

POLICING ENVIRONMENT 2005

Update of the 2000 sector study
and implications for HR planning and
management today and into the future

Overview

In August 2005, IBM Business Consulting Services was contracted by the Police Sector Council to update the year 2000 Sector Study (*Strategic Human Resources Analysis*). The project was completed in March 2006 and resulted in this report - **Policing Environment 2005**.

Over the fall and early winter 2005, three surveys - one on employee data, and two others on HR practices and IT infrastructure - were sent to 184 police services. The survey results, in combination with a literature search and interviews with key sector stakeholders, documents some aspects of the present state of policing across Canada.

This report incorporates: a message to the Board from the consultants; background material; and three sections of “findings” - an up-date on 3 operational/policy dimensions of the environment (socio-economic, threat and accountability/governance), a detailed overview of the “face of today’s policing”, and up-to-date information on HR practices and technology in the sector. Also, the first “policing employee database” - a valuable tool for understanding, analyzing, and planning HR requirements/practices - was initiated.

The findings re-affirm most of the recommendations in the 2000 study, and provide a revised roadmap guiding Council activities. Some progress has been made in the past five years on improved HR planning and management, but HR practices have evolved only modestly, and Services continue to invest effort, but work independently. The pace and momentum are not enough to sustain quality policing.

Policing Environment 2005 provides impetus - an urgency to act. The workforce situation in policing is problematic, demographic change is relentless, and technological advancements have accelerated. The demands placed on public policing - for enhanced crime prevention in the community, for prompt and effective investigation, and socially-responsive enforcement - have not abated, are growing more complex.

The “bottom line” - unless the sector begins to function as a “sector” with horizontal and integrated strategies/activities to improve HR planning and management - the workforce, programs and service delivery will be increasingly vulnerable. The alarm was sounded five years ago, but the response was limited. Committed and focussed action is required immediately.

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FOREWORD - Message to the Board

PAST

Over five years have passed since the publication of the Strategic Human Resource Analysis of Public Policing in Canada ('2000 study'). There were five major themes in that report, with a primary focus/recommendations on improved, extended and intensified recruitment to ensure the next generation of diverse talent in policing. The report also pointed out that police services across the country all faced financial pressures that constrained their investments in better HR management.

The most important finding of the report was that high quality, effective talent in policing will not just happen. It has to be planned and managed. Better planning and improved HR management practices are essential to deal with a myriad of pressures in the policing environment. The key recommendation to the policing community was to collaborate - pool efforts and resources to the benefit of all of public policing in Canada.

Although it sat on the proverbial "shelf" for a few years, several of the individuals who had initiated the report kept working. They encouraged their colleagues – police service executives, association leaders, government leaders and educators – to form a Sector Council. They knew that other sectors in Canada had benefited from such collaboration and saw an opportunity for public policing.

Their efforts were rewarded - the Canadian Police Sector Council (PSC) became operational in 2005.

With the original report five years old, and given the speed and scope of change in the intervening years, PSC sought an update on the 2000 study priorities and recommendations as a foundation for new strategies and action plans. It was important to update the understanding of major trends - but the objective was not to re-do the 2000 study - it was to reset the baseline, and provide an additional focus on talent management across the police career lifecycle.

Message to the Board ...

PRESENT

This 2005 scan was completed in March 2006. It reviews and updates the human resource challenges that faced the Canadian police sector five years ago. It assesses the extent to which they are still prevalent, outlines new challenges, and looks to the future.

While the update was underway, PSC took root and started providing value to policing through other initiatives

- a website - a “hub” to access information, research, and news pertaining to HR in public policing, and to network practitioners, planners and policy makers*
- a survey of youth in Canada - raw material for the recruitment effort*
- a newsletter - highlighting key research and creating a “sector” focus on planning and management*
- a strategic business plan - ensuring a structured approach to Council activities*

The Board of Directors aligned activities around three strategic priorities - building a more “informed”, “integrated” and “networked” sector; and approved diagnostic projects and strategy work in four key areas - recruitment, competency frameworks, education/training and leadership development.

The original report recommended collaboration on HR matters in public policing. A very solid initial step has been taken through the formation of the PSC and its Board of Directors. There are many sector councils in Canada but few have the senior leadership engagement of the PSC; and there is a real opportunity to accomplish the necessary transformation through collaboration, pooling insight and acting in harmony.

FUTURE

The challenge is in learning how to use the Council most effectively – as a catalyst for improvements in HR planning and management in public policing. This report provides an up-dated roadmap and re-affirms the direction provided in the 2000 Study. Progress has been made but the pace and momentum are not what they could be on most milestones.

Message to the Board ...

