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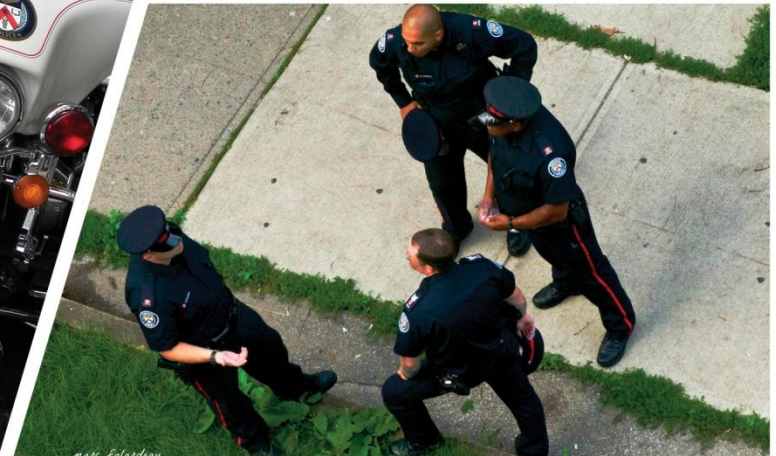
Toronto Police Services Board

Opportunities for the Future For the Board's Consideration

December 17, 2015

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FINAL

Disclaimer:

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Content

KPMG has appreciated:

- The opportunity to serve the TPSB;

- The excellent level of cooperation from TPS and TPSB for pulling together background materials, data and information, as well as their participation in the interview process and briefings; and,

- The frank and open input received from the project participants.

We look forward to serving the TPSB in the future.

Toronto Canada
October 2015

The purpose of this document is to provide an overview of the key findings from KPMG's review of the Toronto Police Service's ("TPS" or "Service") Chief's Internal Organizational Review (CIOR), and to build upon the work that the TPS has done to describe further potential options and opportunities for change for the Toronto Police Services Board ("TPSB") to consider, both at the Board-level and within the Service. These opportunities have been identified for the short, medium and long-term, and have been informed by findings, observations, and analysis. This review identified several key areas which hold the potential to enhance Board governance and accountability, and to promote innovation and improvement for increased effectiveness, efficiency, and sustainability of operational costs for the TPS. Central to the opportunities and recommendations herein is the mission of the TPS to deliver high quality police services, in partnership with our communities, to keep Toronto the best and safest place to live, work, and play.

This report focuses on "concepts" or "ideas". This report is meant to be considered in its entirety and interpreted from a "high level" perspective. The figures and data available in this report are used to illustrate potential trends and larger themes, and are not meant to be interpreted in isolation. The relative and absolute financial impact of opportunities identified in this document have not been calculated as this was out of scope of this engagement.

Procedures consisted of analysis of information provided by TPSB and TPS, interviews with TPSB and TPS Senior Command Team members, meetings with the TPSB Chair, Vice-Chair and Board, and the review of jurisdictional benchmarks and leading practices where possible and relevant. Data reported are reflective of the state of the TPSB and TPS at the time of information gathering and reporting. KPMG did not independently validate TPSB and TPS data.

Opportunities were developed through reviewing the information provided by TPSB and TPS, external literature/documentation, inquiry, observation, facilitation of interviews, analysis, and synthesis, and followed up with validation with the TPSB. It is recognized that some progress is currently being made in the areas identified as opportunities within this report, and further, some leading practices are characteristic of the current state of certain TPS operations. Implementation of these opportunities will require further in-depth analysis, design and implementation planning by the TPSB and TPS to realize satisfactory results and anticipated benefits. Moreover, implementation is predicated on future TPSB and TPS decisions and other future events. Please note that analysis with regard to how provisions within the existing and/or new collective bargaining agreement will affect implementation was not in scope for this engagement. TPSB is responsible for decisions to implement any options put forward as a result of this project, and for considering their impact.
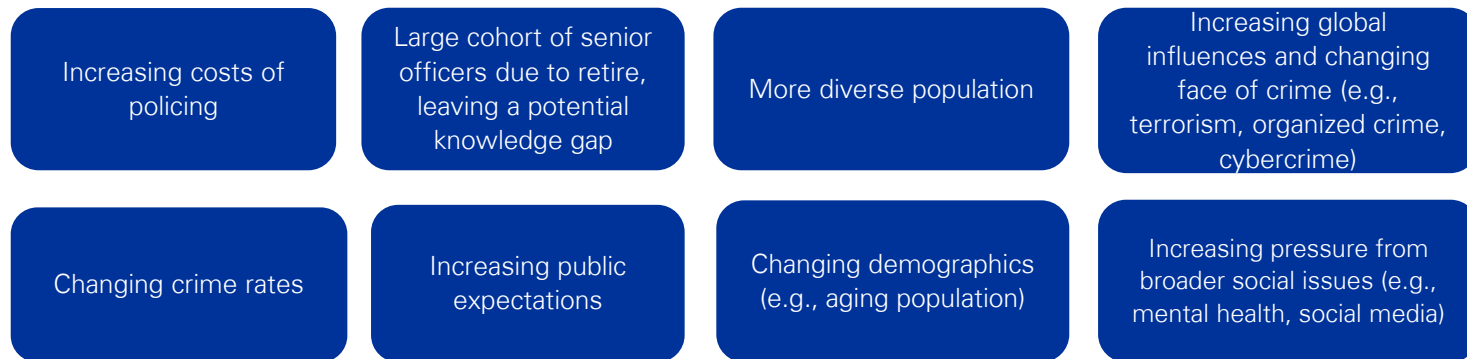
1.0 Engagement Overview and Background

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The Reality of Canada's Policing Climate

Policing in Canada, and around the world, is facing a platform of change. From large metropolitan police services to small municipal contingents, police and the broader public service are subject to increasing public demands for accountable and effective leadership that can extend their tax dollars dollar to do more with the same.

In Ontario, the provincial government has underlined its commitment to eliminating the deficit by 2017/2018 by reiterating instructions to cut-back government agencies and minimize duplication in the public sector. Like elsewhere in the province and across the country, Toronto is facing a platform of change that requires new, innovative ways of delivering services and business to the citizens of the city. Police services everywhere are grappling with how to better balance fiscal pressures, public expectations and performance to continue to build safe communities to live, work and play.

These challenges include:

Increasing costs of policing	Large cohort of senior officers due to retire, leaving a potential knowledge gap	More diverse population	Increasing global influences and changing face of crime (e.g., terrorism, organized crime, cybercrime)
Changing crime rates	Increasing public expectations	Changing demographics (e.g., aging population)	Increasing pressure from broader social issues (e.g., mental health, social media)

This change in the currency of policing is moving away from crime stats alone to one of public satisfaction and public confidence, further reflecting this increased expectation on public services.

How Canada is Responding

Canada is demonstrating an effort to meet this platform of change head on to effectively respond to the emerging challenges. In recent years we have witnessed an emergence of public reports on policing practices, such as previous Toronto Police Chief Bill Blair's initiative to conduct a review (*Toronto Police After-Action Review*) of TPS actions during the G20 Summit and provide "full accountability to the people of Toronto". As well, the September 2014 report from the Fraser Institute ("Police and Crime Rates in Canada") examined trends in crime rates and police resources in the country to better understand whether police services could be more efficient. We have also seen the birth of committees and working groups rich in subject-matter expertise dedicated to the examination of how policing will proactively address this platform of change, such as the provincial *Future of Policing Advisory Committee* which, since its creation in 2012, has been tasked with reviewing the core police services under Ontario's *Police Services Act*. Academic and practitioner debate intended to inform and add to the existing literature on the trends and challenges facing Canada's police services has also grown more robust. More recently, Public Safety Canada issued three separate requests for research support to strengthen the knowledge base in this area, in particular examining the cost-benefits of civilianization, amalgamation, and privatizing aspects of policing in Canada.

The Impact and Response in Toronto

Challenges and opportunities for policing in the City of Toronto are being addressed jointly by the TPS and the TPSB. In 2010, the City issued a target to reduce the cost of policing by 10% over a four-year period, leading the TPS and TPSB to explore innovative ways of doing business to achieve this goal.

One initiative was the CIOR, which looked more broadly at how policing services could be delivered in a more effective, efficient, and sustainable manner. The CIOR commenced in 2011 and its recommendations were presented to the TPSB in 2012/2013, with status updates provided during this period. According to Board Meeting minutes, the timing of the CIOR required the TPSB to find a remaining approximately 5.4% savings for 2013 which led to a hiring freeze.

Completed in December 2013, the CIOR was a positive step forward, beginning the process of enhancing service delivery, identifying new ideas and engaging members across the entire TPS. However, a report from TPSB Members on the CIOR Steering Committee tabled at the January 2014 Board meeting indicated that the TPS may not have gone far enough to identify significant fiscal savings or review the structure of the organization.

The constant change and need for evolution to meet current and future pressures has created an opportunity to build on progress made through the CIOR, which is the TPSB's focus and priority. There are also great opportunities to build on recent achievements by the TPS, such as the creation of a multi-agency partnership hub in the Rexdale community, or the establishment of the Emergency Task Force's joint-initiative with social workers, which responds to people in crisis with a certified social worker to better address the unique challenges posed by engaging with an individual with mental illness.

The Impact and Response in Toronto (cont'd)

We understand that the TPSB did not take a formal position or formally endorse the final CIOR report; however, there appears to be more openness to change than in the past.

This led to the Board's approval of a motion in January 2014 to enlist the services of an external consultant to conduct an independent, third-party comprehensive review of the CIOR and support the TPSB in identifying opportunities to achieve sustainable ways of delivering policing services to the City of Toronto.

Identification of Potential Opportunities for the Future

From June 2014, KPMG undertook a detailed and comprehensive review of the CIOR employing a methodology and approach developed in tandem with, and approved by, the TPSB Steering Committee. As a result of our review of the CIOR, the following potential opportunity areas have been developed to shape the future of policing in the City of Toronto:

Potential Opportunity Areas	
▪ Governance & Strategy	▪ Civilianization (Professionalization)
▪ Performance Management	▪ Operational Support (HR/IT/Finance)
▪ IT Strategy & Investment	▪ Toronto Police College
▪ Demand Management	▪ Procurement
▪ Resource Management	▪ Fleet Management and Maintenance
▪ Deployment Structure (Organizational Structure)	▪ Alternative Service Delivery Models
▪ Capital Spend	▪ Outsourcing
	▪ Shared Services

This document and the potential opportunities contained within include the input received from the full Board in September 2014. Similarly, the findings and potential opportunities included in this report reflect the point in time during which this analysis was undertaken between September to November 2014, and further analysis in January to March 2015 for specific additional sections as requested by the Steering Committee in January 2015. For each identified potential opportunity area, this document provides examples of leading practices, key findings and observations, potential opportunities for the TPSB and/or TPS, and potential outcomes if these opportunities were pursued. As requested by the Steering Committee, each of these opportunity areas was attached to an estimated implementation timeline in either the short, medium or long-term.

Next Steps

Implementation of the opportunities described in this document will require further in-depth analysis, design and implementation planning by the TPSB and TPS to realize satisfactory results and anticipated benefits. Moreover, implementation is predicated on future TPSB and TPS decisions and other future events. **The TPSB is responsible for decisions to implement any options put forward as a result of this project and for considering their impact.**

2.0 Our Mandate & Approach

Mandate

In June 2014, KPMG LLP ("KPMG") was engaged by the Board to assist the TPSB with the Board's review of the recommendations arising from the CIOR and the Board's assessment for policing services in Toronto. Specifically, KPMG was tasked with providing the following three key deliverables:

1. An assessment of the recommendations contained in the CIOR;

2. A determination of the extent to which the recommendations will achieve reductions to the current cost of policing and/or achieve operational efficiencies that contribute to enhanced affordability in the short term or create sustainable savings over the long term; and,

3. The identification of further short term and long term opportunities for cost reduction that are practical, achievable and which do not compromise the Board's statutory obligation to provide "adequate and effective" policing.

Any opportunities for change must be practical, achievable and realistic with a view to maximizing innovation, beneficial risk taking, adaptability and accountability. With this in mind, the Review aimed to focus on opportunities for change primarily, but not exclusively, in the following key areas:

• Human Resources, particularly Civilianization;

• Organizational Structure;

• Alternative Service Delivery Models, including divisional structure and outsourcing; and

• Investment in Technology.

Our Approach

Procedures consisted of reviewing information provided by TPSB and TPS, external literature/documentation, inquiry, observation, facilitation of interviews, analysis, and synthesis. Information provided by the following project participants, including:

- All TPSB members

- Chief of Police*

- All three Deputy Chiefs of Police*

- Chief Administrative Officer

- TPS CIOR Steering and Working Group Members

Analysis was based on data provided by the TPSB and TPS as requested by the KPMG team, and representative of the state of operations of both organizations at that time. This approach was agreed upon by the TPSB Steering Committee. Field work was conducted during the period of June to September 2014 in the form of interviews with participants noted above. These procedures do not constitute an audit. We express no opinion on financial information or potential savings.

Both the mandate and approach to this Review is predicated and founded on the principal of respecting the accomplishments and achievements of the TPS in years past, and looking ahead to identify potential opportunities to help shape the future of policing in the City of Toronto.

*Please Note: The individuals interviewed were those who held these positions at the time analysis was undertaken between June to December 2014.

3.0 Overview of the CIOR: Our Approach and Findings

> **Relevant Mandate Components:**
> 1. An assessment of the recommendations contained in the CIOR.
> 2. A determination of the extent to which the recommendations will achieve reductions to the current cost of policing and/or achieve operational efficiencies that contribute to enhanced affordability in the short term or create sustainable savings over the long term.

Approach

KPMG conducted an independent, objective assessment of the CIOR through a three step analytical process:

1. <u>Evidence-Based Evaluation</u>: Each CIOR Project was reviewed with a focus on project inputs, scope, objectives, findings, recommendations and projected or realized impact to provide a comprehensive assessment.

2. <u>Critical Evaluation</u>: CIOR Projects were also reviewed to assess the degree to which each project delivered its intended objectives and its alignment with both the CIOR mandate and TPSB expectations. This step provided an independent, third-party critical perspective on the value, outcomes and effectiveness of each project.

3. <u>Overall CIOR Program Evaluation</u>: A program-level review of the CIOR was conducted to evaluate project selection, prioritization, management and coordination. This allowed the KPMG team to analyze and assess the overall impact and effectiveness of the CIOR against original objectives and Board expectations.

Key Drivers and Considerations

The TPSB noted that it did not take a formal position on the CIOR recommendations, in part because the Board did not have the opportunity to assess them in full to determine whether they met the priorities outlined by the TPSB, namely:

1. Achieving real cost reduction.

2. Whether the current model of delivering policing services is the most effective and efficient.

It was the opinion of the TPSB that the TPS did not undertake a complete structural review, nor did the CIOR exercise identify significant savings.

In January 2014, the Board approved a motion to enlist the services of an external consultant to conduct an independent, third-party comprehensive review of the CIOR.

CIOR Objective and Process

According to the TPS, the goal of the CIOR was to re-engineer the TPS more broadly and create a sustainable new model for policing.

February 2012 to December 31, 2013

22 Reviews

Projects

Projects

Projects

- Examined Alternative Service Delivery Models

- Re-Examination of Core Services in accordance with the *Police Service Act*

Estimated 2014 Budget Impact $1.6 M
Estimated Program Savings: $3.2 M*

* TPS continues to work with their Budget and Analysis Department to identify the estimated implementation costs of specific initiatives. From the information available, we believe the cumulative program savings have not factored in implementation costs (e.g., training, new facilities, etc.) or program facilitation costs (e.g., TPS hours allocated to CIOR, external consultant fees, etc.).

The Chief of Police's Final CIOR Report to the TPSB in January 2014 indicated that the desired outcome was to prioritize TPS services and to deliver them in a manner that allows the TPS to meet its legislative obligations and maintain a safe city in partnership with our communities. The Report indicated that the TPS believes the recommendations of the CIOR achieve the Review's objective of creating a sustainable new model for policing.

