ITS
-

Appendix 1

Mandates and Objectives for New Units



Workforce Performance Management

Recommended Mandate

- Responsible for the coordination, management and execution of workforce performance related activities and services within the TPS

Objectives and Benefits

- Activities and services that span across the areas of Talent Management, Leadership Development, Professional Development, Succession Planning, and Performance Management
- Implementation of operational and tactical plans that support the TPS' people strategy
- Analytics driven/evidence-based talent management to gather insight on employee actions and behaviours – improving the performance of an increasingly diverse, knowledge-oriented workforce
- Forecasts the TPS' critical skills requirements and develops internal fulfillment scenarios for recommendation

Implementation Considerations

- An assessment of the existing performance management system should be undertaken to understand the as-is state and enable the development of a strategic plan to close the gaps in performance and talent management
- The implementation of a technology-based, enterprise-wide performance management system for the TPS should be considered
- Key performance metrics linked to the TPS' strategic initiatives (e.g., customer service, intelligence-led policing, etc.) should be identified and implemented and monitored

Appendix 1

Mandates and Objectives for New Units



Corporate Risk Management (*formally Professional Standards*)

Recommended Mandate

- Provides oversight for the TPS in risk management and governance, including those activities related to risk mitigation, corporate reputation and professional standards and training

Objectives and Benefits

- Enforces the policies and procedures that hold the organization and its members accountable to the standards and guidelines that govern risk, including conducting investigations and prosecutions, where necessary
- A TPS Risk Strategy in line with the corporate vision and objectives
- Communicates a clear set of guidelines and expectations from the top down on appropriate risk taking and decision making criteria
- Responsible for translating risk tolerances into clear policies and procedures to guide specific actions
- Pillar aligns all units that impact professional standards, corporate risk and reputation

Implementation Considerations

- Defining the business processes that facilitate linkages between this unit, Workforce Performance Management and Strategic Planning will be a key success factor
- Assessment and Analysis function has been relocated to Intelligence and Corporate Information
- Inspections has been relocated to Audit

Appendix 1

Mandates and Objectives for New Units



Continuous Improvement (*reporting to Corporate Risk Management*)

Recommended Mandate

- Responsible for systematically leveraging the combined capabilities across the TPS to achieve incremental change consistently over time creating real value for all stakeholders

Objectives and Benefits

- Designed to “close the loop” on issues of corporate risk by identifying and eliminating non-value added work and time, as well as promoting certainty of outcome to drive cost and capital efficiencies
- Continuous improvement supports incremental change in an organization, imbedding it in individual behaviour and organizational culture
- CI can support the optimization of TPS performance by focusing on (not limited to) the following:
 - Process ownership and governance
 - Enterprise level metrics and performance reporting
 - Drives decision-making by focusing on closing training and performance gaps
 - Flexibility to react to legislative, regulatory and policy changes

Implementation Considerations

- Augment existing staff to include a focus on continuous improvement
- Develop a set of CI capabilities and train accordingly
- There may be a requirement to invest in the organization to enable this function – to be determined through detailed design

Appendix 1

Mandates and Objectives for New Units



Intelligence and Corporate Information

Recommended Mandate

- Using operational and business intelligence information, responsible for focusing strategic and targeted activities across the organization

Objectives and Benefits

- Centralization of this unit creates a centre of excellence at the TPS for analytics and information management
- Creates efficiencies by having all data analysis performed at the direction of one unit commander from both a process and resources stand-point
- The unit would have ownership over the data and be the “authority” for information, effectively creating one source of truth and providing a standard methodology and approach to analytics
- The unit would drive a number of critical business areas, including; strategic planning; business planning; tactical interventions; and resource allocation through the use of intelligence and corporate information
- It is also recommended that resources within this Unit be civilianized

Implementation Considerations

- All analytic capabilities would have a direct reporting relationship to the Intelligence & Corporate Information unit (including the responsibility for hiring, competency setting and performance) regardless of where in the organization they are physically located
- The consolidation of existing Business Intelligence, Research and Development, Analysis and Assessment units should be addressed as part of detailed design

Appendix 1

Mandates and Objectives for New Units



Business Architecture (*within IT Planning & Governance*)

Recommended Mandate

- The IT Planning and Governance pillar provides oversight and management for all technology related programs and projects proposed for implementation by the TPS
- Business Architecture defines opportunities to create value for stakeholders, identifies the TPS' high level operational and technical requirements and defines the business solutions and structures to realize them