Some police services have taken action and ratcheted up recruitment efforts to attract the next generation of talent. Many are persevering with established tools/methods. But, policing HR planning and management practices have evolved only modestly. Individual services continue investing effort but working independently.

There is some urgency to act. Substantial demographic change has continued and technological advancements have accelerated. The demands placed on public policing – for preventive action in the community, for prompt and effective investigation and socially-responsive enforcement – have not abated, but have grown and become more complex.

While PSC is launching several additional “diagnostic” projects, the risk is that it becomes simply a study centre. The real value for public policing is not just in a knowledge repository, but using knowledge to build a shared vision and direction.

The PSC has the potential to be the focal point for HR planning and management, and to function as a knowledge network. It can compile and make available information and best practices for police services, but needs to do more; and that requires sustained Board-level leadership and commitment.

CHALLENGE

This update reinforces both the findings from the 2000 report, and provides a fundamental opportunity for the Board to influence integration on HR matters. Although it is a difficult road ahead, the future can be positive. Police have long had vehicles for collaborating – but few dedicated to HR. Now they have a mechanism for addressing what is widely recognized as the number one challenge in policing.

Realizing the potential of the PSC requires that individual police leaders focus their own teams on putting PSC to work, drawing on the information and taking action. A few modest projects engaging police services will send a very strong signal that the sector is serious about taking advantage of that potential.



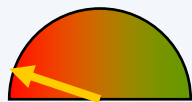
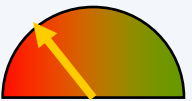
Respectfully submitted, T Lister, Partner IBM Business Consulting Services



EXECUTIVE SUMMARY

On the critical dimensions of workforce demographics, HR planning/management, response to the policy and operational environment - the police “performance management” dial shows an indicator in the red

2005 scan compared to the 2000 study (see appendix 1)

View 2000	View 2005	Risk (red = high)
<p>1. policy environment - socio-economic pressures demand more robust policing capacity</p>	<ul style="list-style-type: none"> pressures have not abated and several have increased some action has been taken to respond continuous learning and development of the police workforce remains essential 	
<p>2. operational environment - increasingly complex skill requirements</p>	<ul style="list-style-type: none"> old threats remain while new ones arise - requiring increased agility and skills/expertise organized crime has extended and enhanced global networks - intersects with new threats from terrorism criminal use of technology outpacing police capacity staying ahead demands constant renewal in techniques and learning 	
<p>3. workforce - improve, extend and intensify recruitment</p>	<ul style="list-style-type: none"> the police workforce has aged and is retiring the face of the next generation must be as diverse as Canada police are lagging other sectors in the targeted recruitment and retention of the next generation of talent 	
<p>4. HR planning and management - improve</p>	<ul style="list-style-type: none"> high quality, high performing talent in policing will not just happen better HR planning and management essential - integration drives efficiency and effectiveness 	

This document provides a detailed overview of today's policing environment in four key areas:

- 1. update of the 2000 sector study** priority areas and recommendations, used as the justification for the federal government's Sector Council Program to establish its first “public sector” council for policing
- 2. operational/policy environments update** - through literature reviews and interviews with key sector individuals on 3 key dimensions - social/economic, threats, and governance/accountability
- 3. a demographic update** - based on the results of a survey sent to 184 police services asking for information on their employees - analysed and presented in graphics, including some preliminary modeling to determine future trends and issues
- 4. HR practices and information technology assessment** - the present situation through an analysis of the results of two surveys completed by a statistically representative portion of the police sector

The “bottom-line” on each of these areas:

- 1. Sector study 2000** – the new update confirms that the five priorities and most of the 25 recommendations of the 2000 study - focussed on improving HR planning and management - are still valid today. Very little sector-wide progress has been made on:
 - recruitment
 - increasing sector-wide efficiencies
 - improving the sector’s HR planning capacity
 - improving labour-management relation, and
 - increasing funding and resources

This lack of progress should not be a surprise. Until January of 2005, there was no mechanism in-place to facilitate a sector-wide focus - movement on these issues has been slow and spotty.

That's not to say that there wasn't any good work being done. Progress made was in jurisdictional silos, and in response to the environmental pressures on individual services. Very few associations or organizations (CACP, CAPB, CPPA, etc.) have the necessary staff and resources to devote to the resolution of these pan-Canadian issues on a sector-wide basis.

Progress on the priorities/recommendations of the 2000 sector study are charted in Appendix 1.

2. Key dimensions of the operations/policy environment

Section 2 of this report focuses on trend lines in three dimensions - socio/economic, threat and governance environment - and extrapolates these trend lines another five years out.

