MESSAGE FROM THE CHIEF

The Toronto Police Service has a strong history of serving and protecting the people of Toronto. Toronto deserves a police service that demonstrates excellence in everything it does. We have worked purposefully to ensure operational excellence, of which we are very proud. At the same time, we know that to truly achieve our new organizational vision, we must evolve our workplace culture. We need to be where the people of Toronto need us most, embrace partnerships that create safe communities and focus on the complex needs of our city. To demonstrate excellence outside, we need to be an excellent place to work inside.

As part of our commitment to modernizing the Service, we have contracted MNP to complete an assessment of our workplace culture – the first formal review of this kind in our long history. With almost 3,500 total respondents, the assessment compared the Service’s culture with that of other public organizations, focusing on four key organizational traits: adaptability, mission, involvement and consistency. The focus was on these four key qualities because excellent organizations perform these traits very well. This assessment was an honest look inside our organization and a critical first step in articulating the challenges facing the Service, so we can begin to address them together.

The report aims to clearly define concerns felt by members of the Service and our community in real, honest and actionable terms. The findings show that the Service’s current culture is not set up to enable us to deliver on the new Service strategy. The Service performed below average on all four measures. We have work to do, but the first step is acknowledging we have challenges with our culture. Our communities, and the nature of our work have been changing at an accelerated pace. We know that what made us successful in the past is not enough to move us to success in the future. Our partner, MNP, made several recommendations to address our core cultural challenges. We’ve distilled them into actionable themes that represent challenges for our organization today. Together, as a Service, we are quickly working to prioritize efforts and take action.

Evolving our culture will benefit each and every one of us, and the communities we are all proud to serve. Our city, which is more diverse and vibrant than ever, requires service-oriented, community-focused teams with a cross section of competencies that complement our
operational skills. We must be able to adapt more quickly to a constantly changing environment and shifting expectations.

The cultural program will require input and participation from all levels of the Service. That is why we have launched #MYSERVICE – a comprehensive, multi-year effort focused on addressing the concerns raised in the assessment. Members from across the Service have been enlisted to participate in solution-focused working groups to address these issues.

This cultural program will not be easy or fast, but it is essential. We are committed to making a real impact and transforming how we work, so we can continue to serve our people and our community.

To learn more about #MYSERVICE, please contact Deputy Chief Barbara McLean, who is leading this initiative, at myservice@torontopolice.on.ca.

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Chief of Police
Toronto Police Service
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Introduction and Background

In many parts of the world, service modernization has become a priority for police organizations. Police organizations in countries such as England, the United States of America, Canada and Australia have started to change how they deliver services. A common element across many of these programs is the importance of culture and the need to align culture and behaviours with changes in service delivery models and organizational goals.

In March of 2018 the Toronto Police Service (TPS) completed a comprehensive organizational culture assessment (assessment). The purpose of this assessment was to provide an in-depth understanding of the current culture of the TPS including its strengths and any areas for improvement. MNP was engaged to conduct the assessment and develop recommended actions for culture change. MNP’s assessment included extensive consultation with the public, key stakeholders and Members of the TPS. The following report summarizes the key findings and outlines a set of recommended focus areas, as well as sample actions within each of these areas.

Why Did the TPS Conduct an Assessment?

The 2017 release of Action Plan: The Way Forward, Modernizing Community Safety in Toronto (2017-2019) set a course for modernization in service delivery at the TPS. This report has been adopted by the
TPS as their strategic direction and Business Plan. The goals discussed in The Way Forward (i.e., the Business Plan) are both complex and innovative in nature. Similar to other jurisdictions, changes in the TPS organizational culture are an important element of the modernization strategy, and crucial for achieving its goals. Changes in culture refer to changes in how TPS Members work and interact with each other and with various stakeholders to ensure they can be where the Public needs the Service the most, embrace partnerships to create safe communities, and focus on the complex needs of a large city. Changes in culture are also about reinforcing behaviours such as a focus on continuous improvement, and about building upon current behaviour strengths, such as the desire to serve. In highlighting both the areas of strength and areas for improvement, this assessment provides a complete profile of the culture at the TPS.

Overall, there are three key reasons why the TPS conducted the assessment:
1. It ensures that TPS culture is aligned with Service modernization goals, as discussed above.
2. It allows for all Members to have their voice heard in defining the strengths and areas for culture change.
3. It can improve how Members work together each day and how they work with the public and other stakeholders.

Included in this Report

In the sections that follow, this report outlines what organizational culture is, how it was assessed in the context of the TPS and the key themes and recommendations that came out of the assessment. Full documentation of the assessment can be found in the final report submitted to the TPS on March 30, 2018.

Throughout each of these sections, this report answers several important questions:
1. What is organizational culture and how is it shaped?
2. What is the desired future state culture at the TPS?
3. What is the current state culture at the TPS? What are its strengths and areas for improvement?
4. What are key differences between the future and current state culture, how can the TPS move from the current to the desired future state, and what are the areas of activity upon which it should focus?
2. WHAT IS ORGANIZATIONAL CULTURE?

Before we review the results from the culture assessment, we need to confirm what we mean by the term “organizational culture”. Typically, culture is about both what is invisible to people in the organization (i.e., the values and beliefs that guide how people act and think), and the behaviours that are the ‘visible’ expression of those values and beliefs. One way to understand culture is to think of an iceberg. A smaller portion of the iceberg typically sits ‘above the water line’ and is visible to all. A much larger portion of the iceberg often sits below the water line. Behaviours are like the visible part of culture: they represent what you can see of an organization’s culture. The part of the iceberg below the waterline represents the values and beliefs from which the behaviours spring. Values and beliefs are developed over time and are the unconscious elements that make organizations work in seemingly unique ways. What is ‘invisible’ has a large influence on the behavior of members of an organization.

Behaviours are represented in the ways that people make decisions, in how they interact with one another, in how they interact with their stakeholders and with the Public, in how they conduct their work and solve problems, and in how leaders interact with their teams. Ultimately, culture is the
values, beliefs and behaviours, shared between members of an organization. More simply, culture is ‘the way we do things around here’.

Culture forms over time. Because it forms over time, it can take a long time to shift. Culture takes shape over time in an organization as people watch, understand and learn how leaders undertake a number of important tasks. They watch how leaders manage internal problems, how they manage external problems, how they lead and manage people, how they make decisions, how they determine priorities, and how they work together to pursue goals. By watching their leaders, people learn how problems are solved in their organization. In short, they learn “how we do things around here”. Each of us therefore, has a mental library of leadership examples that help us to understand culture, and have shaped our understanding of how to do things, and how to lead. People are typically the sum of their experiences with different leaders, and what they have seen from every leader that they worked with before. As people ascend to leadership roles, they model what they have seen and reinforce culture through their own behaviour as a leader. Culture in the TPS has formed over a long period of time and has been shaped by how leaders have viewed and responded to their surroundings and to the elements that affect them such as governing legislation. Shifting culture will therefore take time and must be done with great thought and deliberateness. Using a culture assessment, allows the TPS to have a baseline understanding of its current culture, including what works and what needs to change, and a place from which to move forward.
Organizational Culture vs. Climate

In many organizations, organizational culture and organizational climate are terms that are used interchangeably. While culture and climate are related, they are separate concepts. It’s important that the leaders of an organization understand the differences between the two when trying to make a change in their culture.