Objectives and Benefits

- Responsible for formulating and documenting the business challenge/need presented by stakeholder (operational needs, technical needs, customer support mechanisms, etc.)
- Business Architects proactively work together to find alignment on innovation opportunities that can be brought to the Service
- Defines business architecture standards, works with business stakeholders to define opportunities and capture requirements, interacts with enterprise and technical architects to develop solutions and conducts reviews to confirm business requirements are being met

Implementation Considerations

- A detailed review of ITS is recommended to further assess and design a sustainable IT model for the TPS. This would include determining the appropriate staffing, alignment of roles and responsibilities of the Business Architecture, Enterprise Architecture, PMO, and Infrastructure Operations functions

Appendix 1

Mandates and Objectives for New Units



Corporate Communications

Recommended Mandate

- Provides oversight and direction for all communications (branding, messaging, public relations, media relations, etc.) for the TPS

Objectives and Benefits

- This unit has been elevated to report directly to the Chief of Police to:
 - Provide better focus on the business priorities
 - Improve partnership with unit and command leadership
 - Focus on creating opportunities for engagement, discourse, debate, and consultation with internal and external stakeholders
 - Create organizational credibility through targeted communication activities
- Works directly with the Strategic Planning unit to execute on specific activities support the strategic plan and direction of the TPS

Implementation Considerations

- A review of current roles and accountabilities within the Corporate Communications function should be undertaken as part of detailed design to determine if additional roles should be considered to expand the current scope of this unit
-

Appendix 1

Mandates and Objectives for New Units



Duty Operations Centre*

Recommended Mandate

- Responsible for the real-time management and deployment of assets across Divisional boundaries through the proactive monitoring of all emergency and non-emergency calls

Objectives and Benefits

- Streamlined process for the flexible deployment of PRUs across permeable divisional boundaries
- Redistributes the management of resources between DOC and Unit Commanders, alleviating some of the workload issues and creates professional developmental opportunities for Inspectors
- Supports real-time monitoring and reporting of crime statistics, streamlining the current manual process

Implementation Considerations

- The role DOC can have in development, particularly for Divisional Unit Commanders, makes its placement within Community Safety appropriate. Also, Duty Operations Centre is aligned with the Community Safety Command because the majority of resources impacted by the DOC are contained within this command
- Distinct from the DOC is Communications Services which handles calls/inquiries/requests that may not require police operations (like EMS dispatch). For effective management of resources, it is recommended that the TPS develop business processes and linkages between the DOC and Communications Services to facilitate and coordinate the deployment of resources
- Designating an individual to act as the point of contact between DOC and Communications Services will further aid in the ability to coordinate resources

Appendix 2

Instances of Small TPS

Spans of Control



Appendix 2

Instances of Small TPS Spans of Control



Supervisor(s)	Subordinate(s)	Command	Pillar	Unit	Rationale for Current Structure	Impact of Recommended Model
Financial Planner Z28 (1)	Sr. Budget Analyst A09 (1) Budget Analyst A08 (1)	Administrative Command	Finance and Administration	Budgeting and Control	Small unit	No Impact
Project & Policy Co-ordinator (1)	Grants Administrator A08 (1)	Administrative Command	Finance and Administration	Budgeting and Control	Co-ordinator + Admin	No Impact
Senior Projects Co-ordinator Z28 (1)	Area field: Project Supervisor A11 (1) Central Field: Project Supervisor A11 (1)	Administrative Command	Finance and Administration	Facilities Management	Small unit	No Impact
Analyst, Accounting A09 (1)	General Ledger Acct Clerk A06 (1) Capital Asset Account Clerk A07 (1)	Administrative Command	Finance and Administration	Financial Management	Small unit	No Impact
Sr.Tech Analyst A12 (7)	I/Tech Analyst A09 (5)	Administrative Command	Information Technology	Infrastructure and Operations Support Services	There is a need for more Sr.Tech Analysts than I/Tech Analysts	New structure consolidated this unit within IT Planning and Governance. Opportunity to address this reporting relationship in detailed design.
Enterprise Data Architect Z28 (1)	Project Ldr, Application Architect A13 (1)	Administrative Command	Information Technology	Enterprise Architecture	Sub unit manager overseeing group leader	New structure consolidated this unit within IT Planning and Governance. Opportunity to address this reporting relationship in detailed design.
Financial Administrator A08 (1)	Clerk, Unit Accounting A07 (1) Administrative Clerk A05 (1)	Administrative Command	Information Technology	Project Management & IT Governance	Admin unit	New structure consolidated this unit within IT Planning and Governance. Need to investigate this reporting relationship in detailed design.
Detective Sergeant (1)	Museum Administrator A08 (1)	Corporate Command	Corporate Services	Corporate Services	D/Sgt is Executive Officer to Director overseeing Museum	Will need to be realigned with new unit as part of detailed design
Museum Administrator A08 (1)	Museum Assistant A04 (1) Gift Shop Sales Clerk A01 (1)	Corporate Command	Corporate Services	Corporate Services	Small unit	Will need to be realigned with new unit as part of detailed design
Video Evidence Supervisor A09 (1)	Video Evidence Group Leader A06 (2)	Corporate Command	Corporate Services	Video Services	Video Evidence Supervisor oversees the group leader role in shift work, days and afternoons.	Video will be combined with Property and Evidence Management. Opportunity to address this structure in detailed design.
Staff Sergeant (1)	Sergeant (1)	Corporate Command	Human Resources Management	Benefits and Employment	S/Sgt is group leader with one Supervisor beneath	The benefits and employment units will be separated in the new model. Opportunity to address in detailed design. This role is also flagged for potential civilianization.

