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City of Toronto  
Service Efficiency Study Program:  
**Toronto Police Service**

Statement of Work for External Management Consultants  
**Roster Assignment # 9144-11-7001-Cat2MC06-11**

July 7, 2011

1. Background

- a) The City Manager has established a Roster for the provision of consulting services for a range of Assignments (REOI # 9144-11-7001).
- b) This Statement of Work (SOW) is provided in accordance with the requirements of the REOI, and the Assignment will be conducted within the terms and conditions stated in the REOI, especially Appendix B, and its Addenda. For purposes of clarity, some REOI terms and conditions may be repeated in this SOW.
- c) The City Manager wishes to engage an external Management Consultant to assist with Toronto's Service Efficiency Study of the Toronto Police Service (TPS).
- d) As set out in the City Manager's report to Council dated March 8, 2011 (refer to Section 7) the City is facing difficult decisions in 2012 and future years to meet its budget challenges. To support City Council's 2012 budget deliberations, the City Manager will undertake Service Efficiency Studies of several City divisions, agencies, and cross-cutting functions.
- e) Invited Consultants are required to submit a proposal and work plan tailored to the Service Efficiency Study or Studies as described in this SOW. The submission will include, at a minimum:
  - Proposed work program with work plan and deliverables;
  - Time schedule;
  - Any other information required in response to this SOW; and
  - Total costs/fees including a cost breakdown for each suggested area of study focus (Parts A to F) in Section 5 of this SOW.
- f) Proposals submitted by invited Consultants will be assessed in terms of completeness of the work program, understanding of the assignment, appropriateness of methodologies, appropriateness of the Consultant team, acceptable time frame and schedule for the work, and acceptable cost.

- g) An interview may be held at the sole discretion of the City to refine service scope, prioritize issues, or review the respective responsibilities between the City staff team and the Consultant and proposed team members.
- h) An agreed upon work plan including timelines and deliverables and cost/fees will be approved by the City prior to the commencement of the assignment, through a letter of agreement.

## 2. Project Purpose

The City has begun a program of Service Efficiency Studies. Several areas have been identified for review during 2011 including Toronto Police Services. The purpose of the Service Efficiency Studies is to identify and supply actionable recommendations that will provide the maximum of service efficiency savings in the shortest period of time. To that end, the project review should consider a broad range of strategies and apply the most effective methodologies to achieve the stated purpose, for example:

- Business process and work methods streamlining;
- Organizational restructuring;
- Outsourcing;
- Automation;
- Shared services;
- Service innovation; and
- Service adjustments.

The methodologies above shall be applied to ensure that the business model used by the TPS reduces the tax subsidy required for its operations on a sustainable basis. The results of the Service Efficiency Studies will be reported to the City Manager and will be implemented through the annual budget process in the fall of this year.

## 3. Services Required – Overall Role & Deliverables for External Consultant

### a) Background Data & Information:

The TPS in consultation with the City Manager's Office will provide general background data and information, including:

- (i) Suggested areas of study focus to be reviewed and assessed by the Consultant (provided in Section 5, Study Focus);
- (ii) Information on services, service levels and standards, activities and types;
- (iii) Financial and budget data;
- (iv) Organization charts;

- (v) Workforce data including staffing information;
- (vi) Recent organizational and service reviews, policy directions, reports and Board and Council decisions;
- (vii) Business process data;
- (viii) All other available information related to particular services and activities.

b) Consultant Deliverables:

Working with City staff, the external Management Consultant's role and deliverables will include:

(i) *Confirm Focus Areas and Methodology*

Using the baseline information, initial focus areas suggested by the City and additional data, identify the areas of focus and the most appropriate methodologies with the greatest potential for cost savings and improved service delivery.

(ii) *Assess Service Efficiency*

Within the areas to be focussed on:

- Identify and assess the costs and cost drivers of current practice;
- Review and assess services, activities and methods;
- Compare against service providers in other jurisdictions using comparable and relevant best practices;
- Analyze and compare service benchmarks and measures; and
- Assess against other relevant information.