Organizational culture is typically understood in terms of how people behave in an organization. What people do, how they interact, is shaped by values, and by what their leaders do and think. “What matters to my leader, matters to me” is a concept that plays a significant role in shaping behavior, as well as what we do, and how we do things around here.

Organizational climate is really about whether people ‘like’ and are satisfied with their workplaces. The two are separate but related concepts in that culture speaks to ‘what we do and how we do things’, while climate speaks more to whether we ‘like what we do’. The extent to which people are an appropriate match to their organization’s culture may influence their sense of the climate and whether they are engaged in their work and in their organization. Typically, people who are more engaged (and like their climate) will be more productive, and more committed to achieving the organization’s goals.

Successfully changing culture almost inevitably influences climate. If ‘the way we do things in an organization’ is seen as easier and better by staff, it should

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**Culture**

- The values, beliefs and behaviours, shared between the members of an organization
- Culture provides a set of standards for the members of the organization to follow
- Simply put, Culture is the way we do things around here
- **The right culture links how we behave to what we need to do as an organization**

**Climate**

- How people perceive and experience their workplace
- Simply put, Climate is how satisfied people are with their organization
influence whether people like their environment (climate) and what they do.

**What Shapes Culture and How is it Reinforced?**

As defined earlier, organizational culture represents the values, beliefs and behaviours shared among the members of an organization. These three factors (values, beliefs and behaviours) shape and explain ‘the way we do things around here’. In the case of the TPS, it is important to emphasize the role of behaviours, particularly leader behaviours, which shape the organizational culture. How leaders at every level behave (i.e., what they say, how they act, how they make decisions) shapes what Members understand to be important and how they act and respond to different situations.

The other way leaders influence culture is through the choices they make as part of managing their organization. These choices often result in the creation of systems and structures that guide how things get done. For example, the promotional process at TPS was developed over many years and was shaped by leadership decision and approval. By changing how the promotional process works, leaders send a different signal to people about what is important, which can drive positive behavior change.

We call these systems and structures, ‘Enablers’. Enablers represent the processes, structures and systems that guide how we operate and do things. In that sense, they can reinforce organizational culture. Standard operating procedures are another example of an enabler that often shapes how people behave in an organization. When operating procedures become dated or less relevant to the current context, they can unintentionally drive the wrong behaviours.

Two types of enablers are important to understand, and are defined below:

1. **Business Processes and Systems** – these are the business processes, practices, procedures, structures and controls that shape how people work (i.e., policies and procedures, management approaches, etc.)
2. **People Processes and Systems** – these are the people processes, practices, procedures and systems that shape how people work and behave (i.e., talent processes, learning, performance management, etc.)
Shifting Culture at the TPS: Six Important Principles

As TPS moves forward with its own culture program, six key principles for successful culture change need to be considered:

1. **Culture change = behaviour change** – Important work has been completed already on culture which led to the creation of the new TPS values. The TPS culture change program should build on the values work, and focus more specifically on behaviour change. Focusing on behaviours will directly influence how people work everyday, and how people inside and outside of the organization experience the TPS culture.

2. **Culture needs to be aligned with and reinforce business goals** – TPS culture is unique to the organization and to what it is trying to achieve. There should be a ‘fit for purpose’ connection between the TPS culture and its business goals. How people behave will directly influence the achievement of the TPS goals and outcomes. Behaviours, therefore, must be aligned with and support the TPS’ strategic goals—e.g., being more community focused.

3. **Culture change must be led by senior leaders** – Culture change is not something you can define from the ground up. While Member support is critical for implementation success, senior leaders must define the culture that the TPS wants and needs, as based on its business goals.

4. **Building the right culture begins with leaders defining and modelling the right behaviours** – Culture is learned over time, as people watch how their leaders manage the organization and deal with both internal and external problems. Culture is seen through each leader’s ability to lead by example. How leaders respond to organizational challenges determines how people understand and learn the way we do things around here.
5. **Leaders create the conditions for culture change to succeed** – Leaders provide the resources and have the authority to create systems and structures that reinforce how people work. Activities such as process changes, changes to organizational structures and accountabilities, and changes to performance management systems are some of the key ‘enablers’ that reinforce how people work and behave – both positively and negatively. Leaders need to ensure that enabling systems in the organization reinforce positive behaviours.

6. **Culture change should be deliberate and active** – Behaviours can have a viral quality, so defining and communicating important behaviours must be a thoughtful and deliberate exercise for leaders. The right behaviours will be those which are closely aligned to TPS goals. Culture change is an important leader responsibility and should never be left to just ‘happen’. Ensuring that the right enablers are in place to support behaviours is one-way leaders can be deliberate about culture.
3. OUR METHODOLOGY AND APPROACH

The TPS culture journey started with understanding the current and desired future cultures, and then used those insights to define potential areas for change.

MNP’s approach involved **three key steps:**

1. Defining the future state culture,
2. Understanding and defining the current state culture, and
3. Developing recommendations and an implementation plan to address gaps.

The image to the right represents the three key steps, which combined, have shaped MNP’s report. Key methods of data collection are listed under the Future State Culture and Current State Culture, steps one and two respectively.
Defining the Future State Culture

MNP’s approach to understanding organizational culture at the TPS started with developing a commonly understood way of expressing future state culture. Because much work had already been completed on values, and the TPS Business Plan had defined the desired future state, MNP believed that redefining future state culture should not be the focus. Instead, MNP determined that creating a common way of describing key behaviours for the future state would drive a better outcome.

To understand how the organization and its leadership viewed the future, MNP reviewed documents provided by the TPS project team, carried out leader interviews, and held a validation workshop with TPS leaders.

Specifically, we reviewed the TPS Business Plan, the organizational competency framework and the values. These documents provide a clear perspective on the TPS strategy, values and desired ways of working.

MNP also met with members of Command, the Senior Management Team (SMT), as well as with a sample of TPS Board members and external Transformational Task Force members to get their perspectives on what works well in the culture and where change is needed. In addition, MNP reviewed the literature on organizational culture change and police culture to identify leading practices. MNP identified key behaviour themes from the different information sources. These themes were reviewed and validated with TPS leaders in a working session.
Defining the Current State Culture

The majority of the current state culture assessment work involved distributing a recognized culture survey to all TPS Members and analyzing the results. The survey allowed MNP to compare TPS behaviours to other high performing organizations. MNP also consulted with external stakeholders to get their perspective on the TPS culture based on either their own or others’ experiences with it. Understanding current state allowed MNP to identify strengths in the current TPS culture that should be both acknowledged and preserved.

MNP leveraged both quantitative and qualitative data to provide a clear picture of the current TPS culture. Different data collection methods were used to engage TPS Members and the Public. The Denison Culture Survey was used to gather feedback from TPS members on the current culture. Input on current state was also captured during the original TPS leader interviews.

MNP’s approach included gathering Public input and perceptions of the current TPS culture. To do this, MNP facilitated eight community roundtables in different locations around Toronto. The locations for these community roundtables were selected in collaboration with the City of Toronto Community Development team, and the TPS to ensure that we adequately covered the different geographical areas of the City. We also collected input from two ‘virtual town hall’ discussions using a telephone technology that selected residents at random across Toronto’s 140 neighbourhoods.