KPMG Review Process

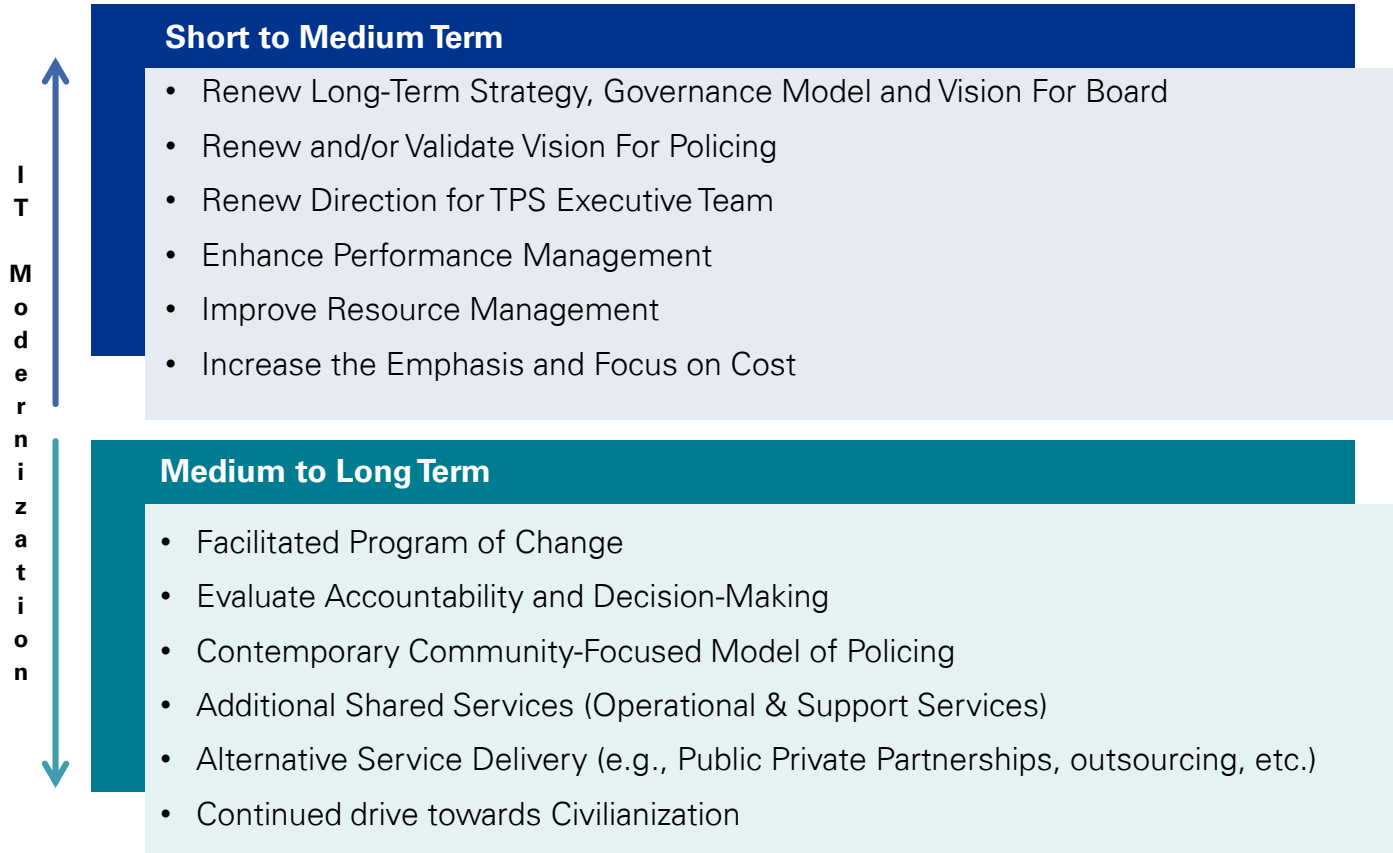|	
1.	**22 CIOR Reports**
2.	**Evidence-Based Assessment**
3.	**Critical Analysis**
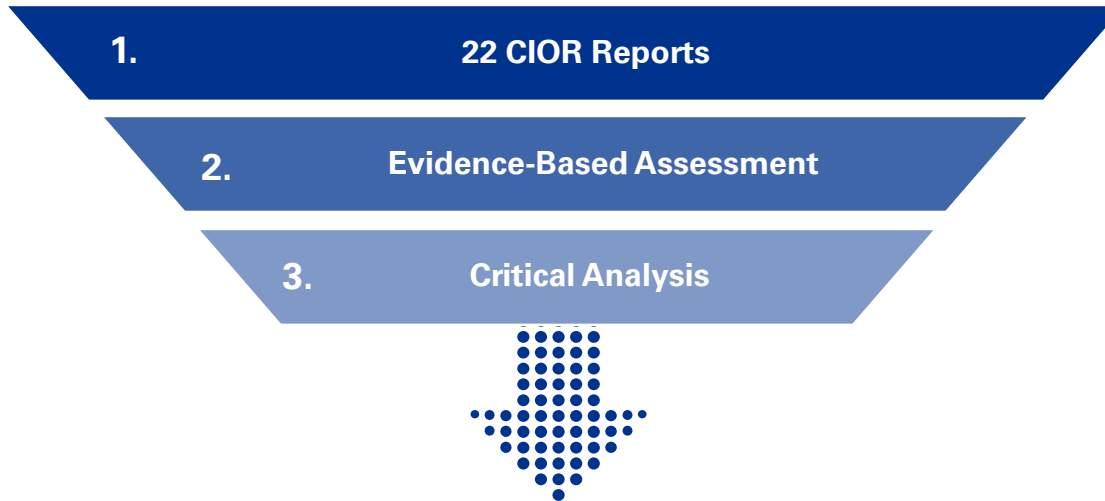
Key Themes Identified

- Broadened scope of CIOR by TPS to find and achieve efficiencies and effectiveness within the Service, with less focus on the cost savings element of the review

- Reviews mostly conducted by stakeholders with a direct interest in the project outcomes

- Tendency towards incrementalism or status quo

- Method of CIOR project selection did not directly link to one another or to an overall vision

- CIOR utilized a bottom-up process to pursue TPS objectives, with input from Members

- Board members reported that opportunities to actively participate and provide input into the CIOR were weak or minimal

Overview of KPMG's Review of the CIOR
Key Findings and Observations

Findings	Examples
Different understanding of the priorities for the CIOR between the TPSB and TPS	*Closing Divisions – 13 and 54:* CIOR project did not appear to show close alignment with TPSB expectations or CIOR mandate. The findings and conclusions exhibited a closer alignment with TPS community priorities, as the status quo maintains the TPS commitment to the community; and community feedback appeared to be in favor of the status quo.
Varying levels of consistency in review process between projects	*Traffic Safety Through Technology, Organization Structure Review, Strategic Analysis and Resource Requirements, and PACER Report:* Several reports utilized different depths of analysis, methodologies, and templates, which reduced the consistency and coherence between projects.
Gaps exist in information provided in several final CIOR reports	*Divisional Prisoner Management*: Originally 110 positions were proposed (total number dedicated to providing prisoner management; 110 assumed to be correct); however, it was unclear as to why only 85 positions were approved for implementation to be civilianized through redeployment of officers from the courts and paid officers redeployed to other duties.
Many CIOR Projects were incomplete for unknown reasons	Final reports were not received by KPMG for eight CIOR projects (three of these could have been due to the fact that they were "ongoing" reviews at the time). No rationale was provided regarding why or how recommendations for five projects that are either "ongoing" or did not appear to have Final Reports have been implemented.
Unclear analytical basis, at times, for findings within projects	*Civilianization of FIS Forensic Identification Positions:* Evidence for the Options Analysis was obtained through a jurisdictional scan, as well as internal and external interviews. The project recommended civilianizing four sworn officer positions (out of a sworn platoon strength of 45), with the rationale that civilianizing all FIS positions would result in increased budgetary expenditures for the TPS; however, there appeared to be insufficient evidence to support this rationale. The research and analysis could have gone farther to justify the conclusion made regarding not recommending more FIS positions for civilianization due to "increased expenditures".
Varying and unclear approaches to cost analysis conducted across reviews	*Training and Course Facilitation*: It is unclear if the $1.359M in potential savings identified reflects additional costs of hiring civilian replacements, which would impact on savings to be realized against the estimate. E-Learning costs were also not discussed, which does not appear to align to the project's recommendation regarding the expansion of e-learning.
Opportunity for greater identification of cost savings from TPS budget	*Review of TPS Auxiliary Police Program*: Cost savings were not considered to be an objective in the development of this report and the recommendations will not contribute to a reduction in police expenditure.
Interdependent projects which did not necessarily take advantage of areas of similarity and connectivity for cohesiveness	*Strategic Analysis and Resource Requirements:* Although it was considered to be representative of the current point in time, this review was conducted based on status quo and did not factor in the "right number" of civilianized positions into calculations, nor the completed Organizational Design Review or overall policing model. Furthermore, certain factors (e.g., roles) were explicitly out of scope of certain reviews (e.g., the *Divisional Prisoner Management Review* where it was explicitly stated that the SOCO, Crossing Guard and Booker positions were all reviewed separately).

Potential Opportunities Arising from KPMG's Review of the CIOR

I T Modernization

Short to Medium Term

- Renew Long-Term Strategy, Governance Model and Vision For Board
- Renew and/or Validate Vision For Policing
- Renew Direction for TPS Executive Team
- Enhance Performance Management
- Improve Resource Management
- Increase the Emphasis and Focus on Cost

Medium to Long Term

- Facilitated Program of Change
- Evaluate Accountability and Decision-Making
- Contemporary Community-Focused Model of Policing
- Additional Shared Services (Operational & Support Services)
- Alternative Service Delivery (e.g., Public Private Partnerships, outsourcing, etc.)
- Continued drive towards Civilianization

4.0 Potential Opportunities & Ideas for the Future

A Closer Look at Future Opportunities for the TPSB and TPS in the Short, Medium, & Long-Term

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> **Relevant Mandate Component:**
> **3**. The identification of further short term and long term opportunities for cost reduction that are practical, achievable and which do not compromise the Board's statutory obligation to provide "adequate and effective" policing through the high quality-delivery of services to Toronto.

Findings Overview

KPMG's key findings, observations and potential opportunities within fourteen areas of focus are summarized in the following slides. Each focus area's key considerations carry a suggested estimated timeframe for development and implementation in a short, medium or long-term timescale as described on the following slides.

It should be noted that further in-depth analysis, design and implementation planning will be required in order to further understand and validate opportunities for the future.

Key to this will be obtaining detailed data that is valid, reliable and can provide conclusive information to support the development of opportunities. **Current data provided by the TPS for this report was of varying depth, quality and reliability,** thus making information inconclusive at times.

Focus Areas

As requested by the TPSB, the Review aimed to focus on opportunities for change primarily, but not exclusively, in the following key areas:

- Human resources, particularly civilianization
- Organizational Structure (Operations Improvement)
- Alternative Service Delivery Models, including divisional structure and outsourcing; and
- Investment in Technology

In addition to the above focus areas, additional themes and opportunity areas emerged and were also explored throughout the more specific opportunities explored on the following slides, as appropriate:

- Community and customer-focused model of policing
- Shared Services
- Performance Management
- Resource Management
- Demand Management
- Asset Management, including capital spend and estate
- Training and Education

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Short-Term

Target Time for Implementation One Year or Less

Potential Short Term Opportunities

Refined Board Governance and Strategy
- Strengthen governance structure and operations of TPSB to enhance Board's accountability and oversight functions.
- Strengthen Board leadership through a renewed vision and strategic plan which is informed by community priorities and provides a clear roadmap for transformation.

Innovative Performance Management
- Adopt leading practices regarding performance management to support a renewed vision, strategic plan, key priorities, and achieve value for money.
- Continue to invest in necessary IT to enable collection, recording and analysis of data to inform organizational and operational decisions.

Capital Spending and IT Moratorium
- The temporary reduction of capital contributions may allow an opportunity to re-evaluate the alignment of capital projects with strategic plans and Service priorities.
- The Board and the Service may also benefit from the development of a clear IT roadmap to identify necessary ongoing maintenance and to evaluate new IT projects required to support future demands.

Recruitment and Promotions Moratorium
- Consider reviewing additional reduction options for the current TPS operating budget to support short-term savings and non-essential spend during a period of organizational transformation. Consider measures to temporarily reduce Premium Pay, temporary deferral of non-essential promotions, distribute uniforms to new hires on "as needed" basis, or a temporary restriction on all courses and conferences not related to mandatory training or certification.
- Potential areas for follow-up evaluation (based on the 2015 TPS Operating Budget) may include, but are not limited to, a 2.5% to 5% reduction* in the areas of clothing reimbursement, caretaking services, "other equipment", "other materials", and the Toronto Police College.
- All options and targets must be evaluated by the Board to confirm their feasibility and appropriateness. A review of non-essential spending should include a needs assessment to align to the new strategic plan, priorities, and evidence-based need.
- Under a moratorium, emergency spend needs can be approved.

* Savings figures to be understood as examples of potential estimates only.

A key element to capitalize on opportunities available to the Service is **strong leadership and strategy from the top – at the Board level and Senior Command Team level**. Leading practices find that this manifests itself in clarity over roles and responsibilities, and ensures a safe environment to ask questions as part of oversight and due diligence. Strong leadership also builds trust, provides valuable information, and builds a common strategy to harmonize working practices and increase public trust and confidence.

Examples of Leading Practices

- In an article on building board governance published by the *Harvard Business Review*, the following key points were made regarding governance (source: *Nadler, D (2004). Building Better Boards, Harvard Business Review*):
  - Characteristics found of a high-performing Board included competence, coordination, a collegial environment, and a focus towards an unambiguous goal;
  - Board building is an evolving, continuous improvement activity, meaning that Boards should continually revisit questions regarding resources, purpose, and effectiveness, which can be undertaken through a performance management process (e.g., self assessments); and
  - Boards require the right information in the right format at the right time to support strong governance and accountability (e.g., key problems include receiving too little information from operations, which prevents having enough depth to make decisions; or, too much information making it difficult to absorb and determine which information is most important in a timely manner).
- New South Wales Police Force in Australia changed their strategy to undertake a culture change to become more customer service focused. The aim was to ingrain this into the fabric of the Force and guide decisions made by all members. Through the development of a Customer Service Charter, which included input from all stakeholders, a new set of expectations of behaviour and conduct were established and members were held accountable for adherence to the guidelines.

Potential Opportunities

Governance
- Enhance governance structure and operations to strengthen Board's accountability and oversight functions.
- Harmonize Board governance model and relationship with TPS Chief of Police, monitored and managed through performance management framework.
- Set clear objectives and corresponding performance indicators to which the Board and TPS can be held accountable. This should include the development of a data strategy that enables the Board to obtain the right information in the right format at the right time to support strong governance and accountability.
- As part of a newly performance management process, create a review period at a set interval to conduct internal-facing self assessments to validate progress and drive continuous improvement regarding resources, purpose and effectiveness of the current processes and structure.

Strategy
- Enhance/improve Board leadership through a renewed vision and strategic plan informed by community priorities that provides a clear roadmap for transformation towards a more community-centric, proactive, modernized model of policing for the TPS.
- New strategic plan can focus on providing framework to enable the TPS to become more proactive, intelligence-led and community-focused.
- Recommended strategic plan to cover a short (e.g., up to one year), medium (up to three years) and longer-term (e.g., three to five years) to achieve key milestones over this transformation period.

Findings and Observations

Governance
- *Police Services Act* notes key responsibilities, powers and jurisdiction for Boards in Ontario as part of their governance role, which includes setting, in consultation with the Chief, the vision and strategy of the Service.
- A need for the governance relationship to be revisited was cited during interviews with Board members.
- Increasing level and type of information received from the TPS in advance of Board meetings could enhance effective decision-making.

Strategy
- Interviews found variation among Board Members and TPS Senior Command Team on common vision and direction for the TPS.
- Interviews with TPSB and TPS Senior Command Team members found the following themes:
  i. Gaps in performance management data;
  ii. Room for increased transparency in decision-making;
  iii. Internally focused;
  iv. Reactive; and
  v. Enforcement-oriented.

Potential Outcomes

Potential for Increased:
- Connection with communities and public confidence.
- Transparency and accountability.
- Ability to monitor and manage priority setting and corresponding performance.
- Achievement of value for money.
- Improved efficiency and effectiveness through focused delivery of services aligned to key priorities.

Key considerations
- Potential impact on compliance with, relevant legislation governing Board powers, such as the Police Services Act.
- Requirements for a communications strategy to execute strategy and secure buy-in.
- Potential benefits of undertaking a meaningful, comprehensive community consultation to inform strategic priorities.