(iii) *Identify and Recommend Opportunities for Improved Efficiency and Cost Savings*

- Identify and recommend changes to work methods, processes, responsibilities, and other factors that will result in the most cost savings and the greatest improvement in service delivery;
- Identify opportunities for introducing more cost-effective and efficient program delivery applications that would result in the same benefits;
- Provide cost savings estimates and implementation details and steps that will address the changes you have identified and recommended;
- Provide advice and recommendations about which changes can be made quickly, e.g., for savings in 2012, and which will take longer to implement;
- Identify and provide advice on the costs required to make changes including any short term financial investments; and

- Provide advice about any risks and implications for service delivery, policy development, finances, cross divisional or enterprise wide human resource impacts, and other effects of alternatives and changes.

(iv) *Provide reports and documentation*

Provide documentation, reports and presentations for the City Manager as required for each of the deliverables and providing other advice as identified throughout the review process.

(v) *Work with divisional and agency staff as required.*

(vi) *Attend, support and provide documentation for status and/or planning meetings with the City Manager, the designated Project Manager, the Police Command, the City staff team, the City Steering Committee established for Service Review activities, and/or other officials as required.*

4. Project Reporting Process and Time Line

- a) The Service Efficiency Studies will be conducted on an accelerated timeline;
- b) The City wishes to engage the external Management Consultant by no later than July 27, 2011 with completion of the final report by September 15, 2011; and
- c) Wherever possible the results of the Service Efficiency Studies will be reported out through the City's 2012 Budget Process, beginning in September, 2011.

5. Service Efficiency Study – Specific Areas of Review for the TPS

The Toronto Police Service (TPS) provides policing services for the City of Toronto with a 2011 approved establishment of 7,685 positions, consisting of 5,617 police officers (uniformed officers and detectives) and 2,068 civilian staff (civilians including special constables). The TPS operates across Toronto from Police Headquarters and 17 divisional police stations. The approved 2011 operating budget for the TPS is \$930.4M net.

The TPS reports to the Toronto Police Services Board. The Board's mandate is legislated by the *Police Services Act* and can be summarized as the general management and setting of policing policy. The *Police Services Act* stipulates that the Board may not direct the Chief of Police with respect to specific operational decisions or the day-to-day operation of the police force. City Council approves the TPS budget and may make recommendations to the Board, but is similarly restricted with respect to involvement in TPS operations and policing.

## **Study Focus**

The following six TPS services and functions have been suggested as potential areas of study. The consultant will confirm these areas of study (pursuant to Section 3(b)(i) of this SOW), conduct a detailed review and analysis as set out below, and recommend opportunities for improving efficiencies and achieving cost-savings.

### Part A – Staffing Level:

The consultant will review the number of police officers and total staff (including civilians) per capita in relation to relevant service demand factors including:

- Total population and demographic trends;
- Crime rates and trends;
- Community policing mandate;
- Allocations to discretionary services and non-policing activities; and
- Special obligations of an international city.

The consultant will be able to draw upon existing TPS research and analysis concerning changes in demographics and trends in crime rates in Toronto.

### Part B – Shift Schedule:

The consultant will review recent studies and research on alternate structures and policies pertaining to shift schedules, particularly for front-line policing including issues pertaining to shift overlaps and practices in other jurisdictions, assess options in shift schedules in terms of achieving cost savings and improving efficiencies, and address related implementation issues and strategies.

### Part C – Emergency Management:

There has been formal discussion to co-locate all City emergency management functions, which would provide the opportunity for greater synergies. The consultant will review potential operational efficiencies and opportunities for co-location, service coordination, and/or integration with corresponding emergency management functions at EMS, Fire Services and the City's Office of Emergency Management. The study will also address appropriate roles, coordination and procedures in relation to the TPS, EMS, Fire Services and the City.

### Part D – Call Taking and Dispatch:

The TPS operates a 24-7 internal dispatch function, as do other emergency services. The consultant will review the TPS dispatch function for potential operational efficiencies as well as opportunities for service coordination and sharing options with dispatch functions in EMS and Fire Services.

### Part E – Towing and Pounds Management:

The consultant will address the two components of the towing and pounds management function:

- a) **Investigations/Evidence:** Towing and impounding vehicles and related equipment arises from police investigations, and towing and pound management in these situations are carried out by TPS internal operations to maintain security of evidence and integrity of investigations. The consultant will review potential operational efficiencies of the internal towing and pounds management function.
- b) **Parking Enforcement:** Towing and impounding vehicles and related equipment arises from parking enforcement activities, and towing and pounds management in these situations is handled through services contracted by the TPS. The consultant will review potential operational efficiencies in contracted activities as well as opportunities to transfer management of towing and pound contracts to the City (including contracting, contract management and compliance monitoring).