Residents of Toronto were also invited to participate in an online survey. All survey feedback was anonymous, and no individuals or groups were named as part of any reporting. MNP’s approach in all data collection efforts – whether from the community or within TPS – was to create a ‘safe place and way’ for people to share perceptions of the current TPS culture.
MNP took the feedback received from both the current and future state reviews and aligned these observations with the goals stated in the TPS Business plan to define areas for focus in the culture change recommendations. These observations helped MNP define the specific ‘enablers’ needed to build on current strengths in the TPS culture, while reinforcing key behaviour changes.
4. ASSESSMENT RESULTS AND KEY THEMES

This section outlines the results and key themes from MNP’s organizational culture assessment in greater detail. Key observations from both the future and current state culture assessments are described in the sections which follow.

Future State Summary — Key Behavioural Themes

MNP collected information from the interviews and the best practice research and identified several key behaviours. These behaviours were validated in a working session with TPS leaders. These behaviours are intended to build on current strengths in the TPS culture and should be part of the desired future culture. They are described below under eight themes.

1. Continuous Improvement and Innovation — This speaks to having intellectual curiosity, seeking to understand people, and about learning from mistakes and doing better.

2. Service-Focused — This speaks to having a strong focus on service to others and on placing the team and the organization before individual needs. Treating people with respect and dignity in all interactions will ensure that their experience with the TPS is as positive as possible.

3. Inclusive — This speaks to creating a place where everyone can be their best and where the contributions of all members are recognized. Treating people fairly is an important element of being inclusive.
4. Mission-Driven – This speaks to having a clear understanding of and alignment to organizational purpose and how all Members contribute to that purpose.

5. Leadership – This speaks to a focus on motivating and inspiring others to action without relying on rank or position to get people to act.

6. Risk-Intelligent – This speaks to weighing risk and exercising judgement in responding to all situations. Being risk-intelligent supports the ability to be service-focused, and to drive continuous improvement and innovation.

7. Accountability – This is about personal leadership and accepting responsibility for outcomes and improving efforts to deliver results. Accountability requires having the needed authority to deliver on expectations.

8. Hierarchical – This speaks to balancing the need for clear roles and accountabilities with the need for enough flexibility to promote innovation and a better flow of information and communication within the organization.

Leading Practices – Procedural and Organizational Justice

As noted, MNP reviewed leading practices in both organizational culture change and in policing culture change. One of the key concepts identified was procedural justice and the ‘related’ concept of organizational justice. For MNP’s purposes, we will use the term organizational justice. Organizational justice speaks to whether people view their treatment by police as fair and respectful. When fairness and respect are deeply engrained standards inside the police organization, they are more likely to guide how police interact with people outside of the organization.

Promoting a greater sense of organizational justice inside the TPS should improve how Members interact and create a more positive experience for all. If Members believe that they are treated fairly and with respect, they will be more likely to relate to their colleagues that way and engage with the Public and other stakeholders in that way. Members will also be more likely to do this on a consistent basis.

Current State – Analysis and Definition

MNP spent the majority of its time on understanding the current culture at the TPS. Several qualitative and quantitative data collection methods were used to gather input and to understand the current state. We collected input from TPS Leaders, TPS Members, the community and other external partners/groups. MNP’s data collection approach included the following vehicles:

1. The Denison Organizational Culture Survey – This survey was used to gather data on the behaviours, attitudes and beliefs of TPS Members. Results from
Researchers such as Gallop (2013) have established a clear correlation between ‘employee experience’ and ‘customer experience’ ("Getting the Most Out of the Employee-Customer Encounter", 2013).

2. Community Consultations and Survey –
Eight community roundtable consultations, two Virtual Town Halls and an online public survey were used to gather community input.

3. Interviews – with TPS Leaders, Transformational Task Force Members, Toronto Police Services Board Members, and other City/External partners were used to understand internal and external viewpoints regarding the TPS culture.

What this data revealed was that people do not have consistent experiences with TPS culture. It is not to say that all experiences are negative, in fact, the inconsistencies refer to people have a mixture of positive and negative experiences. To start, Members, have very different perceptions of ‘the way we do things around here’. For example, how Members perceive internal processes and procedures varies considerably. What was clear is that the application of these processes and procedures needs to be seen as more fair, just, and respectful. Improving the perceived fairness of promotional processes was cited by many as a priority for change. How leaders communicate these and other processes, as well as how they communicate the vision for the organization can strengthen the sense of shared purpose and improve employee experience.

The concept of organizational justice tells us that treating people with fairness and respect inside an organization makes it more likely that they will extend that treatment to people outside the organization. By improving how TPS Members perceive their culture, they are more likely to treat the public and other external stakeholders in a more consistently positive way. Employee and customer experience theories also support this idea. Organizations that create a positive employee experience are more likely to have stronger customer satisfaction, loyalty and retention.

Those from outside of the TPS are looking for a more consistent sense of empathy, greater willingness to collaborate, improved emotional intelligence and a stronger focus on relationship building in the TPS culture. The key opportunity here is in changing the culture and employee experience within the TPS. Getting things right ‘on the inside’ should drive a more positive experience between the TPS and the public, and between the TPS and other external stakeholders.

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1 Researchers such as Gallop (2013) have established a clear correlation between ‘employee experience’ and ‘customer experience’ ("Getting the Most Out of the Employee-Customer Encounter", 2013).
The Denison Organizational Culture Survey

MNP consulted with the TPS and chose the Denison Organizational Culture survey instrument to gather Member feedback on the current culture. Denison is an internationally recognized and validated culture survey tool. It measures people’s perceptions of key behaviours, beliefs and assumptions in an organization. The behaviours are based on extensive research and represent the behaviours needed in any organization for effective and high performance. There are approximately 1000 organizations that are part of the Denison data base, and approximately half a million responses in the data base.

The Denison survey results are shown on a ‘wheel-shaped’ graph (see image on the right) which is divided into four dimensions: Adaptability, Mission, Involvement, and Consistency. The dimensions reflect the extent to which the organization combines two key variables: Flexibility and Stability, and External and Internal Focus. Organizations that are strong in the adaptability dimension, for example, tend to be more flexible in nature in terms of their work, combined with a strong external focus.

Each dimension is made up of three behaviour indicators. The survey asks questions that relate to and measure each behavior indicator. The results for each indicator are shown against the other members of the database. In the case of the TPS, its results represent how it compares with 54 other public-sector organizations in the database.

Results for each indicator are measured in ‘quartiles’. A quartile simply divides the data into quarters. Each quartile represents 25%. Scores in the first quartile are between 1 and 25%, those in the second quartile are between 26 and 50%, those in the third quartile are between 51 and 75%, and those in the fourth quartile are between 76 and 100%. If the TPS, for example, scored 25% on the Customer Focus indicator, that would mean that 75% or the other public-sector organizations in the database would have scored higher than the TPS. The percentile format is used for several reasons. Data is easier to understand when compared to other organizations, and it allows for better comparisons across indicators when looking at trends and patterns. We will provide some additional insight on understanding the quartiles in the sections which follow.
Figure 1: The Denison Wheel
Understanding Percentiles

A percentile represents where a particular result falls in a range of results. Let’s use the example of height measurements. Suppose you measure the height of 20 individuals and arrange them from shortest to tallest, creating a range of results. One of the individuals, Eric, wants to know what percentile he falls in.

Since there are 20 individuals, and Eric is the fifth tallest, there are 15 individuals (75%) who are shorter than Eric. This means that Eric is in the 75th percentile. As explained earlier, you could also say Eric is in the 4th quartile.