Appendix 2

Instances of Small TPS Spans of Control



Supervisor(s)	Subordinate(s)	Command	Pillar	Unit	Rationale for Current Structure	Impact of Recommended Model
Co-ordinator A09 (1)	Clerk A05 (2)	Corporate Command	Human Resources Management	Occupational Health and Safety	Co-ordinator + Admin	No Impact
Issues Co-ordinator A12 (1)	Constable (1)	Corporate Command	Corporate Communications	Corporate Communications	Of the 3 Constables assigned, one is for 'issues mgmt'	The org structure is not being impacted but this role has been flagged for potential civilianization.
Detective (1)	Constable (2)	Corporate Command	Corporate Communications	Corporate Communications	Small unit	The org structure is not being impacted but this role has been flagged for potential civilianization.
Detective Sergeant (1)	Detective (1)	Corporate Command	Professional Standards	Risk Management Unit	D/Sgt rank is needed for authoritative reasons, partnered with Det as a supervisory investigator	The Inspections Unit will be combined with Audit. Opportunity to address during detailed design.
Detective Sergeant (1)	Planning Analyst A08 (1) Clerk A04 (1)	Corporate Command	Professional Standards	Risk Management Unit	D/Sgt has the group leader responsibility but also the SME for the work undertaken by the unit.	This unit will be combined with the new Intelligence and Information Management. Opportunity to address during detailed design.
Co-ordinator A07 (1)	Clerk A04 (1)	Corporate Command	Professional Standards	Risk Management Unit	Co-ordinator + Admin	No Impact
Counsel Z30 (1)	Human Rights Case Coordinator A07 (1)	Corporate Command	Professional Standards	Legal Services	Counsel + Admin	No Impact
Staff Sergeant (1)	Constable (1)	Specialized Operations Command	Operational Services	Operational Services	S/Sgt is group leader and necessary rank to communicate with platoon leaders within units. One Constable for planning	No Impact
Sergeant (7)	Constable (14)	Specialized Operations Command	Operational Services	Mounted, Police Dog & Marine Unit	Sgts are supervisors but also fulfill an operational role partnered with K9s. Also armed with CEWs (Tasers)	Units have be realigned; supervisory ratios are not impacted
Sergeant (3)	Constable (2)	Specialized Operations Command	Operational Services	Public Safety & Emergency Management	Sgts are supervisors and necessary rank to organize and administer collaborative training	This is being realigned under Public Order Management. Opportunity to address during detailed design.
Sergeant (1)	Patrol Superv. C07 (1)	Specialized Operations Command	Operational Services	Parking Enforcement	Planning Sergeant who also supervises	Unit has been realigned; no impact on supervisory ratios.