### Part F – School Crossing Guard Program:

This program is delivered through the 17 divisional police stations. The program involves a needs assessment component for school crossings and for school crossing guards, as well as recruitment, training and scheduling components for school crossing guards. Once the need for a school crossing guard has been established, the TPS must ensure service delivery by providing a police officer if a crossing guard for any reason is not available. The consultant will review the school crossing guard program for potential operational efficiencies and opportunities to transfer responsibility for program management to the City and/or school boards or other method of delivery.

### **Related City of Toronto Studies**

The City is currently undertaking a number of studies and reviews that may intersect with this Service Efficiency Study. The consultant should be aware of the areas of shared interest and communicate through the Project Manager wherever there is a potential for overlap.

- (i) *Core Service Review:* review of mandatory and discretionary services/activities, service standards and ranking of services, encompassing all City divisions and the City's service agencies including the TPS.
- (ii) *Facilities Management & Real Estate Study:* a cross-corporate review of facilities management and real estate functions encompassing the City's respective corporate divisions, related functions in City operating divisions, and some City agencies including the TPS.

- (iii) *Fleet Management Study*: a cross-corporate review of fleet management functions encompassing the City's respective corporate division, related functions in City operating divisions, and some City agencies including the TPS.
- (iv) *Review of Administrative Support Services*: other administrative support services which may include purchasing, payroll, accounting, and information technology are expected to be the subject of one or more future in-depth reviews, and this may encompass selected City divisions and service agencies including the TPS.

## 6. Project Management

The external Management Consultant will report to the City Manager through the Strategic and Corporate Policy Division. The City Manager's delegate and key project contact is:

Nancy Autton  
Manager, Governance Structure and Corporate Performance  
Strategic and Corporate Policy Division  
City Manager's Office  
10<sup>th</sup> Floor, East Tower, City Hall  
Telephone: 416-397-0306  
E-mail: [nautton@toronto.ca](mailto:nautton@toronto.ca)