Understanding the Denison Wheel

When looking at the Denison Wheel, it is important to remember that the survey results for each quartile will look similar regardless of the number. For example, 25% will look the same as for 15%. In other words, the wheel will show the whole quartile as filled in regardless of the actual percentage score. While this is useful for quick comparisons, it can be deceiving. For example, in the two wheels below, it may appear the results for Customer Focus on the top circle are materially higher. However, there is only a difference of three percentile points between the two.

Figure 2: Understanding how to compare results shown in quartile rings
Identifying Results from the Denison Organizational Culture Survey

The Denison survey was defined around a number of different demographics, such as which command people work under and their years of service with TPS. The different demographic elements in the survey allow TPS to view the results from different lenses or perspectives. The number of different demographic lenses used provides many different potential observations or combinations of results from the survey. In short, the more lenses used within a survey, the larger the number of different types of observations people can make about the results.

Given the large number of possible observations, MNP used four main criteria to identify key results for the TPS to focus its initial efforts upon:

**Linkage with the TPS Business Plan Goals**

- These goals included being where the public needs the Service the most; embracing partnerships to create safe communities; and focusing on the complex needs of a large city. Achieving these goals will require an emphasis on key behaviours such as a service focus. In that regard, Customer Focus becomes a critical behaviour indicator from the survey for TPS to focus on.

**Results from Other Assessment Inputs**

- The results from the internal and external interviews, along with the community engagement input, are consistent with many of the key survey findings. They all confirm the need to improve culture inside the TPS in order to improve relations with groups outside of the TPS.

**Organization Culture ‘Leading Practice’**

- Leading practice in changing organization culture (including in policing organizations) suggests that we need to understand the organizational climate within the TPS, as well as the capability and capacity for making change within the TPS. In that sense, the Creating Change indicator in the Denison survey will be a critical behaviour to focus on.

- Procedural and organizational justice concepts tell us that communication, team work, engagement and empowerment of people are likely also important indicators and areas of focus for the TPS.

**Common Issues**

- It was important to start with culture issues that are common across the organization. This creates a shared sense of purpose around addressing common problems, allows for a unified approach to culture change, and promotes involvement from all Members.
Denison Organizational Culture Survey – Results and Key Themes

MNP’s analysis of the Denison survey results yielded several important observations about the current TPS culture. As noted, these observations do not represent an exhaustive view of all the possible observations but instead focus on those that are important to understand current state in light of the Business Plan goals, observations from the public and others, as well as good practice in organizational culture change. Perhaps most importantly, these observations focus on issues that are common across the organization, which provides a place to start to understand culture and engage all Members in the culture journey. The statements below highlight the key observations which are described in greater detail in the sections which follow.

Priority Response results were slightly lower than overall results, but follow the same pattern and trend across Commands

- As the largest TPS Command, Priority Response’s lower results and perception of the organizational culture are important to understanding the overall results and planning the effort to shift the culture. In addition, the results for Priority Response were similar to the other five Commands, showing that there are common issues across the organization.

Communication and information flow needs to improve

- The survey results show a large difference between senior leaders and lower levels. This means that leaders and staff have different views of the current culture. This indicates that communication and information are not flowing down to the lower levels.
- The comments from Members also indicated a need for more consistency in communication and in how information flows within and across parts of the Service.

Community feedback drives decisions; yet Members believe that they don’t always understand community needs.

- Community feedback is critical in shaping operations at the Service. Members saw community feedback as clearly driving decisions that are made by the TPS. At the same time, Members – particularly those in lower ranks – also feel that the TPS may not fully understand what the community needs.

Members across ranks and Commands share the view that Creating Change is difficult

- The survey results for the Creating Change indicator scored consistently low across all of the Commands, and at each level of the organization. Given the large number of changes that are
ongoing at the TPS, making it ‘easier’ to make change should be a priority focus for the TPS leadership.

Organizational silos may create challenges for making change and improvements

- How people work together across teams and across different parts of the organization will be important as TPS tries to make many changes across the organization. Results for the Coordination and Integration indicator were consistently low across the different Commands and the different levels. This means that people likely view the different parts of the organization as working in silos versus in a more integrated way.

Continuous improvement and innovation may be challenging for the TPS

- The Involvement and Consistency dimensions of assessment saw lower scores overall, particularly in key indicators such as Team Orientation, Empowerment, and Coordination and Integration. Each of these areas represent important behaviours for driving continuous improvement and innovation. A sense of empowerment, for example, can provide Members with the autonomy and confidence to try new things, to seek innovations in service delivery to improve outcomes.
Further Detail on Key Themes

Priority Response results were slightly lower than overall results, but follow the same pattern and trend across Commands. The Priority Response Command comprises just under half of the TPS complement and represented roughly half of the survey responses. With such a large presence, both in the TPS and the survey, it is important to understand their perceptions of culture.

While the Priority Response Command results are lower than other Commands, they do follow the same overall pattern. For example, the highest results for each Command is seen in the ‘Customer Focus’ indicator. The lowest results for each Command is Creating Change and ‘Coordination and Integration’.

From this perspective, although the Priority Response Command had the lowest results, the observations discussed in this section reveal patterns across Commands and are thus common themes that apply to all.

Figure 3: Overall Respondents N= 3432
Figure 4a: Results from all six (6) Commands. From top to bottom: Corporate Support Command and Priority Response Command
Figure 5b: Results from all six (6) Commands. From top to bottom: Human Resources Command and Communities and Neighbourhoods Command
Figure 6c: Results from all six (6) Commands. From top to bottom: Office of the Chief Command and Specialized Operations Command
Communication and information flow needs to improve

Feedback on communication and information flow provided a good example of the differences in perceptions between senior leaders and the rest of the TPS. Results for Manager/Inspector and for Superintendent level and above, were higher than those for Supervisory and Non-Supervisory level roles in the communication elements of both the Involvement and Consistency dimensions. Higher ranking Members scored as high as the fourth quartile, while Non-Supervisory and Supervisory roles scored primarily in the first quartile.

The most significant differences among the ranks were seen in the following measures:

- Results for the Strategic Direction and Vision measures showed that Supervisory and Non-Supervisory levels are less clear about the vision and strategic direction of the TPS. Often this gap is caused by inconsistent communication to the more junior levels of an organization.
- This kind of communication gap is somewhat common. Most senior leaders tend to have a better understanding of the strategic direction of an organization because they are typically involved in developing it. Communication of that direction may not be a consistently shared priority among leaders.
- Results from the open-ended survey questions reinforced the idea of a communication gap between senior leaders and the rest TPS Members.

When asked “What three (3) aspects would you like to change about the culture of the Service?”, the overwhelming response was “improve communication from the top down”.

In sum, improving the current culture will require a focus on improving communication flow to drive greater transparency, and to strengthen trust between the Members and Leaders.

In Their Own Words...
Comments from TPS Members captured in open-ended survey questions

“Communication on all levels...work as one team\establish clear\consistent direction for the Service and empower officers to make decisions to assist in reaching service goals.”

“We are supposed to be on one team and work together, if we don’t communicate with each other we can’t help each other.”

