



## STAFF REPORT INFORMATION ONLY

### Toronto Police Service – Human Resources Staffing Statistics Compared to Other Police Services’ Human Resources Staffing Statistics

<b>Date:</b>	May 30, 2007
<b>To:</b>	Budget Committee, City of Toronto
<b>From:</b>	Alok Mukherjee, Chair, Toronto Police Services Board

#### **SUMMARY**

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The purpose of this report is to provide the City of Toronto Budget Committee with the Toronto Police Service – Human Resources staffing statistics compared to other police services’ human resources staffing statistics.

#### **Financial Impact**

There are no financial implications in regard to the receipt of this report.

#### **ISSUE BACKGROUND**

At its meeting held on April 26, 2007, the Toronto Police Services Board was in receipt of a report, dated March 23, 2007, from Chief of Police William Blair, containing an analysis of the Toronto Police Service’s Human Resources staffing statistics compared to other police services’ Human Resources staffing statistics.

#### **COMMENTS**

The Board received the Chief’s report and agreed to forward a copy to the City of Toronto Budget Committee for information.

A copy of Board Minute No. P151/07, in the form attached as Appendix “A”, regarding this matter is provided for information.

**CONTACT**

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**SIGNATURE**

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Alok Mukherjee  
Chair, Toronto Police Services Board

**ATTACHMENT**

Appendix A – Board Minute No. P151/07

A:city\_rprt\_comp\_stats.doc

## Appendix "A"

### **THIS IS AN EXTRACT FROM THE MINUTES OF THE PUBLIC MEETING OF THE TORONTO POLICE SERVICES BOARD HELD ON APRIL 26, 2007**

#### **#P151. TORONTO POLICE SERVICE – HUMAN RESOURCES STAFFING STATISTICS COMPARED TO OTHER POLICE SERVICES' HUMAN RESOURCES STAFFING STATISTICS**

The Board was in receipt of the following report March 23, 2007 from William Blair, Chief of Police:

Subject: COMPARATIVE STATISTICS

#### Recommendation:

It is recommended that:

- (1) the Board receive the following report, and
- (2) the Board forward a copy of this report to the City's Budget Advisory Committee.

#### Financial Implications:

There are no financial implications relating to the recommendations contained within this report.

#### Background:/Purpose:

At its meeting of March 27, 2006, City Council requested that the "Toronto Police Services Board be requested to report back to the Budget Advisory Committee prior to the start of the 2007 Budget process on the comparison of Toronto Police Service's (the Service) Human Resources staffing and spending rate per total number of employees versus comparable police forces in large cities and municipalities across Canada."

#### Discussion:

This Board made a request for Service related Human Resources (HR) benchmarking information. The request was made during a specific budget review of the Employment Unit. The following report will provide an overview of HR measures and benchmarking in private and public sectors, an overview of the state of HR measures and benchmarking in the policing sector, an overview of the Service's HR measures and benchmarking, and a specific overview of the Service's Employment Unit HR measures and benchmarking.

HR Measures & Benchmarking in Private and Public Sectors

There are some very good sources of HR measures and benchmarking information. For example, the Service obtained the 2006 annual report from the Conference Board of Canada called, “The Strategic Value of People: Human Resource Trends and Metrics”. This report stated that a HR function has an important role in ensuring that organizations have the people capacity to execute strategic objectives. The metrics and measures relevant to the HR function fall into three categories:

- 1) HR measures relating to business outcomes and the metrics used to monitor how well the organization is delivering against a set strategy;
- 2) HR measures which reflect the relative size and cost of the HR function;
- 3) HR measures which describe the performance or quality of people and processes used to acquire, develop and sustain staff. This HR measure has two distinct categories: (1) Human capital measures which are used to assess the broad relationship between investments in people and organizational performance, and (2) Strategic talent management measures which are used to assess the relative quality of people within an organization which makes it possible to evaluate the outcomes of HR initiatives and to link people outcomes to key business objectives.