TPSB

| Chair & CEO - Secretariat of Sub-Committees | → | Legal & Human Rights |

Member	Member	Member	Member	Member	Member
Press / Communications	Diversity	Finance	Performance & Complaints	Public Consultation	Change (3 years)

Police Chief

Reporting Regime Agreed: Monthly / Weekly / Daily

- Annual Report
- Board Report
- Finance Reporting
- Public Consultation Process (Dates and Publication)
- Planning Cycle Yearly / 3 Year Strategy
- Performance Reporting
- Change Reporting and Finance
- Continuous Improvement Reporting
- HR Reporting and Format

Enhanced Board Governance and Strategy
Potential TPSB Governance and Accountability Delivery (TPSBGAD)
Sub-Committee Structure

FINAL

TPSBGAD

Board Member Chairs (e.g., Public Consultation)

Secretariat

Police Chief

TPS Portfolio Deputy

Functional Lead TPS

Subject Matter Experts / Independent Advisors

Key Responsibilities:

- Strategy Set By This Group
- Reporting Set By This Group
- Chair Accountability / Holds Account
- Sets Actions and Set/Fix Course
- Set Communications Strategy
- Sets / Agrees Spend
- Public Face With TPS At Front Of Results

Achieving the Vision

KPMG has compiled the key ideas and concepts into a **high-level strategic model.**

This model will help transform the TPS into a more proactive, sustainable, effective, efficient, accountable, customer-focused and community-centric organization.

The model will also strengthen Board governance and oversight capabilities aligned to both Board and community priorities by providing common, clear aims and objectives.

Below are potential strategic options and opportunities under a possible model for the Board's consideration in guiding TPS transformation in the short, medium and long term.

Example Strategic Aims

Community-Centric
- *Focused on needs and priorities of communities across Toronto*
- *Public satisfaction and confidence in the delivery of policing services*

Intelligence-led
- *Data and intelligence informs decisions made at all levels which are grounded in evidence for improved accuracy and transparency*

Proactive
- *Through the effective use of business intelligence identify future challenges and develop plans to address them*

Sustainable
- *Transparent*
- *Accountable*
- *Achieves value for money*

Community-Centric

Key Components:
- Comprehensive community consultation facilitated by the TPSB to discuss, debate, develop and refine priorities for the Board and TPS done annually and organization-wide, as well as continually (e.g., quarterly) for each neighbourhood. By treating communities as key partners and customers, the public are more likely to be supportive through such meaningful involvement.
- Development of a neighbourhood-based policing model that bases officers in community-focused roles, concentrating on proactive, longer-term problem solving to build trust and sustainable resolutions to key issues.
- TPS personnel are representative of communities served across the City of Toronto to build public trust and confidence.

Intelligence-led

Key Components
- Organization and operational decisions are driven by accurate, rich and timely data, information, intelligence and knowledge, such as:
  - Resource utilization
  - Demand management
  - Resource management

Proactive

Key Components:
- Improved demand and deployment management to enable more time and space to focus on the highest priority issues that create the most harm and impact on resources (e.g. repeat offenders and victims).
- Focus on prevention of issues using evidence-based problem-solving methods for a longer-term, more sustainable resolution to issues.
- Focus on developing predictive policing capacity that is evidence-based founded on repeat victims, repeat offenders, repeat location, and time of incident (VOLT) to enable the Service to have the right people, with the right skills in the right place, at the right time.

Sustainable

Key Components:
- Leveraging capabilities of partner organizations (e.g., other police services; municipal, provincial and federal governments; health; education; social services; private sector).
- Culture of transparency, accountability and appreciation for providing and achieving value for money.
- Continual improvement capabilities to enable sustainability and quality of policing services.
- Develop a performance regime to manage organizational culture, including the creation of KPIs to monitor, improve, and drive the culture in the medium and long-term.

Transformation-driving leadership, brought to life, is holistic and supported by a clear evidence-based vision and strategy, a robust performance management regime, and operational pillars aligned to, and informed by, community priorities.

Innovative Performance Management
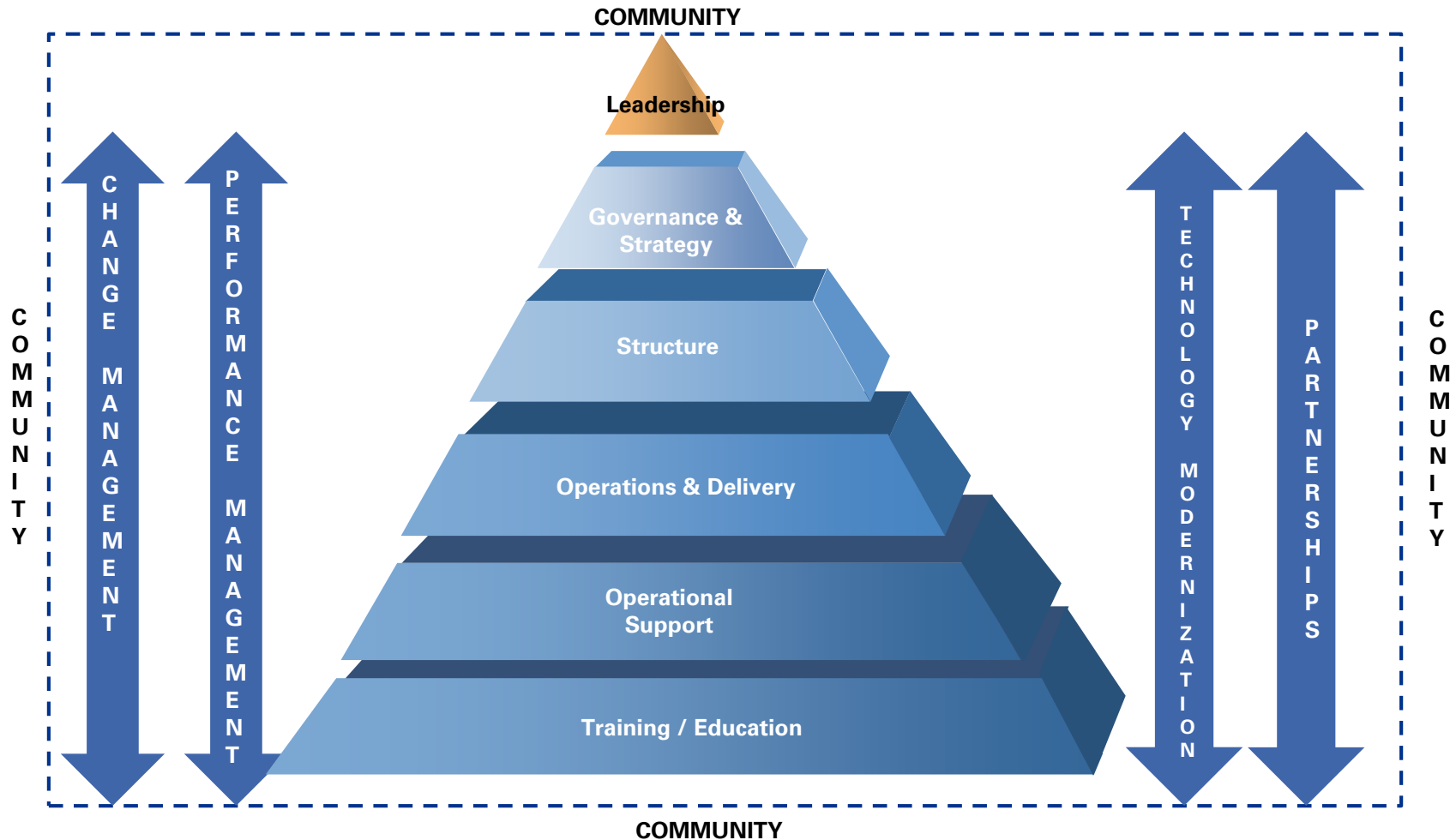
With strong governance in place, another key element of achieving such opportunities is having an evidence-base to inform organizational and operational decisions. **An organization cannot manage what it does not measure**. Rapidly evolving technology and a cultural shift can improve how information and data are collected, analyzed and used to the benefit of the TPSB, TPS and communities across Toronto through evidence-based organizational and operational decision-making. Innovation in this area can lead to a greater understanding of how resources are utilized, and to increased transparency, accountability, and continuous improvement.

Examples of Leading Practices

- Leading practices find that :
  - A distinction between outputs and outcomes is necessary;
  - Performance systems should capture the complex set of expectations that modern society has of police (Source: *Robert C. Davis – Selected International Best Practices in Police Performance Measurement, May 2012. RAND Centre on Quality Policing*); and
  - Accountability for performance should exist at multiple levels of the organization.
- The NPIA (National Policing Improvement Agency) notes that an effective performance management framework for the police assesses individuals on 12 hallmarks spread over three areas: people and relationships, structures and processes, data and analysis.
- A study by the US Department of Justice found that multiple law enforcement agencies are using Early Intervention Systems (EIS) to capture data elements such as sick leaves and number and type of use-of-force incidents, so that problematic officer behavior can be identified earlier.

Findings and Observations

- Current performance management framework is largely output focused, and does not provide a rich picture to either the TPSB or TPS regarding police performance at an organizational or operational level.
- Data collected and analyzed to inform performance monitoring and management is of variable quality and reliability.
- Minimal performance information is provided to TPSB or the public to support oversight and accountability.
- Lack of tools to support the Board's ability to consistently, objectively and effectively hold TPS accountable.
- TPS perception that the organization receives unclear and changing expectations from the TPSB.

Potential Opportunities

- Develop and enhance performance management framework to inform and support TPSB and TPS delivery on the strategic, business, and operational plans, and key community priorities.
  - This framework should combine a rich mix of quantitative and qualitative measures, as well as the right mix of inputs, outputs and outcomes, to monitor and manage performance against key objectives and priorities.
- Enhance the performance management framework which supports the TPSB's oversight and governance role, as well as drive organizational and operational decision-making and continual improvement within the TPS.
- Further research and adopt leading practices regarding performance management to support realization of renewed vision, strategic plan, key priorities, and achieve value for money.
- Invest in necessary IT to improve and streamline collection, recording and analysis of data to inform organizational and operational decisions on a regular basis. This is recommended to be supported by a regime which is regular and relevant to leaders and holds them accountable for TPS performance.

Potential Outcomes

Potential for Increased:
- Confidence across all communities in Toronto through accurate, open transparency and accountability of performance and spend.
- Individual and team accountability for organizational success.
- Ability to demonstrate or evaluate value for money and manage performance (organizational and operational) through more detailed quantifiable measures of resource utilization.
- Culture of performance culture engrained within the TPS.
- Transparency and accountability to the public and key stakeholders.

Key Considerations
- Sufficient capacity and capability is required to both set up and monitor a performance measurement system.
- IT systems must enable the collection of relevant metrics and inputs.
- Framework must align with the TPSB's Strategic Plan.
- Supervisor buy-in and engagement is critical for the success of performance management regimes.

The 2015 TPS Capital Budget recommends an allocation of $53.10M, part of a 10 year plan to direct $543.06M, towards capital projects. An opportunity exists for the Board to consider the temporary suspension of capital funding for all non-essential projects. This may **enable the flexibility to undertake a rigorous review of major planned capital projects and investments to determine their alignment with key Service priorities, the transformation program as a whole,** their impact on the sustainable delivery of policing services, and the opportunities for alternative/shared financing **that will align to, and complement, a Board strategy and new organization-wide model of service delivery, as appropriate**. The figures and estimations herein reflect information presented at the point in time this report was drafted and, as of the time of the Board's formal receipt of the report, some may have changed or been processed/approved.

Examples of Leading Practices

- 2012 Capital spending freeze for Toronto District School Board (TDSB) allowed for a third party review of resource allocation and resulted in a more disciplined approach to project financing.
  - TDSB had a state of good repair backlog of $3B when capital budget was frozen; TPSB currently has a backlog of $24M.
- 2010 UK Home Office capital spending reduction of 49% encouraged review of opportunities for shared services with each other (internal divisions) and local authorities.

Potential Opportunities

Capital Spending Moratorium
- The temporary reduction of capital contributions may allow an opportunity to re-evaluate the alignment of capital projects with strategic plans and Service priorities.
- The reduction may take the form of freezing a portion of capital projects financed through debt or through reserve spending.
- Capital projects financed through debt comprise up to $22.75M in current year, while reserve fund contributions may account for up to $24.40M in capital spending

Sample of debt-financed projects contained in the 2015 TPS Capital Budget (potential areas for cost reduction consideration):
- 52 Division: $8.25M
- 54 Division: $7M ($2M from debt)
- Peer-to-peer site development: $2.629M
- Business intelligence project: $2.336M

Sample of reserve fund spending contained in the 2015 Capital Budget (potential areas for cost reduction considerations):
- Servers $4.515M
- 52 Division renovations $2.948M
- Workstations/printers $2.7M
- Furniture replacement $1.485M
- IT Business Resumption $1.281

Asset Management (including TPS leased facilities from City of Toronto)
Begin a review of current facilities, including their purpose, function, occupancy rate, lease/own, expense to manage/maintain, and processes therein to capture a current state image of the TPS estate portfolio. In the short-term, this will be done in step with the Capital Spend Moratorium noted above, with the long-term purpose of the Service being able to determine which holdings should be kept, sold, consolidated and/or shared with partner agencies, etc. to align to, and is determined by, the new community-centric, customer-focus operating model.

IT Spending Moratorium
- A moratorium on Information Technology spending is an additional option for consideration within this opportunity.
- The Board and the Service may benefit from the development of a clear IT roadmap to identify necessary ongoing maintenance and to evaluate new capital projects required to support future demands.
- Potential Phase I: Defer investment into net new technologies for 1 year period. Exploit & utilize current systems.
- Potential Phase II: Invest in new technologies, as appropriate, based on new target operating model of the TPS.

Findings and Observations

- 2015-2024 Capital Plan: $543.057M, ~3% of City Capital Plan.
  - Represents is a $6.362M increase from previous year's 10-year outlook
  - Funding will be 44% debt, 45% reserve and 10% from development charges
  - State of good repair funding is 95.7% of this total ($519.7M)
  - Service improvement funding is 4.3% ($23.3M)
  - Capital requirements in 2016 are $52.4M and rise to $70.45 in 2017

- 2015 Capital Budget: $53.1M = $37.19M + previous year commitment of $9.792M + pre-approved projects of $6.113. Largest projects:
  - Complete 52 division renovations ($8.25M)
  - 54 Division construction ($7M)
  - Server replacement ($4.5M)
  - Site acquisition and development for computer operations back-up ($3.629M)
  - Begin Business Intelligence IT project ($2.336M)

- 2015 Capital Budget is $4.63M greater than projected last year due to the Business Intelligence project funding, equipment replacement, CEW replacement, and computer operations back-up.

- TPS state of good repair backlog is $24M, TCHC: $2.6BN, TTC: $2.7BN, TDSB: $3.2BN.

- 2015 Capital Budget will result in operating costs and debt service charges of $6.8M over next 4 years.

Potential Outcomes

- Prioritized capital spending commitments which are aligned with TPS needs and objectives.
- Enhanced capital spending approval and evaluation process which creates a culture of restraint and fiscal responsibility.
- Refocused IT investments to support the efficient use of technology in modern TPS initiatives (i.e. Please refer to the "Strategic IT Investment" in the Long Term opportunity section).
- Validated and clearer understanding of current estate management portfolio size, utilization, and expenditure to best align future estate decisions (e.g., sell versus share versus lease-back, etc.) to future TPS operating model and strategic priorities.

Key Considerations

- The Implementation of a robust capital spending risk assessment model is necessary to ensure that the backlog of capital projects remains sustainable in the long term.

KPMG

cutting through complexity

Medium-Term

Target Time for Implementation One to Two Years

Potential Medium-Term Opportunities

Intelligence-led Demand Management
- Revision to Call Response Protocol to increase alternate response options focus.
- Develop a performance regime that incorporates and is informed by customer experience and alternative resolution.

Enhanced Deployment Model
- Consolidation of divisions and establishment of strategic hubs to deploy officers more effectively.
- IT modernization to support the use of intelligence to drive allocation of staff and key operational decisions (including a potential review and advancement of the EBI initiative)

Proactive, Community-Driven Resource Management
- Review shift scheduling practices to create more organizational flexibility and optimally match resources (officers and staff) to demand. Interviews with TPS reveal a pre-existing level of interest in reviewing shift schedules.
- Develop accountability mechanism for front-line supervisors with targeted metrics related to staffing and scheduling.

Targeted Civilianization
- Assess each position's requirements for uniform skills and necessity to core policing, highlighting all roles that could be considered for civilianization.
- Re-evaluate the existing recommendations that resulted from the CIOR.

Alternative Delivery of Parking Services
- Initiate a detailed study to assess strategies to mitigate the short term implications of outsourcing parking enforcement.
- Evaluate the long term benefits of delivering select parking enforcement functions through an outsourced model.