“We need clear communication about changes, especially to the lower ranks. There has been more of this type of communication in recent months, and it needs to continue.”
Figure 5: Non-Supervisory/ Police Constable N = 2407

Figure 6: Supervisor / Sergeant / Staff Sergeant N = 746
Figure 7: Manager / Inspector / Superintendent N = 39

Figure 8: Director / Staff Superintendent / Command N = 15
Community feedback drives decisions; yet Members believe that they don’t always understand community needs

TPS leaders and Members shared a common sense of the importance of being service focused. Not surprisingly, the Denison Survey results showed Customer Focus scoring the highest of all the behaviour indicators. Results for each of the four questions that comprise Customer Focus (shown in Figure 9) provided more insight into what Members think about their customers and how they believe the TPS responds to customer needs. The two questions regarding the impact of community input on TPS decision-making and actions, scored the highest. In contrast, the two questions on whether Members understand what the community wants and needs, and whether they are encouraged to connect with the community, scored the lowest.

What this likely tells us is that Members believe the Service may be responding to community needs, without always having a deep understanding of those needs. This result was common across the different ranks and the different Commands.

MNP noted that the most senior ranks of the Service scored lowest on how community input influences decisions and actions at the TPS. The gap between the Director/Staff Superintendent and Command level and the rest of the organization likely relates to the communication challenge identified earlier.

The TPS Business Plan places great emphasis on expanding and building relationships with the community. Consequently, all parts of the Customer Focus indicator should be a priority for continued focus and attention by the Service.

“"We are disconnected with the community - we have moved away from this and need to get back to it.”

“We need to continue strengthening community relationships to make safer communities.”

“We need to increase the concept of Customer Service that meets the demands of the community.”

“We fail repeatedly to recognize that we work for the community and they in large part should dictate what the priorities for policing service should look like.”
The two questions on the impact of community input on TPS decision-making and actions, scored the highest. In contrast, the two questions on whether Members understand what the community wants and needs, and whether they are encouraged to connect with the community, scored the lowest.
Members across ranks and Commands share the view that Creating Change is difficult

The ability to successfully make change will be one of the most important behaviours for the TPS as it continues with its modernization journey. The Creating Change measure, therefore, is one of the most important indicators for the TPS to understand and monitor. The scores for Creating Change were among the lowest of all of the survey results. This was consistent across all demographic segments, such as rank or Command. In sum, Members share the view that making change in the TPS is difficult.

Culture change – like other major changes – will be challenging if Members view making change as difficult. Another reason this indicator is so important is that improving it will require improving other behaviour indicators such as coordination and integration and team orientation. It will also require improving communication across the organization. These behaviours, along with communication, are foundational for improving internal collaboration which is key for driving change and for driving innovation in an organization.

In Their Own Words...
Comments from TPS Members captured in open-ended survey questions

“The way things are done IS NOT very flexible and easy to change. Different parts of the Service often DO NOT cooperate to create change.”

“The rigid hierarchical chain of command model can stifle innovation, thwart change or squash creative problem-solving.”

“We need to encourage innovation and creativity and have less focus on rank.”

“Innovation and progress are not valued. I would like to see change in this area.”
The way things are done is very flexible and easy to change. 
We respond well to changes in the policing environment.
New and improved ways to do work are continually adopted.
Different parts of the Service often cooperate to create change.

Figure 11: The four questions that make up the Creating Change indicator.

Figure 12: Results were low across all ranks and Commands in the Creating Change indicator.

The scores for Creating Change were among the lowest of all the survey results. This was consistent across all demographic segments, such as rank or Command.
Organizational silos may create challenges for making major change and ongoing improvements

The ability to work together across different parts of the organization will be critical in achieving the goals in the TPS Business Plan. Silos in the TPS may impede the kind of coordination needed across teams and across the different Commands to achieve common goals and address common challenges for the organization. Results for Coordination and Integration dimensions were low across all the Commands. In short, the results suggest that Members believe that a common perspective across the organization is lacking, that how things are done is inconsistent, and that alignment of goals across ranks is lacking.

Low results for the Team Orientation indicator combined with low Coordination and Integration indicator results suggest that (particularly in Non-Supervisory and Supervisory roles) people may focus more on their own priorities than those of the organization. These scores also suggest that Members may not understand how their work contributes to the larger goals of the Service. This makes working together towards shared problems and applying shared solutions more challenging for any organization, as people are less likely to commit to goals that they don’t understand or feel ownership over.

Stronger coordination and teamwork will be hallmarks of a more consistent and positive Member experience. Without these, it will be challenging for TPS to successfully implement modernization initiatives, and to make sustainable change.

In Their Own Words...

Comments from TPS Members captured in open-ended survey questions

“The silos that exist have significant impact on other sections without their consultation or seemingly even consideration or awareness of that impact. It seems to be a more frequent occurrence where left and right hands don't know what is going on.”

“Increased customer service internally across all units. [We] have to start working cohesively together internally, rather than within individual silos.”

“Less silos. More communication.”
Figure 13: Coordination & Integration indicator showed low results across all Commands.

Results for Coordination and Integration dimensions were low across all the Commands. In short, the results suggest that Members believe that a common perspective across the organization is lacking, that how things are done is inconsistent, and that alignment of goals across ranks is lacking.
Continuous improvement and innovation may be challenging for the TPS

To become a high performing organization, the TPS must consistently seek opportunities to do things differently and better. Scores for the Involvement and Consistency measures speak to internal management practices for an organization. How organizations work together, how people align around work, and make decisions will directly influence their ability to innovate service delivery or to improve operating procedures and ways of working.

Scores for these dimensions showed a large difference between the most senior ranks and the Supervisory and Non-Supervisory ranks of the Service. For example, the most senior leaders in the Service scored higher in Team Orientation than did Members in more junior ranks. This suggests that people view teamwork and collaboration differently, which may affect how team work is encouraged and rewarded.

Low scores for Empowerment and Capability Development suggest that Members in Non-Supervisory and Supervisory roles may not feel empowered or equipped to fulfil their roles. TPS Leaders must create the conditions for Members to succeed, ensuring they have the skills and knowledge and appropriate authority levels to deliver against expected outcomes. Clarity on delegated authorities will also help Members understand the extent to which mistakes are allowable and the ‘room’ they have to innovate their service delivery.

Through greater collaboration, clearer communication of objectives and expectations, and a focus on continuous improvement, TPS Members can change the way they work together, and increase innovation in the Service.

In Their Own Words...
Comments from TPS Members captured in open-ended survey questions

“We need to change the notion that currently exists that ‘it is not my job.’”

“We don’t always work together well horizontally across the organizational chart and at times, each respective Command feels like its own Service. We need to work better as an integrated organization. How we do business does vary from Command to Command, when it should be the same.”
Figure 15: Involvement and Consistency results show that across ranks there is an inconsistent view of the internal focus behaviours.

Scores for the Consistency and Involvement dimensions showed a large difference between the most senior ranks and suggests that people view teamwork and collaboration differently, which may affect how team work is encouraged and rewarded.

Low scores for Empowerment and Capability Development suggest that Members in Non-Supervisory and Supervisory roles may not feel empowered or equipped to fulfil their roles.
Community and Public Input

MNP collected input from Torontonians regarding their perceptions of the organizational culture of the TPS. Several information gathering vehicles were used to collect this feedback including: public roundtable discussions, an online survey and two virtual town halls.

The virtual town halls reached an audience of 15,861 listeners and direct input was collected from over 1,500 people. The remaining participants listened on the call regardless of whether they shared their opinions publicly. The online survey and virtual town hall methods provided the opportunity for residents from all 140 Toronto neighbourhoods to provide both quantitative (numbers based) and qualitative (description based) input.