The report noted that when evaluating the relative cost or efficiency of an HR department, it is important to look at the range of activities included in the HR function. HR cost and efficiency measures should be considered as broad and somewhat imprecise benchmarks as these activities fluctuate between organizations. Finally, the size and cost of HR departments are highly dependent on an organization’s size with relative size and cost declining as organizational size increases.

Measures of the relative size and cost of HR departments may reflect general efficiency but not relative effectiveness or value. Some organizations may engage in initiatives that are relatively staff intensive and costly, but also deliver a higher return on investment. Talent management processes, like recruiting, hiring, developing and retaining top performers and/or employees with competitive skills/assets requires more investment in HR resources. From this perspective some level of strategic investment in higher value added HR activities will drive value, justifying higher costs.

Voluntary turnovers in the Canadian workforce are on the rise and employers face significant challenges in recruiting and retaining specialized talent. Skill and labour shortages continue to grow, shifting Canadian labour market from an employers’ to an employees’ market. These challenges are even more acute in the area of recruiting, hiring, developing and retaining employees who have diversity assets (e.g. language skills). These general HR challenges are having a significant direct impact on the policing sector in Canada and driving up the level of competition between police services in the area of HR management.

Given demographic trends, global competitive pressures and growing local labour shortages, HR departments and leaders have to focus on ensuring that their organizations have the talent they

need to be successful. Organizations now have to build HR goals and objectives into their core business plans with accompanying measures and benchmarks to ensure that they are supporting the corporate bottom line and acting as value producers (versus cost centers). Finally, the customer base for most organizations is getting increasingly diverse and so too is scarce labour pool from which the organizations are hiring employees. Therefore all HR policies, procedures and practices must be free from bias, promote the value of diversity and maximize the diversity assets of all employees.

## HR Measures and Benchmarking within the Police Sector

The Service was asked to specifically assess the, “Human Resources staffing and spending rate per total number of employees versus comparable police forces in large cities and municipalities across Canada.”

The Toronto Board of Trade “Benefits and Employment Practices Survey, 2006” conducted a survey in which 330 public and private companies were surveyed. The results showed that the percentage of HR staff compared to total number of employees in an organization averaged 2.2%. When individuals whose job function it is to provide administrative assistance, payroll, facilities management, security, and product/process training were excluded from this reporting, the percentage shrunk to 1.8%.

The Service has a similar ratio of HR employees to total number of employees. With similar exclusions reflected within the Service (training, ERMS and other administrative functions), there are 166 HR staff compared to the total number of 7403 civilian and uniform members. This means that the percentage of the Service’s employees dedicated to the delivery of HR services is 2.2%. This is right in line with the general HR benchmark and is evidence of the Service’s efficiency given the extra work needed to mitigate risk and manage value of our number one asset; our people.

Significant efforts were made to obtain HR measures and benchmarking information from the City of Toronto and other municipalities, however at the time of writing such data/information remained unavailable. There will be continued efforts to seek these measures from the City of Toronto and other municipalities.

HR measures and benchmarking information is reasonably well established in most private and public industries but is very immature in the police sector. In fact, HR measures and benchmarking practices in the policing field are not commonplace and in some police agencies they are virtually non-existent.

Furthermore, it is difficult to measure and compare staffing and the administration of HR services due to the fact that each police service’s HR department functions in a manner that is suited to their respective needs. These functionalities also depend on the geographical location of the police service, the size and demographic make up of the population it serves along with a host of other local factors.

The Service is one of the few police services that have a full HR Strategic Plan which includes benchmarking goals and strategies designed to support the achievement of its 2006-2008 Business Plan. Some of the other comparably large police services who have mature HR measures and benchmarking infrastructure are the Royal Canadian Mounted Police, the Ontario Provincial Police and the Ottawa Police Service.

Notwithstanding that there are three comparative agencies, there are problems in obtaining the relevant data because of a general lack of public disclosure and willingness to share such HR data between police agencies. The data that is available is primarily in the area of number of total employees, number of employees in certain job functions, and some more specific information in the area of recruiting and hiring.

Finally, the data obtained from these limited sources has associated validity and comparability problems.