Alternative Delivery of Court Services
- Initiate a detailed function-by-function study of the Court Security Officer role to identify which specific activities can be considered for alternative service delivery, such as privatization or outsourcing.
- Undergo a competitive bid for court security services, with no guarantee of selection or award, to receive estimates on costs and outline of processes that would be undertaken by potential service providers.

The **TPS requires data and evidence to understand where its demand is coming from, and why, in order to best address it** through the right means and resources. Leading practices in policing globally understand through regular monitoring and analysis of data what their demand is, where it is coming from, develop evidence-based problem-solving plans to address the issues, and manage resources accordingly so officers and staff are on at the right times, in the right places, and with the right skills to better meet community need.

Examples of Leading Practices	Findings and Observations

Examples of Leading Practices

- <u>South Australian Police Force</u>: implemented an Offence Streaming Model (OSM) as part of its overall plan to improve police operations and deliver higher levels of public service. The OSM is applied to a class of non-property or damage-related crimes. It introduced direct communication with accused persons from the charge-to-court adjudication process through text and/or e-mail (rather than paper-based and traditional mail). It also changed operational policy to allow for police prosecutors to accept pleas and/or to amend charges in Court to achieve faster case resolutions and lower case adjournments.

- <u>New Zealand Police</u>: implemented a dedicated Crime Reporting Line (similar in concept to TPS' Citizen Online Report Entry) so that victims of crime have an accessible and efficient single point of contact to report historical and non-emergency crime via telephone rather than having to visit a police station in person. This resulted in: the handling of approximately 500,000 calls per year, the reduction of call-handling times from 18 minutes to 10 minutes; a more streamlined call-taking and information management process; the enabling frontline staff to be deployed more effectively to follow up on incident with strong leads or evidence; and is expected to generate 73,000 hours per year for reinvestment into prevention-focused policing.

- <u>Sunnyvale, California</u>: found synergies by cross-training police, EMS and fire personnel. The flexibility that this provided allowed the city to optimize scheduling and deployment of staff and achieve economies of scale as the cross-training of all first responders enables them to effectively respond to nearly all calls and work with their counterparts.

- <u>Greater Manchester Police</u>: reduced inefficiencies and improved resource deployment through greater demand management in the communications centre, resulting in a 40% diversion of all calls through use of alternate response methods.

- <u>Peterborough – Lakefield</u>: undertook an organizational review to identify inefficiencies in service delivery and administration. Recommendations included implementing noise complaint fines similar to false alarm fines to manage demand. This would work by having a duty officer call the residence where the complaint was made and advise occupants of the complaint and should patrol be dispatched, they would incur a financial penalty. They set up an automated phone system in order to free up call centre positions.

- <u>Peel Regional Police</u>: undertook an efficiency review, making a number of recommendations, which were reported to be positively received by membership and executives. The recommendations included implementing an online public reporting system for minor crimes to reduce patrol workload, such as shop thefts, chronic missing persons, minor mischief, lost property, and theft from vehicles. It was also decided to close 10 out of 14 Community Policing Centres and add more police officers to the frontline to increase visibility and proactivity.

Findings and Observations

- Dispatch rate out of all calls received by the TPS (approx. 1.9 million) in 2013 was approximately 34% overall. However, there is some variation in the rate of dispatch (calls requiring service) among Divisions.

- Top 10 Calls For Service ("CFS") in 2013 represent 89% of all calls received and dispatched to Divisions (out of 643,620 calls dispatched), the majority of which are non-emergency.

- Top 10 CFS received by Divisions do not appear to align with priorities in the 2014-2016 TPS Business Plan, which is where the majority of TPS resources and time are being spent.

- Greater emphasis (use of resources) on reactive deployment and response to CFS than on proactive policing measures.

- Call priority rating scale is complex, leading to inconsistencies in the understanding and response among TPS personnel/Divisions.

- Approximately 16% of dispatched CFS are related to parking enforcement complaints.

- Seven out of the top 10 CFS in 2013 were Priorities 4 and 6, which may not always require frontline officers to be deployed.

- Priority 4 and 6, defined as possibly requiring "alternate response". As these are primarily non-emergency calls, there is an opportunity to improve demand and resource management through the use of additional alternative methods.

- Based on average response time by priority, just under 1 million hours of service time was spent on Priority 6 calls and nearly 167,000 spent on Priority 4 calls in 2013 (excluding Priority 4 and 6 calls within the Top 10 CFS call types, which would increase the service time used).

Breakdown of Calls For Service Dispatched to Divisions - 2013
Data Source: Toronto Police Service

Potential Opportunities	Potential Outcomes
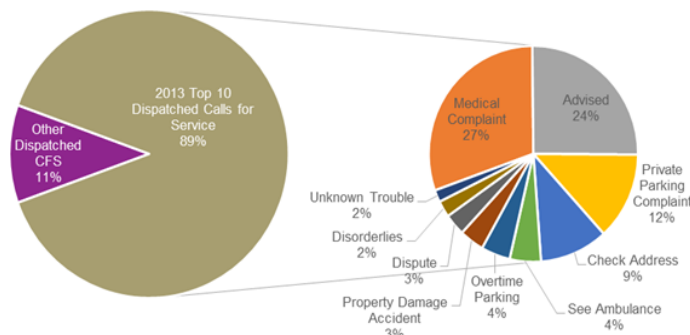
Potential Opportunities

- Develop individual and team accountability for performance and delivery, leading to enhanced learning and continuous improvement.

- Revise the Call Response Protocol to increase alternate response options focus.

- Revise the Call Priority system to increase clarity and consistency across TPS.

- Creation of call response time targets to support revised Priority levels.

- Utilize scheduled appointments for non-priority CFS which require deployment.

- Training and quality assurance of dispatch on new priority scale to improve demand management.

- Capacity made available from reduced deployment of front-line resources can be used for more community engagement and proactive policing work to address community priorities and further prevent crime.

- Focus on enhancing current, and developing new, partnerships to increase the value received by all partners.

- Opportunity to further enhance partnerships to harmonize resources to respond to non-criminal calls for service, and prevent and resolve repeat issues.

- Develop a performance regime that is informed by community needs, alternative resolution, and accountability at all levels of the organization.

- Opportunity to reduce number of deployments for low priority calls through use of alternative response methods.

- Opportunity to establish performance metrics and accountability mechanisms regarding response to CFS (e.g., target response times and expectations for greater consistency City-wide).

- Current metric of measuring average response times presents an opportunity for improvement, which could enable better performance management and more consistently meet public expectations.

- Change culture of organization to be more accountable and proactive at all levels, including the front-line. This includes the development of principles that define and support the Service's goal of being a more customer-centric organization. This leads directly to the TPS' ability to respond to customer needs most appropriately through the development of alternative methods of response (e.g., appointment or call-back system) that allows the officer to best meet the needs of the citizen.

- Consideration of a Central Tasking Centre to improve coordination and allow greater officer time for community interaction (see **slide 40** for more information).
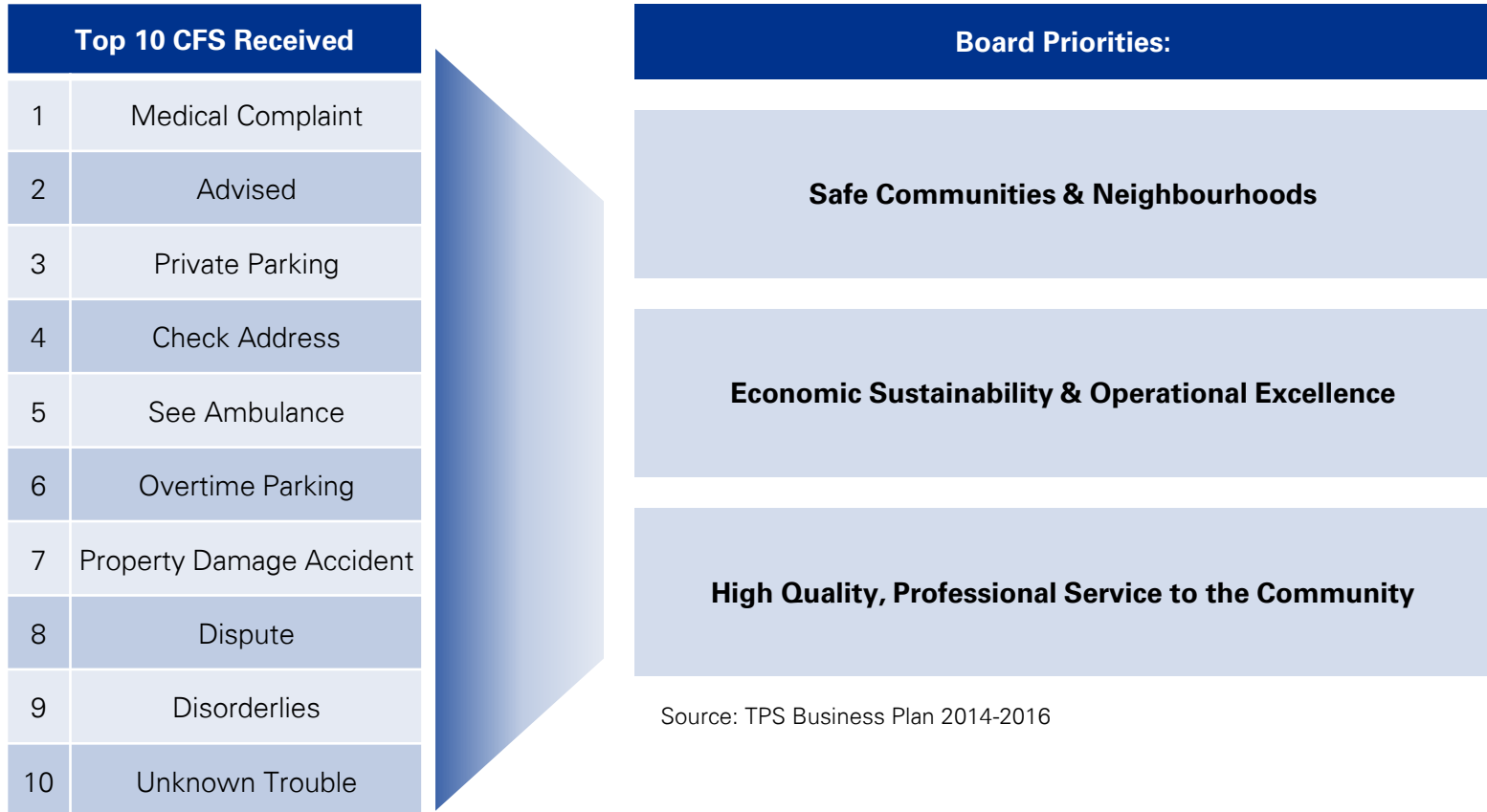
Potential Outcomes

Potential For:

- Enhanced partnership and information-sharing with partner agencies.

- Resource savings through improved efficiency and effectiveness.

- More opportunities to proactively reduce crime and target priority offenders.

- Improved public satisfaction and confidence in TPS:

  - Through greater visibility and attention to need.

  - With more streamlined and effective processes. For instance, other police forces that have undertaken similar change have witnessed an increase in public satisfaction with being kept informed (regarding investigations) from 68% to 86%.

  - With more tailored and appropriate methods of response to best meet the needs of the customer – the citizens in each community. For example, in the case of the West Midlands Police, satisfaction with overall service provided by the police increased from 79% to 98% with the implementation of routine incidents addressed via an appointment system.

- Crime reduction through improved ability to focus on proactive work and demand management.

Key Considerations:

- Communications plan to inform citizens of Toronto regarding what constitutes a police matter and the new alternate method of response adopted by TPS.

- Assessment of willingness and ability of partner agencies to respond to CFS to which TPS may no longer deploy units.

- Availability of accountability mechanisms and performance measurement metrics to monitor and manage productive use of available resources.

The Top 10 Calls for Service ("CFS") received by the TPS in 2013 do not appear to align to priorities detailed in the 2014-2016 Business Plan, as demonstrated below. As such, there is an opportunity to more clearly achieve alignment. By aligning resources to TPSB/TPS and community priorities, and by using alternative methods to address CFS which create a large demand on TPS resources, capacity can be reserved for addressing community priorities and needs, and more serious and time-intensive criminal matters.

Top 10 CFS Received	
1	Medical Complaint
2	Advised
3	Private Parking
4	Check Address
5	See Ambulance
6	Overtime Parking
7	Property Damage Accident
8	Dispute
9	Disorderlies
10	Unknown Trouble

Board Priorities:

Safe Communities & Neighbourhoods

Economic Sustainability & Operational Excellence

High Quality, Professional Service to the Community

Source: TPS Business Plan 2014-2016

Similar to understanding the TPS' demand profile, it is important that the TPS knows how their resources are set up to respond to such demand, both proactively and reactively. **Leading practices in policing globally encourage a move away from rigid boundaries to enable a more fluid, dynamic staffing model to respond best to demand and need, address workload imbalances, improve information-sharing, and reduce duplication of effort and/or gaps.** The model and method of deployment should enable the right people to be in the right places at the right times.

Examples of Leading Practices

- Seattle Police Department: reviewed and analyzed calls per precinct and time of day, hour, weekday and season, in addition to priority response times and officer directed proactive times. A series of recommendations were made, including matching patrol shifts to workload by making officers available when they are most needed and reducing unnecessary dispatch calls. From January 2008, patrol boundaries were adjusted and the number of patrol areas was decreased from 51 to 17, creating a more equitable distribution, and consistent workload and response times.

- New Zealand Police: established Direct Command Centres for 24/7 deployment decision-making (similar in concept to Toronto Police Operations Centre), which includes use of Real Time Intelligence for Operational Deployment and a web-based system to support all command and control operation. The data and intelligence includes tasking and coordination functions focusing efforts on victim/offender/location hotspot data, drivers of crime and optimized use of resources. The implementation of Workforce Management groups in each district ensures the right number of staff with the right skills are available to be deployed to beat demand throughout the district. This is expected to generate 220,000 hours per year for reinvestment into prevention-focused policing.

- Greater Manchester Police: implemented intelligence and tasking hubs, which collate information to create a coherent intelligence picture and allow real time tasking of resources against threat and risk. This innovation has contributed to significant crime reductions.

Findings and Observations

- Current decentralized patrol/ investigative structure may not be enabling optimal use of resources, potentially creating difficulties in collaboration and resource sharing across divisional boundaries, and imbalances in workload.

  - CIOR report indicated that Primary Response Unit (PRU) constables spend approximately 60% of their time on CFS, which highlights the significant impact that this imbalance can have across Divisions. Given these inconsistencies across boundaries, TPS may benefit from a more flexible and fluid deployment structure that better distributes workload to meet community need.

- Information reviewed indicates a variation in number of patrol FTEs across divisions, which does not appear to correlate with CFS and dispatched calls per officer.

  - For example, based on TPS-provided data figures, in 2013 the number of dispatched calls per uniform member ranged from 154 in Division 23 to 210 in Division 14.

- Current investigative structure appears to create boundaries between investigative teams that can prevent a City-wide view for investigative officers, making it difficult to collaborate, and to share resources and information.

- Investigative services shows possible misalignment regarding the breakdown of FTEs and corresponding cases.

Potential Opportunities

- Consolidation of divisions and establishment of strategic hubs to deploy officers more effectively, and to eliminate redundancy between positions.

- Use intelligence and community priorities to drive allocation of staff and key operational decisions, particularly proactively, to enable the right people and right skills, in the right places at the right times.

- IT modernization to support deployment and service delivery.

- Consolidation of investigative services can enhance information sharing, facilitate improved case management and potentially reduce the management/supervisory headcount.

- Consolidation can also support the restructuring of spans of control.

- Utilization of a performance management framework to track the effectiveness of the deployment system so resources are used efficiently and intelligence-led systems are functioning optimally.

Potential Outcomes

Potential for:

- More flexible and fluid deployment and management of staff and resources.

- Enhanced utilization and management of available front-line officer resources through real time tasking and proactive police work.

- Increased workload balance across teams, units and divisions to reduce unnecessary cost or effort and best respond to community needs.

- Reduction in costs through potential reduced or re-deployed management headcount, streamlined operations and economies of scale.

- Increased public satisfaction through greater visibility, prevention and proactive work undertaken.

Proactive, Community-Driven Resource Management (1/2)

To deliver sustainable policing services to a community, an organization such as the TPS needs data and evidence to effectively and efficiently deploy its resources to the right places at the right times. **Leading practices in policing globally understand through regular data analytics their staffing levels, abstraction rates, geographical locations** (including real-time through GPS and can move resources around according to demand, as well as manage workload, productivity and officer safety) **in order to manage limited resources to have the biggest impact and high quality delivery of policing services to the public by getting the right resources to the right places at the right times with the right information.**

Examples of Leading Practices

- <u>FBI</u>: a Resource Planning Office is in place with the goal of providing a coordinated and efficient use of resources. It serves matters related to strategy and resource management, business process re-engineering, corporate information, police coordination and security services.