The picture painted is not particularly optimistic - as a sector the "performance" indicator is red

- policing functions at the front line are affected by economic vulnerability and rising social pressures - and are increasingly less capable of responding to these issues
- crime is more sophisticated and technology enabled, and organized crime knows no jurisdictional boundaries. Investigations are increasingly complex and labour-intensive. There is pressure to keep pace - with significant budget implications. There are also new threats emerging, the blurring of the jurisdictional lines between safety and security, and the specter of pandemics
- governance/accountability of public expectations and oversight, media scrutiny, and the growth of two-tiered policing and private security, have created an intricate and shifting police management environment. Better collaboration on standards and common methods/practices will optimize efficiency and effectiveness.

3. The face of today's' policing

Section 3 of this report highlights the responses to the request for information on employees. This was the Council's first collaborative effort to facilitate a policing sector database of current and reliable demographic information. The benefits:

- collection of data, and the analysis of demographic issues important to the sector, such as recruitment and retention
- a baseline of trends to be tracked over time for more in-depth analysis
- a baseline for an annual environmental scan to support an informed and networked policing community - as per the Council's 2006/07 strategic priorities

The data indicates that the sector has serious workforce challenges. The recruitment challenge must be a critical focus of a sector-wide HR strategy, and a national response to:

- an increasingly aging and retiring workforce, and a very competitive environment for qualified youth and specialized skills - between services and between sectors
- resourcing a diverse and community-reflective workforce is a struggle - unless police can be recognized as "employers of choice" by these ethnic groups
- changing service demands of an older, and increasingly immigrant-based population
- expectations for higher education and community-building capacities in policing
- senior level succession - managing and valuing knowledge/experience - 40-50% of senior officers will retire in the next five years
- at current levels, recruitment rates of constables will not be sufficient to replenish exit of mid/senior officers
- compensation demands outstripping public resources/capacity - competition tight

Executive Summary - face of today's policing ...

- **the report process captured police services information within 5 broad size categories**
 - Canada has a total of 229 police services
 - one with a national scope: RCMP
 - three Provincial Police Services: Royal Newfoundland Constabulary, Sûreté du Québec, Ontario Provincial Police
 - 169 Municipal Police Services
 - 56 First Nations Police Services
 - there are a total of 61,050 Police Officers serving 32,270,507 Canadians
 - ratio of 186 per 100,000; or one officer for every 528 people in Canada
 - women represent ~17% of the workforce and are relatively young - 74% have less than 15 years' experience

Categorization by Service Size	No. of Employees in Service	No. of Services in category
Very Large	>1000	13
Large	300 to 999	14
Medium	100 to 299	24
Small	25 to 99	63
Very Small	< 25	115
Total		229

4. HR planning and management capacity

Section 4 provides the results of two surveys assessing both the human resource practices in place, and the technical infrastructure and readiness for a more robust e-learning approach to training and education.

Although HR planning and management capacity have improved somewhat since the 2000 study, the results of the surveys indicate that HR planning is not yet fully integrated with operational and strategic planning, and that innovative approaches are insufficient to meet the demands.

There is still extensive duplication and inefficiencies across the sector, confusion around “good practices” and limited research and knowledge sharing. Although most of the largest services rate the importance of, and satisfaction with, current HR practices as high, there is relatively low satisfaction in:

- recruiting for diversity
- performance measurement and management
- learning and development
- HR planning and information management

The top three issues identified by services - recruitment, keeping employees trained, and keeping them motivated and productive.

As to the IT infrastructure and readiness - although infrastructure still poses a barrier to widespread use, the sector is increasingly embracing the benefits of e-learning and lessening the reliance on classroom delivery.

In summary, the challenges in HR planning/management are extensive and the pressures increasing. The Sector Council will help facilitate a collaborative environment and support integration to optimize resources and enable high performing policing:

- the ability to work together on complex and cross jurisdictional issues
- priority work on HR planning and “professionalization” of policing
- a common implementation and integrated competency framework for all functions - a foundation of skills and competencies across jurisdictions
- professional occupational standards for policing and police educators
- collaboration on national recruitment and retention practices - avoiding multiple investments, and integrating efforts to increase the interest and quality of the recruit pool
- a strategy to pool investments in information management and communication/ learning technologies

NEXT STEPS

This report provides a clear direction - the sector has the opportunity for action and a baseline against which to measure progress. The sector council approach has begun to mobilize the “sector,” and the Board of Directors to lead more integration/ harmonization. In the near term, work of the Council will fall into two areas

- 1. continued research** - optimizing government (Sector Council Program) funding for diagnostics in competency-based HR planning and management, recruitment, training and education and leadership development
- 2. building networks** - using a web assisted “hub” to link partners and stakeholders around a common strategic vision and direction