The public roundtable discussions occurred in select neighborhoods across the North, East, South, West, and Central areas of the City of Toronto. These roundtables comprised small group discussions to elaborate upon and understand themes from both the Public and stakeholder groups.

Our quantitative analysis involved distilling all data and comments into common themes across sources (i.e., roundtable discussions, survey comments, virtual town halls). While the Public provided comments on a wide range of topics relating to the TPS and its services, MNP focused our analysis on the behaviours, values, and beliefs that reflect the TPS organizational culture.

In this section, the key themes identified by community members and the Public who participated in the Public roundtables and virtual townhalls are outlined. These themes are summarized below:

1. **Relationship building is important** – engaging with communities and establishing relationships based on recognizing the unique nature and context of each community should be a priority.

2. **Fairness is critical in building trust** – participants and respondents suggested that Officers are not consistently held accountable for their behaviour. This creates a lack of trust in the Officers, and in the larger system under which they operate.

3. **Experiences are inconsistent** – people had inconsistent experiences in their interactions with Police Officers. We heard examples of both positive and negative experiences with Officers which reinforced the importance of increasing consistency in public and stakeholder interactions with the TPS.

4. **Diversity, as well as connection between officers and the community they serve** is important – many people reflected on whether TPS is sufficiently
diverse to reflect the communities they serve. Though diversity in gender, sexual orientation and ethnicity were seen as important, what people most often cited was the need for more understanding and diverse perspectives. Each officer must bring the right mindset and the right situational awareness to appropriately address the unique needs of diverse communities.
Relationship building is important

Members of the community appreciated and would like to see more community involvement by the TPS. Participants indicated that it’s important to see and experience the Police in their communities, in a ‘non-threatening’ context. Having Officers interact with community youth in an approachable manner helps to strengthen and reinforce relationships, and build trust among community members.

Participants also noted that Police involvement within a community, outside of emergency situations, builds trust between community members and the Service.

During the consultations, people also noted that the most effective Community Response Officers were those that took the time to interact with community members and specifically with the youth in their neighbourhoods. Officers who were involved in activities with community youth, (e.g., in sports or community events) created a safe forum to engage with youth, communicate better, and build relationships with them. People shared that community engagement and relationship building activities are most successful when they create an experience where people feel they are understood and cared about as human beings. People also shared that it is important for them to know an Officer in this way, and to understand more about their role.

People believe that when an Officer invests in establishing relationships with young people in the community, it creates a better perception of the Police, and may make it easier for young people to interact more effectively with the Police when they are adults.

In Their Own Words…

Comments from Public Feedback

“Community Resource Unit (CRU) – brilliant culture and behaviours”
- Public roundtable participant

“Community initiatives that work collaboratively with community members foster a sense of unity between community members and the Police”
- Online survey feedback

36% disagreed with the statement “Members of the Toronto Police Service take the time to talk with members of different communities to explore their viewpoints, break down barriers, and build public confidence in the Service”. 
Fairness is critical in building trust

During the consultations people told us that they believe officers are not consistently held accountable for their behaviour. This belief is based in large part on their perception that TPS disciplinary processes are not sufficiently transparent.

Many people expressed the belief that Police Officers are not held to the same standard as regular citizens. Several participants believed the that Police act with impunity in a variety of situations. A frequently cited example was that the Police often park wherever they like in non-emergency situations without the fear of being ticketed.

In sum, people believed that the Police may work and operate under a different standard, which reinforces mistrust in the Police and in the system under which they work.

In Their Own Words…

Comments from Public Feedback

“Important step going forward is for the police to acknowledge issues that they currently have with Members of the Service instead of ignoring the past issues with police and members of the community.”

- Public roundtable participant

“There seems to be a culture of impunity where dissent is punished. Officers who should get punished walk away with a slap on the wrist, if any punishment at all. Officers break the law or overreact and get away with it.”

- Online survey feedback

45% disagreed with the statement “The TPS as an organization holds officers accountable” on the community online survey
Experiences are inconsistent

Much of the feedback shared reflected people’s direct personal experiences with Police Officers. Some experiences were from decades ago, while others were more recent. What was common among all the interactions – regardless of their nature – was their ability to leave lasting impressions with people. Many of the stories suggested that small acts of kindness left strong positive impressions with citizens. People often recalled these positive acts in vivid detail.

Less positive interactions with the TPS also left vivid impressions with people. Negative experiences were often characterized by a perceived lack of respect or caring. Many people saw Community Officers as exemplifying the ‘right’ behaviours – the kind that they expect from all Members of the TPS. Some people suggested that the Officers working on priority response situations should conduct themselves in a way that’s more consistent with how Community Officers act.

What was clear from the range of experiences shared during the consultations is that interactions between the Public and TPS Officers are still inconsistent, resulting in inconsistent service experiences. Participant feedback also tells us that Public experience appears to differ greatly across the divisions.

44% disagree with the statement “Members of the Toronto Police Service make ethical and bias-free decisions” on the online survey and through the virtual town halls.

In Their Own Words…

Comments from Public Feedback

“…Officers that are sent out for social events or bike and mounted police seem to have extremely different social skills than most officers people I know encounter. This disconnect between these more socially oriented Officers and the general force is confusing to the public because when you encounter a regular Officer and expect them to be decent and understanding, it doesn’t materialize.”

- Online survey feedback

“It seems up to the officer’s discretion as to how they interact with people.”

- Public roundtable participant
Diversity, as well as connection between officers and the community they serve is important

During the consultations, several people suggested that the TPS could better understand the communities it serves – whether by sharing an ethno-cultural connection, or through residing in the community.

People suggested that hiring officers who can relate effectively to marginalized people, had experienced hardships themselves or were from the neighborhoods that they worked in, would help to build empathy, strengthen relationships, and generate trust.

Though many people focused their feedback on diversity, more often the core issue was about taking a more inclusive approach to policing. This means relating to, and treating people with respect. People mentioned that the most effective officers viewed people as human beings first, and were willing to listen to people regardless of the situation.

In Their Own Words...

Comments from Public Feedback

“It isn’t just about having more black cops. There was a white cop in our neighbourhood when I grew up who was great. he understood us. There was a different cop who was black and we all were afraid of him.”
- Public roundtable participant

“I do think, that TPS should make best attempts in employing officers with various language backgrounds as it would be helpful in most of the calls given that the City is extremely culturally diverse, and with many new immigrations.”
- Online survey feedback

37% disagreed with the statement “Members of the Toronto Police Service actively seek information to understand the diverse and unique needs of people, communities, stakeholders and partners” on the online survey and through the virtual town halls.
Stakeholder Interviews

From early November 2017 until March 2018, MNP conducted over thirty interviews with people inside the Service and outside of the Service, to gain a more complete understanding of TPS culture. Interviews were conducted with the following individuals/groups:

- TPS Leaders
- TPS Board Members
- TTF Members
- TPS Senior Officers’ Organization
- Toronto Police Association
- Toronto City Officials/Community Partners
- Other Policing Services

Interviews with internal and external TPS stakeholders focused on the same topics: Current State Culture including the strengths and challenges of the Service’s culture, and strengths to reinforce going forward.

Interviews with other Policing Services explored any culture change initiatives they have underway, as well as lessons learned from their organizations.

Data captured through these interviews was collated and analyzed to identify common themes. Based on the input collected several high-level strengths and challenges were identified.