- <u>Police Scotland</u>: The west area of police Scotland and, in particular Glasgow, has a coordinated command control and partnership model in place which ensures smart and intelligence-informed decision making and resource deployment. The relationship between police and a third sector organization which they own provides the coordinated brain power to improve outcomes for the community.

- <u>Office of the Police and Crime Commissioner</u>: a Strategy and Resource Planning Unit is aimed at providing direct oversight to, and coordination of, several functions. It serves matters related to recruitment, finance, legal, organizational development, partnership planning, resource management (people, property, information, communications, facilities and other resources), strategy risk management and development, planning, and implementation.

- <u>Future of Policing Advisory Committee (Ontario)</u>: notes that crime prevention and community safety is a shared responsibility between the community, police, municipalities, government agencies, other justice partners and community organizations "including health, social services, victim services, correctional services, education, housing, media and private enterprise".

- <u>Phoenix Police Department</u>: reviewed its services and developed recommendations to better manage demand, including partnering with external agencies, such as hotels, to identify and arrest individuals with outstanding warrants; matching resources and workload to service demand; online reporting; and privatization for parking enforcement, traffic and security support for events, polygraph examinations, and website management.

- <u>Greater Manchester Police</u>: In 2008/2009 GMP created a "Hub" in each Division, including a full-time intelligence desk to supply live-time tasking and coordination of police activity, and a customer service desk to provide direct contact and support for victims and reporters of crime. The Hub enables each Division to access a comprehensive overview to assess threats, harm and risks in real time and to streamline activity to ensure a quick and effective response. The savings achieved have allowed the force to invest in front line policing, nearly doubling the number of officers working in Manchester's Neighbourhood Policing Teams from 206 in 2009 to over 400 in 2011.

Shift Schedules and HR

- Research and leading practices on long shift schedules finds:

  - Significant health impacts such as fatigue, increased risk of coronary heart disease, sleep disorders, digestive problems and altered hormone production; and

  - Impact on performance including impaired judgment, decreased alertness and greater error rates after 8 hours.

Findings and Observations

- Data suggest potential misalignment between demand, deployment, and CFS, presenting an opportunity to further study potential improvement of resource management.

- Indications of a possible trend of over-staffing against demand.

- Variations appear across Divisions regarding numbers of incidents of crime per FTE in 2013 at full complement.

- Data and intelligence does not appear to be driving day-to-day activities or allocation of resources.

- Although crime rate has decreased by 23% since 2003, clearance rates have slightly declined.

- Evidence suggests that minimal performance measures are in place at the Division and individual levels, making it difficult to accurately assess and manage effectiveness and productivity.

- Average number of reported incidents (based on eCops data) per patrol FTE was 38.6 in 2013; however, there is some variation in the ratio of reported incidents per FTE across Divisions:
  - Patterns of incidents reported per FTEs appears to be unbalanced in some Divisions, suggesting that some Divisions are potentially understaffed or overstaffed against demand.
  - Divisions located in the west end (22 & 23) and central/central-north (52 and 32) had, on average, 10 more FTEs per reported incident than the average.
  - Divisions that have fewer incidents per FTE are possibly more appropriately staffed and/or officers are in the right place at the right times to contribute to fewer incidents in their area.

- In 2013, clearance rate dropped by 3% from 2012. During this time, violent crime decreased by 16% and homicides decreased by 19%.

- Divisions 13 and 14 have similar staffing patterns to mirror demand to manage CFS. However, Division 14 has 10% more reported crime incidents per FTE than the average division, while Division 13 has approximately 5% less than the average. This presents a possible opportunity to more effectively manage officer time in higher-incident areas/populations to decrease the incident rate through proactive, community-based policing activities.

Potential Opportunities

- Current scheduling structure demonstrates an attempt to optimize staff utilization and support the mental health and well-being of the organization's service members; however, there is an opportunity to enhance this even further through a greater alignment of officers and staff through both location and shift times to community priorities, operational need, and demand. This could also lead to greater organizational flexibility and improve both customer service and case management.

- Develop a system which enables sharing, profiling and rewarding of innovative approaches to continuous improvement in resource allocation.

- Develop accountability mechanism for front-line supervisors with targeted metrics related to staffing and scheduling. This may also improve efficiency, effectiveness, accountability and value-for-money.

- Develop performance management framework that ties member performance to the reduction of crime incidents in priority/dense occurrence areas to effectively measure officer utilization and productivity when not responding to CFS.

- Explore IT opportunities, such as video appearance at court / bail hearings, to reduce officer court time and overtime.

- Continue to evaluate IT options to support the development and establishment of an enhanced Duty Operations Centre (DOC) to bolster effective tasking and coordination based on need and demand. This includes the opportunity to increase use of data, information and intelligence to better inform organizational and operational decision-making and drive more proactivity.

- The above may be achieved through an option such as the enhancement of the DOC to a Central Tasking Centre ("CTC" or "the Brain" of the organization) that would enable TPS to have a comprehensive, coordinated and holistic overview of harm, opportunities and threats that exist at any one time. The CTC would focus on strategic and tactical issues across TPS through a dynamic process of intake of information and tasking out.

  - A single point of contact would be created to collate, review and prioritize intelligence workload. The CTC would establish the priorities for the day based on the information provided by departments, the current intelligence threats, demand inputs and the Executive Command Team's (ECT) priorities.

  - Would enable intelligence and information to drive dynamic resourcing and day to day investigative activities focused on TPS and ECT priorities, key trends and issues.

  - Aims to drive real time review of information and intelligence in order to identify high, medium and low threats which would be prioritized for tasking.

Potential Outcomes

- Consideration to and development of a CTC for TPS fosters a "One Service" approach to understand, prioritize, and respond to key problems and emerging threats, relying upon intelligence fusion and problem analysis capabilities to drive effective and efficient operations force-wide. This two-way tasking and resource management function **addresses issues causing the most harm to the City by getting the right resources to the right places at the right times with the right information and delivers better customer service to the citizens of Toronto through a more community-centric approach to policing.**

- Efficiency:
  - Improved ability to be intelligence-led, and to identify, align and more effectively direct officer time when not responding to CFS.
  - More impactful allocation of funding to reflect intelligence-informed strategic priorities.
  - Increased information-sharing.

- Effectiveness:
  - Re-directing TPS personnel to activities, tasks and locations where there is the greatest need.
  - Reduction in officer time spent on activities, such as court and corresponding overtime costs.
  - Improved resource management by using information, data and intelligence to get the right people to the right places at the right times with the right information (e.g., through better directing proactive time) utilizing V.O.L.T. (Victim / Offender / Location / Time).

- Performance:
  - Effectively measure performance at the individual, team, and strategic levels reflecting inputs, outputs and outcomes.
  - Improved ability for supervisors to better assess and manage officer productivity through performance metrics.

- Satisfaction:
  - Proactive collection of community intelligence to address key priorities in a timely and effective way.
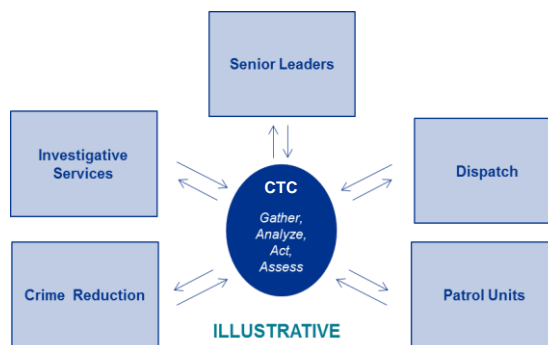
Key Considerations
- Optimizing officer supply to demand can reduce issues and risks such as officer safety, liability, complaints, reduced performance, failing to meet public expectations and demand, capacity issues in released officers for training and development, and unnecessary overtime costs.
- Views of labour groups and members will need to be assessed.
- Management and supervisors must be supported in changes agreed.
- Collective Agreements and negotiations with the Toronto Police Association may be key to success in this area.

Targeted Civilianization

The sustainable delivery of effective and efficient policing services requires **the right people** with the **right skills** to undertake the most appropriate roles and responsibilities. To enable this, the TPSB may consider **following leading practices with a review which assesses the broad range of roles undertaken by sworn officers,** possibly leading to the civilianization of non-traditional roles that do not require sworn powers and/or are 'non-core' policing duties.

Examples of Leading Practices

Investigation and crime management
- City Auditor in San Jose, CA: recommended that San Jose PD consider civilianizing some investigative duties and cold case roles.
- San Francisco Police: hired 16 civilians to focus on property crimes, freeing up uniformed officers for other critical crimes, resulting in salary differential of up to $40,000 per person.
- Durham, UK: civilian volunteers are used to assist police officers in canvassing neighbourhoods after violent crimes, patrolling shopping centres during busy holiday seasons and conducting property checks for vacationers.
- Edmonton and Waterloo Regional Police use mixed civilian and sworn teams for crime scene and criminal investigation.

Corporate Services
- Approximately 85% civilianization of corporate services in Western Australia Police Force and New Zealand, and 81% civilianization across 43 forces of England and Wales.

Operational Support
- Houston: evaluated potential civilianization of pilots for their helicopter fleet as well as outsourcing maintenance.
- Denver Police: plans to hire 40 civilians over the next two years to make cold calls, take phone reports and conduct field reports.

Other findings
- Chicago's Inspector General's Office: undertook an analysis of opportunities to civilianize positions in the Chicago Police Department. It recommended civilianizing 292 non-enforcement positions out of 370 full-duty sworn positions analyzed (79%). These roles did not require police powers, nor skills, knowledge or experience specific to officers. It also found that the City could save an estimated 16 to 41% per position through civilianization, for a total annual savings of $6.4M to $16.6M depending on salary paid to replacement civilians.
- Police Executive Research Forum: a survey of 416 police forces found that 32% of respondent police forces reported increased reliance on civilians for desk work; 18% are utilizing civilians for crime analysis; and, 39% are using civilian volunteers for non-enforcement functions such as police dispatch and laboratory work.

Findings and Observations

- Opportunity for greater civilianization of positions within the TPS beyond traditional roles.
- CIOR reviews that recommended civilianizing roles erred on the conservative side and demonstrated a reluctance to civilianize based on cost-savings only.
- Low numbers of civilians in each Division, with average uniform to civilian ratio in each Division (2013 figures) approximately 19.5 to 1.
- Civilians currently comprise **approximately 30%** percent of TPS total workforce
- Level of civilianization differs across divisional lines – on average 5.2% of the divisional staff are civilians.
- Uniform to **civilian ratio at TPS is 2.3 to 1**. While this ratio appears fairly even, there is further opportunity to utilize civilians to free police resources to focus on core police services.
- Approach to civilianization does not consistently acknowledge the improved efficiencies, effectiveness, and specialization that could potentially be gained.
- TPS has made progress in civilianizing roles outside a typical support function, such as the Divisional Prisoner Management role; however, there is potentially more that can be done to free up officer time for core service responsibilities and proactive policing.

Potential Opportunities

- Conduct service-wide review of all positions, job descriptions and performance expectations within TPS against business requirements and the need to maintain a critical mass of sworn capability. This will determine which positions require uniform skills and/or are a core police service in order to highlight roles to be considered for civilianization, with default outcome to outsource if option is determined to be more cost-efficient and achieve a better outcome than the status quo.
  - For instance, a detailed review of the Criminal Background Check function and position could yield potential to be civilianized, as well as be performed via a shared service function with other police services in the GTA or across Ontario.
- Re-evaluate the existing recommendations that resulted from the CIOR, such as the Forensic Identification Services Review, to find more efficiencies and effectiveness through civilianization.

Potential Outcomes

Potential For:
- Improved efficiency, effectiveness and length of service by utilizing specialized skills, education and experience gained from placing civilian members in certain roles.

Key Considerations
- A review of support roles for possible civilianization should acknowledge potential cost savings, but also focus on the complete strategic benefits to be realized (i.e. closer alignment of skills, experience, and potential to re-allocate uniformed positions to more proactive roles).
- Civilianization of certain roles, while possible, may require changes to collective bargaining agreement.

The Parking Enforcement Unit constitutes a considerable expense and responsibility for the TPS and may be considered a non-core policing activity. An opportunity exists to **more thoroughly explore the benefits and feasibility of delivering parking enforcement in the City through alternative means**. In August 2014, the TPS provided the TPSB with an assessment of the feasibility of outsourcing parking enforcement. While many potential barriers were noted, there remain opportunities to further evaluate options to address the short term financial barriers as well as the long term benefits of this opportunity.

Examples of Leading Practices

- City of Hamilton employs 24 Parking Control Officers and 25 contracted Commissionaires for enforcement; issuing over 185,000 tickets annually.
  - Hamilton Municipal Parking system is a self-sustaining business unit which redistributes its surpluses ($1M+) to promote economic development.
  - Ministry of Attorney General has granted the City plate denial authority to ensure receipt of parking infraction payments.
- City of Calgary transferred Parking Enforcement responsibilities from the Calgary Police to the Calgary Parking authority in 1996, annual revenues are returned to the City as a dividend.
  - Contracted enforcement, but Police officers still may issue tickets, and vehicle owners are unable to renew vehicle registration until all outstanding fines are paid.
  - $20M+ annual contribution to the City with and 85%+ 'High' satisfaction rating.
- City of Ottawa undertakes parking enforcement through the By-Law and Regulatory Services Branch.
  - Municipal Parking Management is self-sustaining. The Branch maintains a working relationship with the Ottawa Police but is operated by the City.
  - 370,000 tickets were issued in 2012, generating $19M for the City.
- UK introduced Decriminalized Parking Enforcement (DPE) in 1994, and still in effect today, to reduce pressures on police resources and decrease congestion in high demand areas by utilizing local city parking authority attendants to charge parking fines and enforce parking regulations instead of using Police Traffic Wardens.
  - In June 2011, Strathclyde Police terminated the Traffic Warden Services as an efficiency saving program.
  - 330/394 reporting Local Councils in the UK operate DPE.

Potential Opportunities

- Begin to thoroughly assess alternative models of parking services delivery, including the transfer of responsibilities to the City or a private contracted authority.
- Re-evaluate the possible expansion of Toronto Parking Authority mandate to include enforcement on City streets, including a more detailed examination of the impact on modern police services.
- Potential to retain some mandated powers of the Parking Enforcement Unit (PEU); i.e. stolen vehicle recovery and community outreach.

Findings and Observations

- Approximately 16% of dispatched CFS are related to parking enforcement complaints.
- This translates into potentially 400,000 hours of parking related issues that are being addressed by Parking Enforcement Officers or uniformed TPS officers.
- City of Toronto currently allows security and parking management companies to issue official city parking tickets on some private properties.
- Feasibility assessment required for any legislative changes to parking offences required for an alternative model of service delivery.
- Evaluate the gaps and opportunities with respect to parking technology infrastructure sharing.
- In 2012, 42% of parking tickets were issued due to expired meters or parking in prohibited zones.
- Outsourcing of municipal services is becoming increasingly common in Canada. The City of Toronto can draw upon best practices from other City departments and other municipalities to inform an effective procurement and implementation plan.
- Salaries of the PEU total $33.7M for 394 employees.

Potential Outcomes

Potential for:
- Long term positive financial outcomes for both the TPS and the City/third party agency.
- Reduced CFS demand for parking related issues; resulting in increased capacity and potential annual savings/redistribution of up to approximately $30 million in salary and benefits (i.e. with outsourcing of all PEU functions and limited transition costs).
  - This could also result in reduced paperwork and administrative tasks for the police service.
- Reducing on-street congestion, easing police resources, and improving public service and satisfaction.
- Change in public behavior with increase in number of tickets being; resulting in decreased congestion during peak demand hours.

Key Considerations:
- Short term implications related to HR policies, legislated duties, IT capacity, financial barriers, and public perception may need to be evaluated and mitigated through a rigorous change management and implementation strategy.

The Court Services Unit constitutes a considerable expense and responsibility for the TPS, as well as a considerable annual financial subsidy from the Province of Ontario. In August 2014, the TPS provided the TPSB with an assessment of the feasibility of outsourcing Court Security. At nearly 98% civilian composition, **an opportunity exists to more thoroughly explore the benefits and feasibility of delivering the Court Security function through alternative means**. The outsourcing of Court Security Officers may allow the TPS to potentially redeploy officers currently filling this role to more proactive, core policing responsibilities and find time and cost savings through a new service delivery provider.