## 7. Attachments and Information

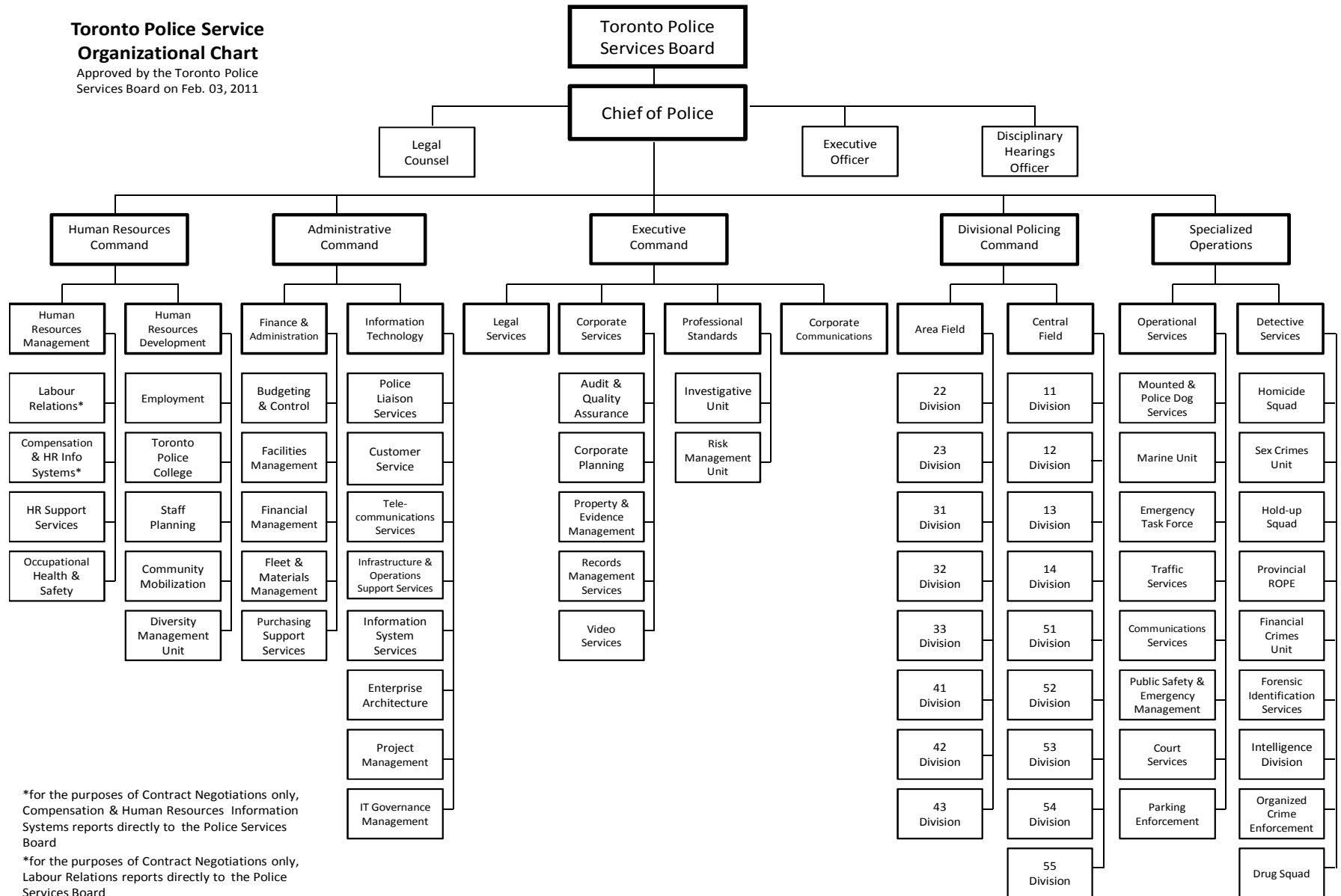
Respondents are reminded to refer to the original REOI and Addenda, especially Appendix B, Terms and Conditions. Additional information to assist with Responses to this Statement of Work is:

- A. TPS Organizational Chart Feb. 2011 – [Attachment A](#)
- B. TPS Program map – [Attachment B](#)
- C. Service Agencies – City Agencies Chart June 2011 – [Attachment C](#)
- D. Council Report: Service Review Program, 2012 Budget Process and Multi-Year Financial Planning Process – Refer to link: <http://www.toronto.ca/legdocs/mmis/2011/ex/bgrd/backgroundfile-36612.pdf>
- E. Profiles of City Programs, Agencies and Corporations (as contained in Council Briefing Book, Volume 2) – Refer to [PDF document attached to the e-mail](#) inviting your firm to respond to this SOW.
- F. 2011 Budget Information – Refer to link: [www.toronto.ca/budget2011](http://www.toronto.ca/budget2011)



- G. Performance measurement information for 2009 as set out in the report on Measuring Toronto's Progress – Refer to link: [http://www.toronto.ca/progress/service\\_areas.htm](http://www.toronto.ca/progress/service_areas.htm)
- H. 2000 Report from the City Auditor on *Review of Controls Relating to Overtime and Premium pay – Toronto Police Service* (submitted to the City's Budget Advisory Committee) – Refer to [PDF document attached to the e-mail](#) inviting your firm to respond to this SOW.
- I. The *Police Services Act* – Refer to link: [http://www.e-laws.gov.on.ca/html/statutes/english/elaws\\_statutes\\_90p15\\_e.htm](http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_90p15_e.htm) in particular:
- Part I, Section 4 – core services;
  - Part III – responsibilities of the Board, budget approval, reduction in the size of the Police Force; and
  - Part IV – responsibilities of the Police Chief and officers.
- J. *Ontario Regulation 3/99, Adequacy and Effectiveness of Police Services (Police Services Act)* – Refer to link: [http://www.e-laws.gov.on.ca/html/regs/english/elaws\\_regs\\_990003\\_e.htm](http://www.e-laws.gov.on.ca/html/regs/english/elaws_regs_990003_e.htm)