TPS Strengths

1. **Comradery and Community among Members** – There is a strong sense of community and family within the TPS. Members have strong bonds based on shared experiences and teamwork.
2. **Empathy** – To build trust with the community, TPS Members have, and must continue to, demonstrate emotional intelligence and focus on compassion and understanding in their interactions with the Public and each other.
3. **Pride** – The rich history of the TPS organization and the sense of service are important to people and points of pride among Members. TPS Members take pride in their roles and many expressed a sense of fulfillment from the work that they do. This provides a strong foundation for strengthening the organization’s service focus and creating consistent expectations for good service.
4. **Service focus and dedication** – TPS Members should continue to seek to build relationships with the community, take a client-centric approach to their regular work and duties. In addition, Members ‘run toward danger’ instead of shying away from dangerous situations.
5. **Adaptability** – TPS Members are able to mobilize their efforts very quickly (particularly in times of crisis) and are getting better at adapting to changing conditions.
6. **Respect** – Members also must build upon and strengthen existing examples of respect – whether for each other or for the populations they serve.
TPS Challenges

1. **Communication and lack of transparency** – Communication from leaders, at all levels, to Members, and from the TPS to the Public must improve. The TPS needs to ensure that the right messages are being communicated to the Public and their members and that messages are sent in a timely and clear manner. Inconsistent and infrequent communication creates uncertainty and skepticism among Members and among the Public, creating a perception of less transparency on the part of the TPS.

2. **Promotional process** – Promotions within the TPS must be thoughtful and based on merit. The Service must ensure that all Members have the right skills and are promoted based on their performance. Some feedback suggested that TPS Members don’t always have the skills required for certain roles (e.g., those that involve relationship building and strong collaboration with other groups).

3. **Hiring/Performance management** – Hiring, performance management and promotion of Members should be based on defined competencies and clear performance expectations to reduce any perceived favouritism or bias. People felt that the Service must continue to improve its screening and hiring practices to ensure it is attracting the right individuals.

4. **Administration and procedural burden** – The TPS is faced with a level of administration and procedural burden that is increasing and is perceived as significant by many. Like many organizations, operating procedures should be regularly reviewed to ensure their continued efficiency and effectiveness.

5. **Hierarchy (which is important but can get in the way)** – The structure and management of the TPS organization can be seen as bureaucratic and rigid, as there are many rules and controls that must be followed. This may get in the way of operational effectiveness and good communication.

6. **Openness to continuous improvement** – The TPS needs to have more frequent and meaningful discussions regarding lessons learned so that mistakes are not repeated and so Members and the organization can learn and improve. Greater adaptability will also help the TPS address problems and/or errors more effectively.

7. **Lack of consistency** – The public expects transparency from the TPS as well as more consistency in how the Service engages with them. Feedback indicated that interactions with Officers were inconsistent, resulting in both positive and negative feedback and experiences.

8. **Working with other City services** – Although Neighbourhood Officers are more actively involved with the community, some people believe that a disconnect between the TPS and City Agencies exists. They believe that the TPS may not fully appreciate the scope and value of external organizations.
Key Questions to Consider in Planning Culture Change

The recommendations outlined in this section focus on addressing challenges in the current culture and building needed new behaviours within the TPS. The right behaviours will be reinforced through creating the conditions needed for them to thrive and become habit.

Several key questions were considered in developing these recommendations. These include:

1. What are we trying to achieve through culture change? What are the desired behavioural outcomes the TPS is looking for?

2. Which behaviours are most important for culture change? What behaviours are most important to achieving key strategies of the TPS?

3. How does culture change integrate with ongoing changes (i.e., Neighbourhood Officer)? How is culture transformation linked and/or integrated with key initiatives? What ongoing changes can the TPS tap into?

4. Which behaviours are sources of cultural strength? What examples can identify within the TPS where the right things happen on a consistent basis?
5. How can Leaders and Members be involved in culture change? What will be the level and nature of leader and Member involvement be in driving culture change?

6. What are the likely areas of resistance? Where will culture change cause the most concern? How do we rally people around a common sense of issues and create organization-wide commitment to culture change?

How Recommendations Were Defined – Key Inputs

The key questions provided a starting point for planning culture change. Recommendations were derived based on four major inputs:

1. **TPS Business Goals**
   Recommendations should align with the TPS business goals as described in TPS Business Plan (the Way Forward).

2. **Organization Culture ‘Leading Practice’ and MNP Expertise**
   Recommendations reflect MNP’s knowledge of organization culture ‘leading practice’ and our extensive expertise in culture transformation.

3. **Interview Input / Observations**
   Feedback from internal and external participants provided important input into defining the recommendations.

4. **Identified Gaps**
   Recommendations were defined based on the gaps between current and future culture and the conditions needed to move toward the desired future state.
Recommendations

Successfully shifting culture requires more than just identifying values and behaviours and telling people to enact them. The TPS needs to create the right conditions to enable culture change. The TPS Business Plan highlighted four areas of focus for making culture change at the TPS: leadership and decision-making, people management and human resources strategies and structures, business processes, and the use of technology and management information.

MNP has outlined several recommended areas for action in making culture change at the TPS. These areas align with the four areas of focus defined in the TPS Business Plan. MNP’s recommendations focus on strengthening key behaviours and on the business and people systems that enable them. These business and people systems create the structures, procedures and rules which guide and enable people to behave. They create a ‘corridor’ or ‘framework’ that can both help or hinder how people behave.

Some of the recommendations focus on strengthening things that TPS may already be doing. Others may involve actions that were previously tried. The recommendations were identified to create the right combination of reinforcing mechanisms to address the complexity of culture change in a dynamic environment like TPS. MNP has organized the recommended actions under six key areas which align with the TPS Business Plan priorities and can be aligned back to the two key enablers that are part of MNP’s culture change framework:

1. **Leaders and Leader Behaviours** – which focuses on the actions needed to support leaders and how they make decisions, as well as in their role in reinforcing the right culture with all Members of the TPS.

2. **Processes, Structures and Tools** – which focuses on the processes, structures and tools, that can help Members to be service-focused, and to innovate how they deliver services.

3. **Learning and Development** – which focuses on the capabilities and learning that TPS Leaders and Members may need to live the desired behaviours.

4. **Talent Acquisition and Management** – which focuses on the talent acquisition, performance management, and succession processes needed to attract and develop people, as well as creating a sense of fairness and trust in these processes. Building off work that has occurred in these areas, and getting these processes right also helps TPS Leaders and Members live the desired behaviours on an ongoing basis.

5. **Communication** – which focuses on the systemic need to improve how information and communication flows within the TPS. MNP deliberately separated the proposed actions regarding communication given the feedback from Members and because of the importance of communication to successfully shifting culture.

6. **Deploy, Monitor and Measure Culture Change** – which focuses on the
management of culture change activities as part of an ‘integrated’ change program. Culture change happens more successfully when it is part of a deliberate program. Managing culture change in this way will be important for the TPS to be successful in its efforts. MNP recommends that initial culture change activities focus on efforts across the Service to create a common commitment to change. However behavior change will also need to be understood and addressed at a more localized level (i.e., by Command and by Unit).

Leaders and Leader Behaviours

The Leader Behaviour stream is about building and strengthening leaders who are capable of consistently modelling the needed behaviours and motivating others to live them.