Examples of Leading Practices

- Civic Protection Institute (CPI) suggests potential cost savings of between 20-40% on salaries alone when court security services are privatized.
- York Regional Police: Privatized the serving of process documentation, resulting in annual savings of 60% for that particular function.
- Brantford Police: Privatized roles for staffing metal detectors and searching bags.
- The Ontario Ministry of Transportation outsourced its road, vision and written examination services to a third-party – Serco DES Inc (Serco) – in 2003. The outsourcing has resulted in cost-efficiencies, improved oversight for the MTO, increased scrutiny in drive test administration, and reduced testing wait-times (e.g., from months to a guarantee of 42 days within the date requested). The 750 employees (permanent and contract) were given the option to either transfer to the private company within the terms of their CBA or not to transfer and given severance packages as outlined by their collective agreement.
- England & Wales: In 2013, it was announced that the Ministry of Justice was considering privatizing various components of Court Services, including the transfer of the approximately 20,000 Court Security Officers to the private company. It was estimated that this would generate nearly £1 billion in savings annually.

Findings and Observations

- Current processes and structures are deeply embedded and may be difficult to change, but there are no measures to demonstrate that the Unit is operating at an optimal level of efficiency (in terms of time, cost, etc.).
- Legislatively, under the *Police Services Act, 1990*, the responsibility for ensuring the security of judges, court premises, and prisoners may be delegated to a person who is authorized by the Board to carry out these responsibilities (s.138).
- In the criminal justice field, the main area of partial privatization has been in court security, prisoner management and related custody functions, including prisoner transport. The 'privatization of policing' has primarily occurred through growth in demand for private security – as opposed to deliberate policies of reducing police numbers and selling off or outsourcing police services (Sarre, R., & Prenzler, T. (2012). Issues in courtroom security: The Key role of the private sector in Australia and New Zealand. *Security Journal, 25*(1), 25-37).
- As a result of a survey conducted in Holland regarding public perception and satisfaction with private security providers, respondents' opinions were similar to those for police. It found that people hold generally positive views [of private security officers] and, for the majority of people, these were enhanced through personal contact (Van Steden, R., & Nalla, M.K. (2010). Citizen satisfaction with private security guards in the Nertherlands: Perceptions of an ambiguous occupation. *European Journal of Criminology, 7*(3), 214-234).

Potential Opportunities

Based on preliminary findings and best practices, the TPSB and TPS may consider exploring alternative service delivery model options for the Court Security Officer Function in the medium to long-term:

Privatization of the Court Security Officer Function

- Develop outsourcing options based on evidence for the provision of court security to make sure the selected service delivery model is the right choice for the TPS and City of Toronto.
- Undertake a phased approach to the new court delivery model to select the most appropriate option, communicate changes, transfer responsibilities and enable a smooth transition. This could include a detailed assessment of first privatizing the specific function of providing Court Security (Court Security Officers, according to the Chief's August 2014 report perform 5 to 6 functions daily), followed by additional Court Services' functions and activities in the long-term based on further analysis and testing.
- Alternatively, an assessment and evaluation of all Court Services functions for alternative service delivery may be undertaken at one time based on Board/TPS priorities and resources.
- Post a public tender for potential providers who will be chosen through a competitive bid process to support and promote openness and accountability to the public.

Privatization/Outsourcing Options Development Considerations:
- Analyze short term financial impact and long term benefits related to a transition to a new model of delivery of court services (e.g., redeployment of officers and staff).
- Examine the impact of an alternative model on existing civilian staff, including the potential transfer of positions to a private security service provider in accordance with their Collective Agreement (CA).
  - Those who elect not to transfer would be given severance packages as outlined by their collective agreements if they elect to leave the Service.
  - Those who do not elect to transfer or leave the Service would need to be redeployed to other areas of the Service. This poses a challenge with respect to the potential cost and timing to absorb the displacement; however, this impact could be mitigated based on the parallel changes happening within the Service as a new operating model is developed and potentially other positions become civilianized/professionalized.
- Feasibility assessment would be required for any changes to CAs required for an alternative model of service delivery.

Potential Opportunities	Potential Outcomes

Governance, Compliance & Regulation of Service Standards:
 	
▪ In pursuing a fully or partially outsourced model to Court Security, the TPSB and TPS have the potential to maintain oversight over the provider. In particular, the two may retain oversight of service delivery policy and standards by the third-party provider to ensure Court Security services are delivered safely, fairly, and consistently across the City.
 	
▪ Consider a fee-based process in which the provider would pay the TPS a set monthly fee to fund a comprehensive audit and compliance function conducted by an independent third party but would be directed by the TPSB and TPS.
 	
▪ Together, the TPSB and TPS may continue to:
  – Establish Service Level Standards and set policy (e.g. including a customer satisfaction indicator with a minimum threshold, such as 85%) focused on key inputs and outcomes. In the case of the MTO Drive Test agreement, the Ministry set and monitors over 100 Performance Standards with the service provider.
  – Ensure legislative compliance
  – Apply remedies if Contract Standards are not met by the provider
 	
Other:
▪ Roll-out of an outsourced model of Court Security should consider testing through a pilot approach at select Court Houses to demonstrate the quality of service delivery to key stakeholders, including judges, and build buy-in to support the expansion of the model across all Toronto Courts.
	▪ Significant cost savings could result from the privatization of select Court Services functions or the transfer of select functions to the City of Toronto. The exact range of savings is contingent upon the extent of functions that will be outsourced and the details of the service agreement with the chosen provider.
	
	▪ Reduction of officer workload allowing time to be more effectively allocated to activities/functions based on specific skill and experience requirements.
	
	▪ Ability to redeploy all or a portion of the Unit's sworn officers to participate in proactive, community-focused policing activities or other key areas as identified by the TPSB and TPS community priorities.
	
	▪ Reduced operating and HR costs while maintaining compliance oversight of court security delivery through hiring of a third-party auditor.
	
	  ▪ Potential revenue gained from monetary penalties (although ideally little to none would occur) imposed as a result of the service provider's non-compliance with service delivery and customer satisfaction standards set by the TPSB and TPS.
	
	  ▪ This approach aims to apply a more consistent standard of conduct that is typically obtained by government/public sector regulation that supports the private sector or industry's efforts at self-regulation.
	
	▪ Maintained compliance and quality oversight role of court security by the TPSB and TPS in a new model.

Potential Outcomes

Key Considerations

- A review of the relevant regulations will be required to make any necessary adjustments, such as the *Provincial Adequacy Standards* which currently state that "police services are responsible for providing the training and supervision for court security." As part of the transition to a privatized model, police services could develop and participate in a joint-training plan and regime alongside the selected security provider to accommodate for any such changes to the Standards through a period of transition.
- Short term implications related to HR policies and public perception will need to be evaluated and mitigated through a rigorous change management and implementation strategy.
- Outsourcing Court Security to a third party may impact the receipt of the funds currently transferred by the Province ($18.9M in 2014). This agreement would need to be re-evaluated to assess what percentage of funds the TPS would still be eligible to receive since only a portion of Court Services may be outsourced. If the Court Security function were to be outsourced, the financial demand to run this function would also be absorbed by the private contractor.
- Employees who transfer to the third party service provider could lose job security over time based on the terms of any transfer of a collective agreement.
- The nature of functions currently performed daily by any one Court Officer may make the transfer of certain Court Security functions to a third party provider more complicated; however, this can be mitigated and phased accordingly through a proper functional role review and analysis as noted below in 'Next Steps'.
- The move to privatize court security may hold a negative perception for key stakeholders, such as both judges and police officers. In addition, outsourcing this function may reduce the flexibility currently embedded within the Divisional structure by reducing the number of individuals with sworn or special powers to take on other policing-specific duties. These two points but further reinforce the importance for the decision to outsource to be evidence-based and supported by robust stakeholder management, and change and communications plans to enable a smooth transition to a new model and obtain buy-in throughout the process.

Next Steps

- Conduct a detailed function-by-function evaluation (including level of skill required) of the additional Court Services functions to assess which are core and non-core police activities. This evaluation will also serve to assess the capacity (number) of Court Security Officers that could be transitioned to a private service provider based on the level of effort required to undertake/perform the functions (a number or all) of Court Security Officers. A function-by-function evaluation may also help the TPS to identify which functions, if any, may be potential candidates as part of a second wave of outsourcing or transfer to an alternative service delivery provider.
- Undergo a competitive bid for court security services, with no guarantee of selection or award, to receive estimates on costs and outline of processes that would be undertaken (and how) by private service providers if the Court Security function were to be outsourced.
- Review the financial and legislative implications of the *Collective Bargaining Agreements* to conduct a sensitivity analysis on the legislative changes that may be required to support further privatization and/or transfer of select Court Services functions to City in the long-term.

Long-Term

Target Timeframe for Implementation Two
or More Years

Potential Long-Term Opportunities

Strategic IT Investment
- Technology-driven deployment to areas of need informed by real-time and longitudinal predictive data.
- Real-time tracking and analysis of staff, resources and equipment to reduce costs and expenditure.

Consolidated Operational Support
- Consider further outsourcing all or select components of HR, IT and Finance functions.
- Sharing all or select components of functions with other regional police services and/or the City of Toronto and its agencies.

Modernized Toronto Police College
- Shifting staffing mix from uniform to civilian and from permanent unionized employees towards sessional contract instructors.
- Stronger use of training modules with e-learning to reduce class time, instructor reliance, abstraction levels and training costs.

Progressive Procurement
- Move towards mature procurement model with active management of spending categories, supplier relationships, demand, and risk.
- Examine opportunities beyond City to strengthen regional procurement with other police services across the province for key needs such as fleet and specialized equipment (i.e. strengthening involvement with the Police Cooperative Purchasing Group).

Efficient Fleet Management and Maintenance
- Reduce number of required vehicles by moving towards a more community-based operating model with more officers out of cars.
- Sharing all or select components of fleet management and maintenance across the City of Toronto and its agencies to optimize utilization of vehicles, mechanics, and facilities.

Strategic IT Investment

There are a broad range of opportunities for the TPSB to consider to harness the power of **rapidly evolving technology to further modernize the TPS**. Technology-enabled operations and key supporting functions, such as data analysis, can promote and enhance continuous improvement in policing through streamlined work activities and enhance the information available to analyze and inform services to enable increased performance, efficiency and effectiveness. Although there can be learning demands among training officers and staff, as well as potentially high costs associated with development, significant benefits can also be realized.

Examples of Leading Practices

Innovation:
- Halton Regional Police: implemented a robust GPS system in all police cruisers, allowing dispatch to locate the nearest unit to a call. This system has led to a more rapid and efficient deployment of resources across the region and has allowed for advanced resource tracking and deployment capabilities.
- New York Police Department: piloting chest cameras for officers working in problem areas of the city in an effort to improve accountability and transparency.
- VideOversight - Clearwater Police Department: adopted the VideOversight program, which is a unique four camera system linked to an archive server that allows investigating officers to add notes, amend old notes, attach documents and link related interviews.
- York Regional Police: equipped each cruiser with one dash-mounted and one rear-seat camera and two microphones - one in the vehicle and a wireless microphone worn by the officer that can record interactions with the public more than 1,000 feet away from the cruiser itself.
- TrackMyCrime: A system used in Western Australia and the UK, which enables victims to log-in via a secure server to check the status of their investigation, update reports, or communicate with the investigating officer.
- 911 Incident Response Map - Seattle Police Department: implemented a real time mapping system that shows 911 emergency calls over the past 48 hours and auto populates a map online for crime and emergency mapping.
- SAFE-COP: Pioneered by the Tampa Florida Police Department, the application allows patrol officers to map locations and blog about a crime incident, instantly making that information available to other officers on duty.

Efficiency Gains:
- Strathclyde/Police Scotland: introduced auto-populating databases which has allowed for efficiency increases through the elimination of double and triple keying.
- Automated Resource Location: Many police services in Canada (e.g., HRP), United States (e.g., Seattle Police Department) and the UK use automated resource locating tools that locate people or vehicles that are nearest the incident rather than the geographical zone.
- Regency, frequency and gravity (RFG) index resource deployment: RFG indexing allows for the allocation of resources based on prolific and active offenders. This system is indexed using a database system and allows for the identification of high risk individuals in a timely manner.
- Crime Mapping Technology: In use by the Canadian Intelligence Services and UK, crime mapping allows for the identification of high, medium and low risk areas and the appropriate allocation of resources.
- New Zealand Police: the Mobility program has enabled officers to perform key tasks on the go, such as looking up victim/offender/location information; assigning tasks; taking photos; texts; emails; and, reading and sharing documents and dictating information for later data entry. This has resulted in: more visible, accessible and productive frontline officers, using their devices to complete critical tasks while out in communities; reduced demand on radio systems as information is now obtained through iPhone/iPad devices; 214,724 queries and views of people, vehicles and locations performed on iPhones/iPads (as of May 31, 2013); improved situational awareness as officers have ready-access to victim/offender/location details; and, officers gain approximately 30 minutes of productivity per shift, equating to 520,000 hours per year for reinvestment into prevention-focused work.

Potential Opportunities

- Improved ability to support the collection, recording and analysis of data to support a new and enhanced performance management framework and key performance indicators.
- Rapid electronic confidential individual citizen surveys following interactions with TPS.
- Technology-driven deployment to areas of need informed by real-time and longitudinal predictive data.
- Technology-enabled resources to reduce time spent on paperwork and duplication (e.g., double keying).
- Real-time tracking and analysis of staff, resources and equipment to reduce costs and expenditure.
- Streamlined file management for improved efficiency.
- Electronic archiving for efficient information retrieval.
- Facilitation in sharing increased crime information with the public.
- Increased ability to self-report crime and track trends.
- Ability to track crime files for victims (e.g., 'Track My Crime' software) to improve efficiency and transparency.
- Ability to monitor, evaluate and improve public satisfaction to policing services via introduction of a "Public Satisfaction Real-Time App" completed by members of the public at the point-in-time of interaction with an officer.

Potential Outcomes

Potential For:
- Increased visibility and proactive time spent within communities.
- Improved resource management.
- Reduction in cost associated with paper-based systems, duplication, extra steps, and manual search and analysis of important information to guide organizational and operational decisions.
- Improved performance data and information to inform organizational and operational evidence-based decision-making.
- Enhanced community engagement and feedback opportunities.
- Improved accessibility to gather, review, analyze and share relevant data for all stakeholders.

Consolidated Operational Support

Operational support roles and functions perform a critical role in supporting the front line delivery of policing services to the City of Toronto. **Having efficient, effective, and fit for purpose support services will help enable resources to be spent on services for the community in a sustainable manner.** Leading global practices are implementing innovative new practices and alternative methods of delivering services, such as through outsourcing and partnerships, and shared services to use resources in the most effective and efficient ways.

Examples of Leading Practices

- In a 2013 review of the City of Toronto and its agencies, KPMG found:
  - Resources and FTEs allocated towards delivery of core TPS IT services overlaps with similar efforts by the City and TTC;
  - An overlap in exists in payroll and benefits administration; and
  - Savings could be achieved by pooling resources and moving towards a City-wide shared services model for various operational support functions.
- KPMG undertook a Core Services Review for the City of Toronto in 2011/12. Specific recommendations were made regarding the Toronto Police Service, including transferring non-core programs and services, such as by-law and parking enforcement services to the City or other agency. It also recommended examining shared services for call takers and dispatch for Fire, Ambulance and Police across the City.
- Outsourcing: A number of UK police services (e.g. Lincolnshire, Avon and Somerset) have recently outsourced their operational support functions to third party providers (e.g. G4S, CapGemeni), and have seen performance and efficiency savings.
- Shared Services: The Dutch police have moved towards a national shared services model (HR, IT, Finance & Legal functions) for operational support with anticipated payback in less than five years.
- The US Transportation Security Administration outsourced its HR function, saving approximately 20-25% of its costs in this area.

Findings and Observations

- Currently, TPS employs a shared services model in its use of the City of Toronto Real Estate Services Division to provide the majority of its real estate and facilities management services.
- Operational support cost of service may be high in comparison to similar functions in leading public and private organizations. For instance, according to TPS budget reports, budgeted costs to deliver these supporting functions in 2014 was approximately $52.4M and, with the exception of the IT function, is primarily labour costs (approx. 97% for Finance, 93% for HR, and 56% for IT).
- Higher costs are likely due to combination of higher labour costs and potential inefficiencies in service delivery.
- Peer organizations have achieved considerable cost savings and improved service delivery through shared services, outsourcing, and internal process redesign in operational support functions.