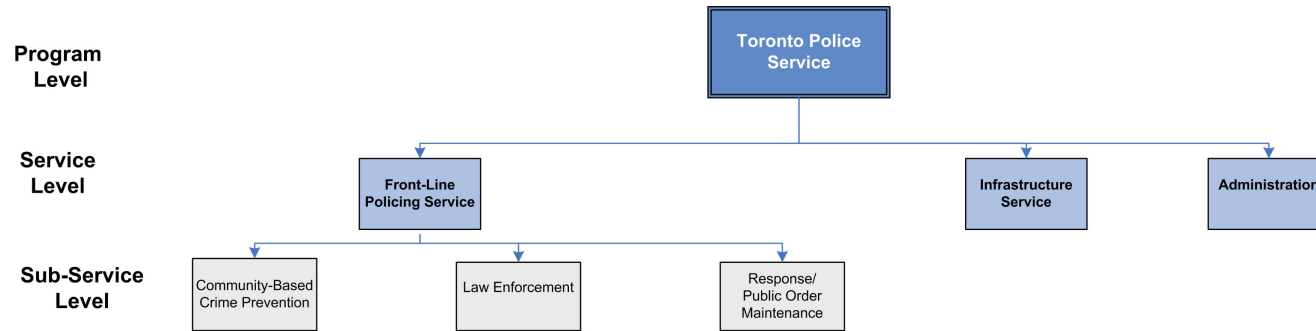
**Toronto Police Service  
Organizational Chart**  
Approved by the Toronto Police  
Services Board on Feb. 03, 2011



\*for the purposes of Contract Negotiations only,  
Compensation & Human Resources Information  
Systems reports directly to the Police Services  
Board

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

# Toronto Police Service Program Map



**NOTE:** The delivery of police services is complex and not easily divided into sections or portions of time. A series of actions taken in response to a call for assistance has multiple elements that may be categorized in a number of ways, e.g., emergency response, intelligence-led policing, crime prevention and victim assistance. Equally difficult is the task of assessing costs associated with each of these activities.

Likewise, it is important to recognize that policing services are delivered by a combination of uniform and civilian members.

### City of Toronto Agencies and Corporations

Agencies <sup>1</sup>			Corporations <sup>2</sup>	
Service Agencies	Quasi-Judicial & Adjudicative Boards	Partnered Agency	City Corporations	Partnered Corporations
<ul style="list-style-type: none"> <li>&gt; Board of Health</li> <li>&gt; Exhibition Place</li> <li>&gt; Heritage Toronto</li> <li>&gt; Police Services Board</li> <li>&gt; Public Library Board</li> <li>&gt; Sony Centre for the Performing Arts</li> <li>&gt; St. Lawrence Centre for the Arts</li> <li>&gt; Toronto Centre for the Arts</li> <li>&gt; Toronto Parking Authority</li> <li>&gt; Toronto Transit Commission</li> <li>&gt; Toronto Atmospheric Fund</li> <li>&gt; Toronto Zoo</li> <li>&gt; Yonge-Dundas Square</li> </ul> <p><b>Community-Based</b></p> <ul style="list-style-type: none"> <li>&gt; 8 Arena Boards</li> <li>&gt; 10 Association of Community Centre Boards (AOCCs)</li> <li>&gt; 71 Business Improvement Areas (BIAs)</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Committee of Adjustment</li> <li>&gt; Committee of Revision</li> <li>&gt; Compliance Audit Committee</li> <li>&gt; Property Standards Committee / Fence Viewers</li> <li>&gt; Rooming House Licensing Commissioner<sup>3</sup></li> <li>&gt; Sign Variance Committee</li> <li>&gt; Toronto Licensing Tribunal</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Toronto and Region Conservation Authority</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Build Toronto Inc.</li> <li>&gt; Invest Toronto Inc.</li> <li>&gt; Toronto Community Housing Corporation</li> <li>&gt; Toronto Hydro Corporation</li> <li>&gt; TEDCO operating as Toronto Port Lands Company (TPLC)</li> </ul>	<ul style="list-style-type: none"> <li>&gt; Enwave Energy Corporation</li> <li>&gt; Waterfront Toronto</li> </ul>

**Notes:**

1. Previously referred to as agencies, boards and commissions.
2. *Ontario Business Corporations Act* (OBCA) corporations.
3. Rooming House Licensing Commissioner and Deputy are Officers, rather than an agency of the City, but in all other respects function as a quasi-judicial and adjudicative board.

**Updated: June 2011**