Appendix 2

Instances of Small TPS Spans of Control



Supervisor(s)	Subordinate(s)	Command	Pillar	Unit	Rationale for Current Structure	Impact of Recommended Model
Sergeant (1)	Constable (2)	Specialized Operations Command	Operational Services	Court Services	Sgt now in Risk Mgmt, 2 Constables at Coroner's Court	Opportunity to reexamine as part of detailed design
Detective Sergeant (1)	Detective (2)	Specialized Operations Command	Detective Services	Sex Crimes Unit	Rank requirement for the role and supervising assisting investigators.	Unit has been realigned; no impact on supervisory ratios.
Staff Sergeant (1)	Constable (1)	Specialized Operations Command	Detective Services	Detective Services	S/Sgt is Exec officer to S/Supt, and Constable is Planner/Field Intelligence Officer	The Executive Officer role has been flagged for civilianization. Opportunity to address during detailed design.
Detective (2)	Constable (3)	Specialized Operations Command	Detective Services	Sex Crimes Unit	Rank requirement for the role and supervising assisting investigators.	Unit has been realigned; no impact on supervisory ratios.
Detective (6)	Constable (6)	Specialized Operations Command	Detective Services	Financial Crimes Unit	Rank requirement for the role and supervising assisting investigators.	Unit has been realigned; no impact on supervisory ratios.
Detective (1)	Constable (1)	Specialized Operations Command	Detective Services	Financial Crimes Unit	Detectives and Constables work in partnership as investigative team	Unit has been realigned; no impact on supervisory ratios.
Detective (12)	Constable (7)	Specialized Operations Command	Detective Services	Financial Crimes Unit	Rank requirement for the role and supervising assisting investigators.	Unit has been realigned; no impact on supervisory ratios.
Detective (9)	Constable (4)	Specialized Operations Command	Detective Services	Organized Crime Enforcement	Rank requirement for the role and supervising assisting investigators.	No Impact
Detective (5)	Constable (1)	Specialized Operations Command	Detective Services	Organized Crime Enforcement	Detectives and Constables work in partnership as investigative team	No Impact
Detective Sergeant (1)	Clerk A04 (1)	Specialized Operations Command	Detective Services	Organized Crime Enforcement	Detective Sergeant + Admin	No Impact
Staff Sergeant (1)	Sergeant (1)	Divisional Policing Command	Area Field	Area Field	Small Unit	The Executive Officer role has been flagged for civilianization. Opportunity to address during detailed design.

Appendix 2

Instances of Small TPS Spans of Control



Supervisor(s)	Subordinate(s)	Command	Pillar	Unit	Rationale for Current Structure	Impact of Recommended Model
Staff Sergeant (1)	Sergeant (1)	Divisional Policing Command	Area Field	Area Field	Small Unit	The Special Events Unit is being realigned under Public Order Management. Opportunity to address during detailed design.
Sergeant (1)	Constable (2)	Divisional Policing Command	Area Field	All Divisions in Area Field	Placeholders for Long term sick or parental/maternity leave	Not Applicable
Admin Co-ordinator A09 (1)	Admin Clerk A04 (1) in D22, 31, 32, 41 and 43 Clerical Assistant A05 (1)	Divisional Policing Command	Area Field	All Divisions in Area Field	Small Unit	Division structure may present an opportunity to address admin reporting structure as part of a shared service function during detailed design.
Detective (1) in D22, 33 and 42	Constables (1-2)	Divisional Policing Command	Area Field	All Divisions in Area Field	Rank requirement for the role and supervising assisting investigators.	No Impact
Detective (10)	Constables (10-15)	Divisional Policing Command	Area Field	All Divisions in Area Field	Rank requirement for the role and supervising assisting investigators.	Division structure may present an opportunity to address admin reporting structure as part of a shared service function during detailed design.
Staff Sergeant (1)	Sergeant (1)	Divisional Policing Command	Central Field	Central Field	Small Unit	The Executive Officer role has been flagged for civilianization. Opportunity to address during detailed design.
Sergeant (1-3)	Constable (2)	Divisional Policing Command	Central Field	All Divisions in Central Field	Placeholders for Long term sick or parental/maternity leave	Not Applicable
Admin Co-ordinator A09 (1)	Admin Clerk A04 (1) in D51 and 52 Clerical Assistant A05 (1)	Divisional Policing Command	Central Field	All Divisions in Central Field	Small Unit	Division structure may present an opportunity to address admin reporting structure as part of a shared service function during detailed design.
Detective (10-15)	Constable (5-15)	Divisional Policing Command	Central Field	All Divisions in Central Field	Rank requirement for the role and supervising assisting investigators.	Division structure may present an opportunity to address admin reporting structure as part of a shared service function during detailed design.
Detective (1)	Constable (1)	Divisional Policing Command	Central Field	Division 13	Rank requirement for the role and supervising assisting investigators.	Division structure may present an opportunity to address admin reporting structure as part of a shared service function during detailed design.