Potential Opportunities

- Outsourcing all or select components of HR, IT and Finance functions. Carry out a service-wide review of all Operational Support functions conducted by the TPS to evaluate potential options – including a Shared Service model or outsourcing. The review would operate with a default result to outsource operational support if the outsourced provider(s) can be determined to carry out the tasks more cost-efficiently and with a better outcome than the status quo.
- Sharing all or select components of functions with other regional police services and/or the City of Toronto and its agencies.
- Consider bringing the number of HR FTEs in line with industry averages to improve efficiency of service delivery, while acknowledging the unique responsibilities of these FTEs within the TPS.
  - HR FTEs per $1B Budget = 86 is high relative to *The American Productivity & Quality Centre* (APQC) general productivity metrics (median performer = 39).
- Cost savings could be achieved through combination of reduced labour costs, improved efficiency of service delivery, and pooling of capital and operating costs with other organizations.
- KPMG's experience with other police services, Crown Corporations, and public sector agencies suggests that, in addition to cost reduction, and when done for the right reasons and implemented and governed skillfully, shared services and outsourcing can:
  - Improve service delivery and consistency;
  - Facilitate innovation within the organization and improve understanding of leading practices; and,
  - Enable organizations to enhance focus on core front-office operations.
- A Shared Services approach with other public funded organizations is attractive as this could allow for more significant and widespread public savings beyond the TPS.

Potential Outcomes

Potential to:
- Improve service delivery and consistency for both the TPS and partner agencies.
- Facilitate innovation within organization and improved understanding of leading practices.
- Cost and resource savings in core frontline policing services and operations.
  - For example, based on KPMG's previous experience with shared services and outsourcing, cost savings of the order of 5-20% of the addressable spend base are not uncommon (see example case studies presented in Leading Practices quadrant).
  - A more detailed cost and savings estimate should be conducted as part of a detailed feasibility study.
- Increase learning and shared use of facilities.

Modernized Toronto Police College

The Toronto Police College ("TPC") provides an important function in training both new recruits, as well as important ongoing training for officers and staff. Leading practices globally both in policing and, more broadly in education, are seeing **a rapid evolution in the methods of delivery, such as using a diverse variety of highly skilled teachers on a sessional basis, greater use of online modules, and partnering with other police services, similar organizations or other educational institutions**. These partnerships aim to provide the highest quality and valuable training and learning opportunities in a cost-efficient manner suitable for today's modern policing and community needs.

Examples of Leading Practices

- Across North America, universities and colleges have been moving towards an increased used of sessional contract instructors.
  - While a permanent professor is typically paid between $80K and $150K a year, a contract faculty person teaching the same number of courses (e.g., four courses) earns approximately $28K for a similar service.
  - Better practices in post-secondary education include increasing the utilization of academic resources, which is accomplished through a combination of part-time resources and increased use in other activities.
- Shared Services: Canadian Police Knowledge Network (CPKN) has invested in a new comprehensive LMS platform. Several police agencies, including TPS, are partnering and on this venture to reduce traditional class costs and pool training funds.

Findings and Observations

- Analysis of TPC labour costs per employee suggests training cost of service may be high.
- Evidence finds TPC training courses are delivered primarily internally, and for the most part, by uniform staff.
- Budgeted costs to deliver these services in 2014 was approximately $13.5M, which are primarily labour costs for instructors and support staff.
  - Average uniform salary is approximately 48% higher than average civilian salary for employees within this unit. A portion of this difference may be attributable to the level and nature of skill required to complete the work (e.g., sworn versus civilian); however, a wage difference between 25-30% has been common amongst other police services with whom KPMG has worked in the past.
- TPC FTE complement is 85% sworn officers, compared to the Canadian Police College ("CPC") model where approximately 34% of FTEs are sworn officers. The CPC model also leverages some 380 external subject matter experts from numerous police services.

Potential Opportunities

- Shifting staffing mix from full-time employees towards highly-skilled sessional contract instructors.
- Replacing appropriate traditional lectures and training modules with e-learning to reduce class time, instructor reliance, abstraction levels and training costs.
- Shared Service Approach to Training: Pooling of police college resources with other regional police departments or earning revenue through training other organizations to improve instructor utilization and cost efficiencies.
- Partnering with colleges that offer Police Foundations courses and/or contract with instructors (e.g., Humber and Seneca).
- Cross-appointment of instructors between the Ontario Police College and Canadian Police College.
- Apparent lack of utilization data for TPC resources represents an opportunity to better understand current state gaps and drive continual improvement in education and training delivery.

Potential Outcomes

Potential to:
- Improve training delivery and consistency.
- Increase shared learning with peer organizations should the TPS opt to use a shared service approach all, or in part, to training programs.
- Improve quality and effectiveness by adopting leading educational techniques, alternative learning formats and leveraging technology.
- Achieve cost savings from approximately 25% up to 50% ($3-7 million) through options such as shared labour, e-learning, and sharing of TPC resources and based on industry averages in both the policing and other unionized sectors (such as universities who move high-paying permanent positions to sessional contract instructors. The actual cost savings realized for the TPS is contingent upon detailed functional and quantitative analysis through a feasibility study and may vary from the aforementioned range based on the evidence-based findings.

How an organization procures its services, material and equipment is becoming an increasing professionalized function. **Leading practices from both public and private organizations are helping to drive growth and reduce costs by strengthening partnerships within the organization served.** These practices may include: moving beyond cost savings into more active management of procurement areas, supplier relationships, demand, and risk; centralizing procurement and consolidating vendors; and, leveraging systems and technology for efficiency.

Examples of Leading Practices

- According to KPMG's Core Services Review, analysis of sourcing cycles across the City and its agencies (including TPS) suggested that procurement is predominantly tactical, with little emphasis on strategic sourcing or category management.
- The review also noted that many City agencies (including TPS) have their own independent purchasing organizations, policy and systems and recommended centralizing procurement activities as a shared service.
- Leading procurement groups are taking a leadership role in helping to drive growth and reduce costs across their organizations by:
  - Strengthening partnerships within the organization served;
  - Moving beyond cost savings into more active management of categories, supplier relationships, demand, and risk;
  - Centralizing procurement and consolidating vendors; and,
  - Leveraging systems and technology to increase automation.

Vendor management strategies to increase value-for-money include:
- Preferred Vendor(s): Leveraging exclusivity to lower service or product fees. Usage of fewer vendors decreases the strain on resources to manage purchasing activities. In the case of two or more preferred vendors, additional savings can be achieved by utilizing a bidding management software for frequent projects.
- Vendor Scorecard Review and Risk Payment Model: Upholding acceptable service level agreements by evaluating a vendor's performance against key performance indicators (KPIs). If the vendor is unable to meet acceptable standards that were contractually agreed upon, a portion of the vendor's profit margin is put at risk.
- Consolidation of Commercial Print Activities: Reduced a pool of over 100 printers to four preferred printers which reduced costs, increased time to market, and strengthened vendor relationships. This allows for central management of printing costs and assessment of yearly spend.
- Shared Air Services & Maintenance Model: The Edmonton Police recently agreed to one new helicopter, instead of two, at a cost of $3M from the City, and pursuing shared mechanics, pilots and training with the RCMP, including shared hangar space, at the Edmonton international Airport.

Potential Opportunities

- Moving from predominantly tactical purchasing towards more mature procurement function, including more active management of spending categories, supplier relationships, demand, and risk.
- Building on recommendations of the Shared Service Efficiency Study, examine opportunities beyond the City to create regional procurement with other police services across the province for key needs such as fleet and specialized equipment.
- Carry out a service-wide review of all procurement conducted by the TPS to evaluate potential options to drive enhanced service delivery toward a 'next generation' of the police Co-op to achieve the best supply arrangements to Ontario citizens in multiple jurisdictions. The review would operate with a default result to outsource procurement if it can be determined that the outsourced provider(s) can carry out the functions more cost-efficiently and with a better outcome than the status quo.
- Explore a shared services opportunity to procure air services capability (e.g., helicopter) with partner agencies (e.g., police service, private sector (e.g., Shell, etc.) and share maintenance staff and costs.

Findings and Observations

- Previous studies have suggested TPS procurement is primarily tactical and conducted in isolation from the City of Toronto and other municipal agencies.
- Leading procurement groups help their organizations manage demand, risk, suppliers, and categories to improve operations and reduce purchasing costs.
- TPS's Purchasing Support Services consists of five civilians who manage approximately $100M in annual TPS spend. Opportunities may exist for greater coordination with other City of Toronto and agency procurement activities.
- According to the TPS 2012-2013 Budget Reports, key spending categories in recent years include facility maintenance, computer equipment maintenance, gasoline, vehicles and parts highlighting potential increased value to jointly-procure with other like-minded organizations in these areas, as appropriate.
  - The average actual spend for 2012-2013 was on the following top high-level categories:
    - Construction Cost - $12.6M
    - Computer Hardware - $12.0M
    - Computer Equipment Maintenance - $10.0M
    - Computer Software - $5.6M
    - Motor Vehicles - $3.0M
    - Uniforms - $3.0M
- About $5M was spent to acquire 300 Crown Victoria cruisers in 2011 for an estimated bulk savings of approximately $1.5M.

Potential Outcomes

Potential for:
- Cost savings – industry experience with similar organizations early in the journey towards procurement excellence have commonly attained cost-savings from approximately 3% to 6%; however, the actual cost savings realized for the TPS is contingent upon detailed functional and quantitative analysis through a feasibility study and may vary from the aforementioned range based on the evidence-based findings.
- Improved service delivery and consistency.
- Enhanced focus on core front-office operations.

Leading trends globally with regard to fleet management have seen policing organizations focus on reducing their reliance on vehicles and improving efficiencies, as well as using alternative methods of delivering the service. These methods include internal maintenance productivity improvements, shared services, and outsourcing.

Examples of Leading Practices

- Fleet cost savings can be achieved through a combination of a new operating model requiring fewer vehicles, improved vehicle utilization and maintenance service delivery, and reduced labour rates.
- Strathclyde Police/Police Scotland reduced its fleet by approximately 30% without negative performance impacts as part of their broader community focused policing and cost reduction strategies.
- Leading police departments use tools such as Automatic Vehicle Locator systems, Automated Emergency Dispatch, and rigorous asset management to improve vehicle utilization (thus permitting potential reductions), availability, and performance.
- Through improved tracking and scheduling of its mechanics, the City of Fort Myers, Florida, was able to increase mechanic utilization by 10-20%.
- Some cities (and their agencies) elect to outsource fleet maintenance and management to move from a fixed to variable workforce, to increase efficiencies, and to enhance asset management processes and systems.
  - For example, the City of Fort Wayne decreased operating costs and increased fleet availability through use of an outsourced provider.

Findings and Observations

- Cost of service may be high due to in-house service and compared to other leading practices in similar types of public and private organizations.
  - By way of example only, the average "all in" labour costs of approximately $93K / employee (or $44/hr assuming 40x52 hours per year) for the TPS appears to be high relative to median mechanic salaries in Toronto (approximately $23.5/hr based on StatsCan LMI data).
- TPS's Fleet Management and Maintenance supporting functions are delivered primarily internally and by unionized civilian staff.
- Total budgeted costs to maintain TPS's vehicle fleet (not including fuel) in 2014 were approximately $27.3M (about 37% of which was labour) and replacement costs for core vehicles are estimated at approximately $5.3M, suggesting an "all-in" fleet cost of approximately $32.5M per year.
- Fleet is comprised primarily of marked, plain, and support (used to support both divisional policing and special operations).
- Peer organizations have achieved considerable cost savings by moving more officers out of vehicles, leveraging new technologies and using alternative service delivery models such as contract or outsourced services.

Potential Opportunities

- Conduct a needs assessment to determine the appropriate number of vehicles that will be required by the TPS in the new operating model and put temporary moratorium on new fleet purchased until that time.
- Reducing the number of required vehicles by moving towards a more community-based operating model with more officers out of cars.
- Improving tracking and scheduling of vehicles to enhance fleet utilization, thus permitting a potential reduction in vehicles in long-term.
- Improving the tracking and scheduling of mechanics to increase "time on tools", thus permitting a potential reduction in staffing over the long term.
- Outsourcing all or select components of fleet management and maintenance to reduce fixed costs and labour rates, and to improve labour effectiveness.
- Shared Service: Sharing all or select components of fleet management and maintenance across the City of Toronto and its agencies to optimize the utilization of vehicles, mechanics, and facilities (e.g., vehicles, air services (see Procurement Section for more information), etc.)
- Carry out a service-wide review of all fleet management and maintenance functions conducted by the TPS to evaluate potential options. The review would operate the a default result to outsource procurement if services can be determined to e carried out more efficiently, effectively and at a lesser cost with a better outcome than the status quo.

Potential Outcomes

Potential to/for:
- Cost savings - Industry trends with other police organizations focused on reducing reliance on vehicles and improving efficiencies have achieved reductions in vehicle fleet size to the order of approximately 20% to 30% in the 21st century. The actual cost savings that could be realized for the TPS is contingent upon detailed functional and quantitative analysis through a feasibility study and may vary from the aforementioned range based on the evidence-based findings.
- Moving more officers out of vehicles and into communities may create a paradigm shift and impact front-line operations.
- Improved service delivery and consistency.
- Enhanced focus on core front-line operations.

5.0 Implementation Planning

An implementation plan is a roadmap of activities, timelines, decisions and resources necessary to move from the current state of service delivery to the future state. An implementation plan breaks each strategy and initiative into identifiable steps, assigns each step to one or more people and suggests when each step will be completed.

Implementing the opportunities identified in the previous section of the report and modernizing the TPS is a complex initiative that requires thoughtful and precise planning and strong program oversight. To support this process, we propose that the TPSB and TPS take a stepwise approach to implementation through a series of short, medium and long-term phases. Specifically, we have identified four key areas that the TPSB can begin to address immediately:

1. Enhanced Governance and Strategy Development

2. Performance Management Framework

3. Capital Spend Moratorium

4. IT Moratorium

Please see the accompanying addendum – **"Implementation Roadmap"** – to this report for an illustrative detailed outline of key next steps and planning regarding the above short-term areas of focus, as well as other key medium and long-term milestones to demonstrate how these opportunities may be pursued in the future as the TPSB and TPS continue on your journey of transformation and improvement.

The Implementation Roadmap is intended for illustrative purposes only to provide the Board and TPS with an indication of what a path forward may look like; however, a key and immediate first step in carrying forward any identified opportunity or transformation will require a dedication detailed design and planning period led by the Chief of Police, and supported jointly and collaboratively by the Board with additional professional advisement, as required, to ensure the planned way forward is practical, measurable, realistic and achievable for both the TPS and the TPSB.

Transformation programs are complex and require thoughtful and precise planning and strong program management and governance. This is a critical phase and can be the time when organizations fail through insufficient detailed planning and delivery. Below please find our thoughts on principles for effective implementation planning.

Flexibility – By breaking a long-term process into shorter time periods (e.g., steps or plateaus), TPSB can change course in response to a change in the environment (e.g., legislative changes, elections, changes in senior leadership, funding changes, adequacy standards, etc.)

Logical, Stepwise Change – The change process is not easy. It is apparent through this project that the TPS has had a great deal of change in recent years. Although both Board and TPS members seek to be open to further change, an incremental approach will help reduce the change of "change fatigue."

Reduction of Risks – By boxing in the implementation into smaller sub-projects, TPSB and TPS can maintain focus on tasks at hand which allows for tighter risk control and management. Further, by constantly building on previous success, risk is hopefully minimized throughout the project, organizational capacity and agility built and buy-in earned within an overall program of change implementation.