Therefore, our ability to benchmark the Service against other police agencies is very limited at present and even the resulting comparisons should be used with caution.

#### HR Measures and Benchmarking for the Service and other Police Services

One of the 2006-2008 Service Priorities is Human Resources. The 2006-2008 Human Resources Command (HRC) Strategic Plan, ensures that the HRC meets obligations under the Service's priority. The Service is the largest municipal police service in Canada and the Service provides policing for one of the most diverse city in Canada. The Service has created its HR Strategic Plan to address the unique challenges and opportunities within the City of Toronto.

The aforementioned lack of HR measures and benchmarking information in the Canadian police sector coupled with minimal access to existing benchmarking information means that the Service can only provide some basic comparisons to others police agencies.

The following table provides an overview of total Employment Unit staff to the total number new employees hired by the Service in comparison to the other GTA police services:

Police Service	Total Number of Employment Unit Staff (Police & Civilian)		Total number of Employees Hired in 2006		Total number of Recruiting Events Attended in 2006	Ratio of Employment Staff to Hired Applicants
	Pol	Civ	Pol	Civ		
Toronto Police Service	52	10	457	412	200	1: 14
Durham Region Police	6	2	56	44	20	1: 12.5
York Region Police	16	10	35	65	150	1: 3.8
Peel Region Police	15	7	79	86	150	1: 7.5

The analysis of this table reveals the following insights about the relative effectiveness and efficiency of the Service's Employment Unit when compared to other GTA police services.

- The Service has the largest ratio of police to civilian staff in the Employment Unit but the Service has the best employee to hire ratio
- The Service is recruiting and hiring more total employees than the other police services. In fact, the Service hired 457 police officers which resulted in a record the Service's history

The analysis of this set of HR measures starts to provide some initial benchmarks to show that the Service has a very efficient and effective recruiting and hiring system in comparison to the other GTA police services.

The following chart compares the Service against the other GTA police services and the Ontario Provincial Police (OPP) which is the only other similarly sized police service in Ontario. This chart focus on measures of total dedicated police recruiting resources as compared to total police hires:

Police Service	Total Number of Full-Time Police Recruiters	Total 2006 Recruiting Advertising Budget	Total 2006 Number of Police Applications	Total 2006 Number of Police Hires	Ratio of Recruiter to Police Hire	Ratio of Recruiting Advertising Dollars per Police Hire
Toronto Police Service	6	\$45,000.00	1231	457	1 : 76.15	1 : \$98
Ontario Provincial Police	12	\$100,000.00	1,000	183	1 : 65.25	1 : \$546
Durham Regional Police	7	\$16,000.00	900	56	1 : 8.00	1 : \$285
York Regional Police	5	\$15,000.00	888	35	1 : 7.00	1: \$428

Peel Regional Police	9	\$370,000.00	900	79	1 : 8.78	1: \$4683
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The analysis of this second table reveals the further insights about the relative effectiveness and efficiency of the Service’s Employment Unit when compared to the OPP and other GTA police services.

- The Service has the best ratio of recruiting advertising dollar expenditure to the number of police officers by a significant margin
- The Service has the ratio of full time recruiting staff to police officers hired

The analysis of this set of HR measures provides further benchmarks to show that the Service has one of the most efficient and effective recruiting and hiring systems in comparison to the OPP and the other GTA police services.

At present, these are the only relevant and reliable measures that the Service is currently able to use to compare itself with other police services. Even at this level, it is difficult to make an accurate or fair comparison of the use of uniform and civilian officers because of the differential job functions and local conditions.

One of the goals within this priority is to “increase recruitment, hiring, promotion and retention of those identified groups (Women, visible minority, aboriginal, disability, sexual orientation, speak more than one language)” within the Service.

The Service is therefore recruiting and hiring people from demographics that are currently underrepresented in our police service. The knowledge, skills, experiences and diversity assets of each of the Service’s employees assists the Service to provider better police services, form more effective community partnerships and is establishing the Service as an employer of choice.