Appendix 3 TPS Stakeholders Consulted In the Organization Structure Review



Appendix 3: TPS Stakeholders Consulted in the Organizational Structure Review



Name	Title	Command
Ashman, Aileen	Director	Corporate Command
Bevers, Don	Manager	Corporate Command
Blair, William	Chief of Police	Not Applicable
Byrnes, Elizabeth (Liz)	Superintendent	Specialized Operations Command
Califaretti, Sandra	Manager	Administrative Command
Campbell, Don	Superintendent	Divisional Policing Command
Carter, Randy	Inspector	Corporate Command
Corrigan, Neil	Superintendent, President	Senior Officer Organization
Coulter, Cory	IRIS Project	Divisional Policing Command
Crisofaro, Angelo	Director	Administrative Command
Derocher, Dave	PC First Class	Divisional Policing Command
Del Grande, Mike	Police Service Board	Toronto Police Service Board
Earl, Mike	Inspector	Specialized Operations Command
Federico, Mike	Deputy Chief	Corporate Command
Ferguson, Hugh	Manager	Corporate Command
Fitzgerald, Tom	Acting Staff Superintendent	Specialized Operations Command
Giannotta, Cel	Director	Administrative Command
Gilbert, Donna	Manager	Corporate Command
Greenwood, Kimberley	Staff Superintendent	Divisional Policing Command
Gross, Paul	Manager	Administrative Command
Guest, Kevin	Staff Sergeant	Divisional Policing Command
Harrison, Lynn	Administrative Coordinator	Divisional Policing Command
Hegedus, Richard	Inspector	Divisional Policing Command
Hewner, Elizabeth	Manager	Administrative Command
Jones, Cory	Sergeant	Divisional Policing Command
Jones, Gord	Acting Superintendent	Specialized Operations Command
Kijewski, Kris	Director	Corporate Command

Appendix 3: TPS Stakeholders Consulted in the Organizational Structure Review



Name	Title	Command
Lennox, Peter	Superintendent	Divisional Policing Command
McCormack, Dave	Superintendent	Divisional Policing Command
McLane, Greg	Staff Superintendent	Specialized Operations Command
McLeod, Dave	Superintendent	Divisional Policing Command
Messiner, G.P. (Gary)	Inspector	Divisional Policing Command
Moliner, Marie	Police Service Board	Toronto Police Service Board
Mukherjee, Dr. A.	Board Chair	Toronto Police Service Board
Pagniello, Mike	Police Constable	Divisional Policing Command
Pasini, Rudy	Detective Sergeant	Divisional Policing Command
Press, Beverly	Admin Coordinator	Divisional Policing Command
Preston, Debra	Superintendent	Corporate Command
Pringle, Andy	Police Service Board	Toronto Police Services Board
Pugash, Mark	Director	Corporate Command
Quinto, Patricia	Unit Commander Admin	Divisional Policing Command
Riviere, Tony	Staff Inspector	Divisional Policing Command
Ross, Dan	Toronto Police Association	Not Applicable
Russell, Thomas	Acting Staff Superintendent	Divisional Policing Command
Sandford, Judy	Manager	Corporate Command
Saunders, Mark	Deputy Chief	Specialized Operations Command
Sloly, Peter	Deputy Chief	Divisional Policing Command
Smith, Randy	Inspector	Specialized Operations Command

Appendix 3: TPS Stakeholders Consulted in the Organizational Structure Review



Name	Title	Command
Sneddon, Gord	Inspector	Specialized Operations Command
Stubbings, Rick	Acting Superintendent	Corporate Command
Styra, Dana	Manager	Administrative Command
Tanouye, John	Superintendent	Divisional Policing Command
Taverner, Ron	Superintendent	Divisional Policing Command
Thompson, Michael	Police Service Board	Toronto Police Service Board
TBC, Micele	PC	Divisional Policing Command
Veneziano, Tony	CAO	Administrative Command
White, Deidra	Manager	Administrative Command
Wilcox, Jane	Staff Superintendent	Specialized Operations Command
Yeandle, Kim	Staff Inspector	Divisional Policing Command

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