Maintain Progress – By breaking the project down into steps, TPSB and TPS will be able to focus on the immediate time horizons. This aids in keeping members and senior officers/management excited about the opportunity, and focused on the tasks at hand.
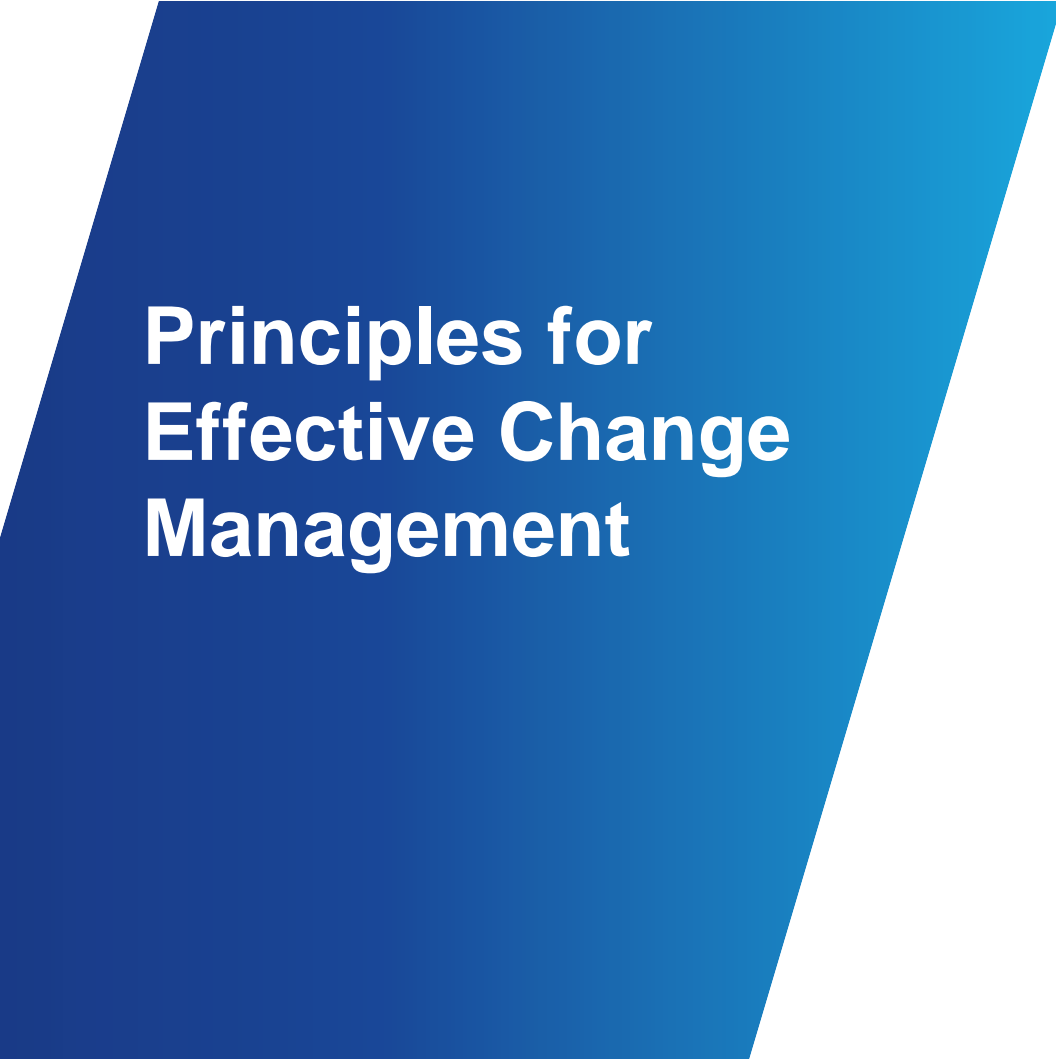
Obtain Quick Wins – By focusing on shorter time horizons, TPSB and TPS can achieve many small quick wins that can be used as the foundation for the next quick win in an iterative fashion.

The graphic below demonstrates how a stepped implementation can help achieve the desired changes in the transformation program. Each stage is used to create a series of transitional states that build towards achieving the end state.

There is no fixed number of steps (or plateaus as referred to below) that must be identified. The number of steps in a project plan depends on decisions related to timing of certain changes, availability of key resources, budget cycles and other internal and external factors that impact the success of a project.
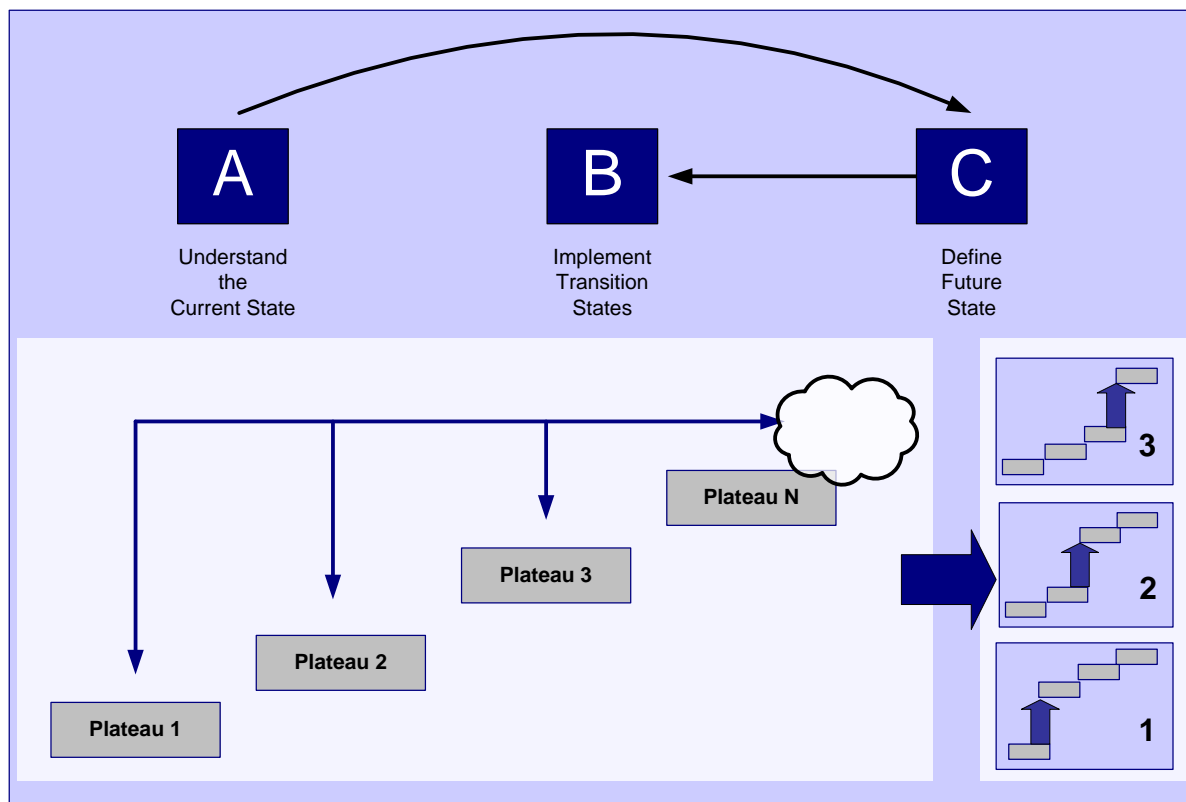
* Plateau "N" = next number level (e.g., 4)

Principles for Effective Change Management

The implementation of the transformation program will impact numerous areas and individuals within both the TPSB and TPS. The table below provides an overview of key considerations respecting "readiness for change" and "complexity of change" for consideration going forward to help enable success.

Readiness for Change	Complexity of Change
"What is the current capacity of the TPSB and TPS to respond to the implementation of the recommendations?"	*"How big will the impact be on the TPSB and TPS as it relates to structure, people, key processes, technology, performance and other key areas?"*
With consideration for such factors as: ▪ Past history of change ▪ Need for cultural transformation ▪ Resources impacted by change activities ▪ Number of existing change initiatives ▪ Understanding of need for change across all employee levels ▪ Degree of consensus regarding future direction and strategy	**With consideration for such factors as:** ▪ Impact on core services ▪ Degree of interdependencies involved and affected to be considered ▪ Timeframe to implement change ▪ Number of people impacted by change ▪ Degree of behavioral and cultural change required ▪ Number of simultaneous changes to processes, technology and skills to support structural change ▪ Degree of cross-functional collaboration and involvement needed ▪ Public priorities, support and buy-in

Change management encompasses many elements, among which "communication" is key. In fact, organizational communication is a change agent. Its purpose is not just to convey information, but to also support changes in behaviour – persuading people to take action that will help the organization achieve its objectives. Thus, it is important to make communication a priority to help enable effective implementation.

The process consists of two major parts:

- A) Creating a Communication Strategy

- B) Creating and Actioning the Tactical Communication Plan

We recommend that the TPSB, together with the TPS Senior Command Team, build an effective change management and communications strategy in the early stages of implementation. Due to the fact that the entire Board and Service will be affected by the implementation, we recommend that the TPSB and TPS consider engaging experts (e.g., internal or external partners, third-parties, etc.) to help formulate the change strategy.

In order to help reduce any potential stakeholder resistance to change and to facilitate collaboration through the transition, the TPSB is recommended to consider the following in its approach to communication planning:

- Consistent messaging across all levels – both internally and externally
- Coordinated and targeted messages delivered to the right audience at the right time through the right channels
- Member and stakeholder engagement at key junctures

The graphic below describes the stages of communication planning to support change:

Evaluation
- Learn the impact of the communication (e.g., which activities had the most impact, which failed, etc.)

Timing Strategy
- Determine appropriate timing for communication to each group

Key Messages
- Identify the essential idea or set of ideas to communicate
- Develop the message for the target audience to hear and to believe

Communication Planning

Current State Analysis
- Identify the communication challenges for the organizational transition (e.g., opportunities, gaps, etc.)

Goal and Objectives
- Define the communication objectives (e.g., provide information, call to action, change behaviour, etc.)

Target Audience
- Identify the audiences for each communication objective
- Analyze their position, history, likely reaction, etc.

The identified short, medium and long-term potential opportunities are practical, achievable, and realistic; however, the TPSB's and TPS' success in moving forward with, and achieving meaningful change in, these areas is contingent upon the following critical success factors:

Leadership and accountability at both the Board and Command level

A singular focus and common goal

Effective program management

Acknowledgement and buy-in (at all levels) of a new Service-wide direction

Commitment to long-term strategy

Consistent, coordinated communication (Service, partners, community)

Resilience, stamina and energy

Sufficient internal capacity and external support to drive transformation

6.0 Appendix

Implementation Planning
Potential Roadmap

FINAL

Appointment of new Chief of Police

Budget preparation period for 2016	Budget review period for 2016	Budget preparation period for 2017	Budget review period for 2017	Budget preparation period for 2018	Budget review period for 2018

2015 — 2016 — 2017 — 2018

MAR SEPT DEC MAR JUN SEPT DEC MAR JUN SEPT DEC MAR JUN SEPT

KPMG Reporting Phase of Findings and Opportunities

Governance and Strategy
- Detailed design of governance framework
- Implementation Planning & Preparation
- Go live with new governance structure
- Detailed design of strategic principles, vision & objectives, consultations, and execution
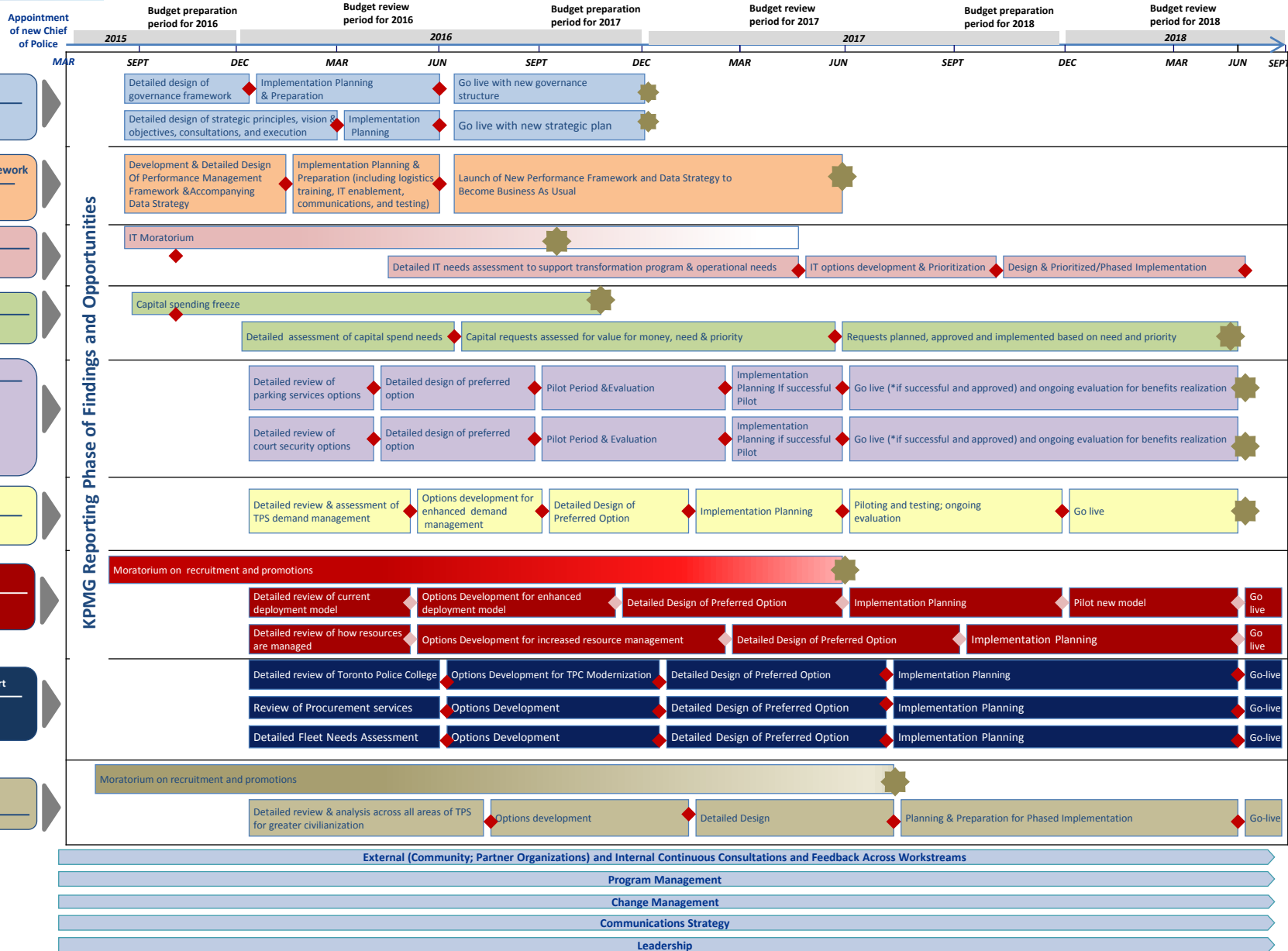- Implementation Planning
- Go live with new strategic plan

Performance Management Framework
- Development & Detailed Design Of Performance Management Framework & Accompanying Data Strategy
- Implementation Planning & Preparation (including logistics training, IT enablement, communications, and testing)
- Launch of New Performance Framework and Data Strategy to Become Business As Usual

IT Transformation
- IT Moratorium
- Detailed IT needs assessment to support transformation program & operational needs
- IT options development & Prioritization
- Design & Prioritized/Phased Implementation

Capital Spend
- Capital spending freeze
- Detailed assessment of capital spend needs
- Capital requests assessed for value for money, need & priority
- Requests planned, approved and implemented based on need and priority

Alternative Service Delivery
- Detailed review of parking services options
- Detailed design of preferred option
- Pilot Period & Evaluation
- Implementation Planning If successful Pilot
- Go live (*if successful and approved) and ongoing evaluation for benefits realization
- Detailed review of court security options
- Detailed design of preferred option
- Pilot Period & Evaluation
- Implementation Planning if successful Pilot
- Go live (*if successful and approved) and ongoing evaluation for benefits realization

Demand Management
- Detailed review & assessment of TPS demand management
- Options development for enhanced demand management
- Detailed Design of Preferred Option
- Implementation Planning
- Piloting and testing; ongoing evaluation
- Go live

Resource Management
- Moratorium on recruitment and promotions
- Detailed review of current deployment model
- Options Development for enhanced deployment model
- Detailed Design of Preferred Option
- Implementation Planning
- Pilot new model
- Go live
- Detailed review of how resources are managed
- Options Development for increased resource management
- Detailed Design of Preferred Option
- Implementation Planning
- Go live

Modernized Operational Support
- Detailed review of Toronto Police College
- Options Development for TPC Modernization
- Detailed Design of Preferred Option
- Implementation Planning
- Go-live
- Review of Procurement services
- Options Development
- Detailed Design of Preferred Option
- Implementation Planning
- Go-live
- Detailed Fleet Needs Assessment
- Options Development
- Detailed Design of Preferred Option
- Implementation Planning
- Go-live

Civilianization
- Moratorium on recruitment and promotions
- Detailed review & analysis across all areas of TPS for greater civilianization
- Options development
- Detailed Design
- Planning & Preparation for Phased Implementation
- Go-live

External (Community; Partner Organizations) and Internal Continuous Consultations and Feedback Across Workstreams

Program Management

Change Management

Communications Strategy

Leadership

◆ Milestone

✦ Potential Benefits Realization Point

KPMG

cutting through complexity