In order to attract high quality candidates with an array of experiences and competencies, several innovative programs and directives have been developed. The Employment Unit’s recruiting and hiring systems were enhanced by adding a significant Customer Relation Management (CRM) program.

The CRM emphasis has proven to be a critical success factor for the Service’s Business Plan goal to be more representative of Toronto’s demographics.

The results of these initiatives are evident in the measures presented in the table below:

<b>Cadet Class 2005-03 to Cadet Class 2006-03</b>								
	Cadet Class							
	Class 2005-03		Class 2006-01		Class 2006-02		Class 2006-03	
	Total #	Total %	Total #	Total %	Total #	Total %	Total #	Total %
Male Aboriginal	1	0.9	2	1.4	3	1.9	4	2.8



Male Visible Minority	25	23.6	27	18.8	42	25.9	49	34
Male Non-Visible Minority	63	59.4	84	58.3	95	58.6	66	45.8
Female Visible Minority	1	0.9	5	3.5	3	1.9	2	1.4
Female Non-Visible Minority	16	15.1	26	18.1	19	11.7	23	16
Female Aboriginal	0	0	0	0	0	0	0	0
Subtotal	106	100	144	100	162	100	144	100
*Total Combined Organizational Needs	43	40.6%	60	41.7%	67	41.4%	78	54.2%

*\*The term “total combined organizational needs” is in reference to the hired officers who are from the underrepresented demographic groups within the Service (women, visible minorities, aboriginal, disability, sexual orientation, and those with more than one language skill).*

Further analysis of the police hires for the year 2006 revealed the following measures:

- The total number of newly hired police officers was 450
- The average number of hired candidates per class was 150
- 45% of the newly hired officers filled organizational needs
- 58% of the newly hired officers had post secondary education
- 62% of the newly hired officers spoke more than one language

The Service’s present HR Command was actually created in September 2005. The 2006-2008 HR Command was then created which included the new recruiting, hiring and customer relationship management strategy. Prior to these significant HR infrastructure and strategy enhancements, the Service hired an average of approximately 30% of each class from underrepresented demographics. Under the new HR Command Strategic Plan, the police classes hired in 2006 had an average of 45% - this is a 15% increase in just one year.

Unfortunately, we were unable to get relevant and reliable information from other police services regarding the percentage of their 2006 police hires that came from the aforementioned demographic groups.

The Service is now recognized as a Canadian police sector industry leader in many areas of HR management and specifically in the area of recruiting and hiring. This assessment is based partially on the HR measures and benchmarks outlined above and also on qualitative and innovative measures.

Policing agencies from across the country and around the world are consulting with the Service trying to replicate the Service’s HR Strategic Plan. The Service has provided assistance to police delegations from the Netherlands, Australia and China as well as national police services including; the Royal Newfoundland Constabulary, Calgary Police Service, Montreal Urban Community Police, Ottawa Police Service, Peel Region Police Service, Durham Region Police

Service, York Region Police Service, Ontario Provincial Police and even the Toronto Fire Service.

Conclusion:

There are some strong HR measures, police sector benchmarks and qualitative indicators that establish that the Service has very effective HR systems and strategies and that we are considered an industry leader in this area. The level of success that the Service has seen in areas like the Employment Unit is confirmation that the current investment in HR is not only needed, it is working.

The practice of HR measures and benchmarking in the policing sector is still new. As it stands, there are few benchmarking standards that one can look to outside of our own Service initiatives. In addition it is very difficult to compare the Service to other police services, municipal HR departments or other public private sector industries.

Regardless, the Service recognises necessity of developing relevant and reliable HR measures and benchmarking to support the Service's Business Plan. The HRC Strategic Plan's Goal #5(i) is to "develop a strategic management and accountability tool for HR Command". Once achieved, this goal will significantly rectify the current issues around establishing effective HR measures and determining appropriate benchmarks.

Deputy Keith Forde, Executive Command, will be in attendance to answer any questions that the Board may have regarding this report.

**The Board received the foregoing and agreed to forward a copy to the City of Toronto – Budget Advisory Committee for information.**