Leaders are the ‘first line of defense’ to preserve what is good about culture and drive change where it’s needed. Leading by example is going to be critical to set the tone and create greater consistency in the TPS culture. Leader actions will drive the way people behave inside the organization and how people experience the culture – whether they are Members of the Service or members of the Public.

The behaviour of leaders matters for many reasons. ‘Salience’ is a principle in behavior change research (Dolan, et al, October 2010), which in simple terms says that ‘what is important to my boss, is important to me’. This means that leaders set the tone and establish ‘how we do things around here” through their own actions. If their actions are inconsistent across the Service, then culture is more likely to be seen as inconsistent – with pockets of ‘good behavior’ and pockets of less positive behavior. Every action that a leader takes is watched – by staff, by other leaders, and by other stakeholders outside of the TPS. How leaders communicate messages, how they manage delicate situations, how they give feedback, how they make decisions about teams can all become symbols of the culture. Creating a positive culture shift requires that leaders are more consistent in their approaches to these activities and that they get them ‘right’. Leaders, therefore, become models and ambassadors for the change in culture.
Proposed actions are intended to support leaders in setting tone, and driving culture change at the TPS.

**Recommended actions to focus on:**

1. Building leader skills – increasing ability to adapt (agility), enhanced relationship building, greater situational leadership and stronger communication
2. Strengthening the Coach Officer role
3. Building a change leader group from leaders at all levels to help drive culture change

**Why are these recommended actions important?**

- The recommended actions promote leading by example, changing Member experience and building skills. These recommendations recognize that creating greater consistency in culture starts with leaders. Strengthening leader skills will be essential to improving communication and relationships and establishing the right expectations for culture in the TPS.

**Processes, Structures and Tools**

Business processes, structures and tools create an informal ‘framework’ which can guide how people work and behave in an organization. Sometimes processes, procedures and structures can become less relevant or appropriate as the environment around an organization changes over time. For example, procedures and structures within the TPS which made sense several years ago may no longer be relevant or appropriate as the circumstances that originally drove their creation change.

Therefore, changes in processes, procedures and structures may make it easier to focus on important behaviours, such as Service Focus.

The Process, Structure and Tools Stream focuses on defining and building the needed ‘infrastructure’ to strengthen and support key behaviours within the TPS. Key behaviours such as Service Focus, Innovation, Risk Intelligence are integrally linked, and can be strengthened in the organization with the right structures and supports.

**Recommended actions to focus on:**

1. Building and strengthening processes and structures to support a service-focused culture – e.g., work with Members to create consistent service visions to address how people treat each other inside the TPS and create a more consistent service experience with people outside of the TPS.
2. Building and strengthening processes and structures to support continuous improvement and innovation – e.g., leverage the Phix to drive development of improvements, and expand the use of after action reviews to drive a stronger learning focus within the TPS.
Why are these recommended actions important?

- These recommendations focus on the process and procedural changes which can directly influence how Members work with each other and with the Public. The connection between Member experience and external experience is reinforced through the nature and application of these processes, structures and procedures. If they provide the right ‘guidance’ and are consistently understood and applied, they can play a key role in enabling behavior changes.

Recommended action to focus on:

1. Defining learning to reinforce key behaviours – e.g., defining learning priorities to reinforce service focus, and needed skills such as communication.

Why is this recommended action important?

- A focused approach to developing learning that reinforces the right competencies, the new values and the proposed behaviours, will prepare TPS leaders and Members to support and manage culture change.

Talent Acquisition and Management

Attracting the right talent and managing people effectively is critical for building and strengthening culture in any organization. The new values have created a strong foundation for culture change at the TPS. Culture and the new values will be reinforced through TPS Members consistently “living” the key behaviours over time.

The Talent Acquisition and Management Stream focuses on recommendations for reshaping talent acquisition and people management processes. These processes are critical for reinforcing the key behaviours and embedding the desired culture across the TPS. These recommendations build off work currently underway to redefine performance management and promotion processes.
Recommended actions to focus on:

1. Refining recruitment processes and criteria to support key behaviours.
2. Managing performance to reinforce and embed new behaviours.

Why are these recommended actions important?

- People processes and systems, such as hiring and performance management are symbols that reflect what’s important to TPS leaders and to the larger organization. Aligning recruitment and performance management processes to support key behaviours will ensure that the right people are in the right roles. Changes in promotion processes, therefore, can directly shape the nature of leadership in the organization and the tone that leaders set.

Communication

Effective communication is the basis for building trust, strengthening relationships and working effectively as a team. Building a more consistent Member experience will require greater trust and transparency, which starts by improving communication inside the Service. Communication becomes an important symbol and vehicle for reinforcing what is important to the organization and to its leaders.

Improved communication will also help to reinforce the importance of culture change within TPS, and to cement commitment to the culture shift inside the organization.

Recommended action to focus on:

1. Enhancing and improving communication to reinforce the culture shift and to improve employee experience.

Why is this recommended action important?

- Effective communication is a cornerstone in building a consistent Member experience. Member feedback reinforced the importance of improving communication. Focusing on communication, therefore, will send an important signal to Members that they were heard and that communication is a leadership priority. Focusing on communication should also result in a better employee experience and better interactions with people outside the TPS.

Deploy, Monitor, Measure Culture Change

Moving culture will require tactical diligence and a focused, structured program of change. The TPS will need to establish a program structure to actively manage and implement the kinds of actions needed to drive culture change. A well structured program will establish measures to track progress along the culture journey. Having a structured program creates accountability,
facilitates reporting and provides information that can be used to support communications and maintain momentum and levels of Member engagement.

**Recommended action to focus on:**

1. Establishing a structured program to integrate the different sets of actions, drive a culture shift and improve employee experience.

**Why is this recommended action important?**

- Culture change must be a deliberate act. Successful culture change requires thought, planning, commitment and determination. A structured program, where results are measured sends a signal to staff that culture change is important and ensures that momentum and engagement remain high.

**Starting the Culture Change Process**

Culture change will take time. Where TPS leaders decide to start the process will be important and can dramatically influence the success of culture change. The right actions will create momentum and build support for change. Given the large number of potential proposed actions from which to chose, we believe that the following may provide guidance to leaders in determining where to focus culture change resources and initial effort at the TPS:

**Focus on actions to improve the internal (employee) experience**

There is a clear connection between employee experience inside an organization and customer experience outside an organization. Creating a more consistent experience for Members is essential for culture change at the TPS. Positive Member experience is the foundation for improving the external experience of the TPS culture.

**Focus on actions to support continuous improvement and innovation within the Service to improve external relationships and experience**

Improving the external experience will also require strengthening and reinforcing the focus on service and on continuous improvement and innovation within the TPS. Being innovative and service-focused will require that Leaders are more tolerant of risk-taking and making mistakes. Service-focused Members are more likely to feel safe and confident in ‘innovating’ how they serve and interact with the Public, or with stakeholders. They are also more likely to take appropriate risks to improve their interactions, and learn from any mistakes they make.

**Focus on actions to strengthen existing and build new community and stakeholder relationships**

Engaging with communities and building relationships based on the unique nature and context of each community should be a priority. The TPS should focus on building a vision for service – a promise and expectation of what service looks like (even in challenging situations). This kind of vision will reinforce trust and strengthen relationships inside and outside of the organization.
TPS Leaders should focus on creating the enabling conditions for culture change

The cycle of learning and innovating is reinforced by having the right enabling conditions such as processes that support continuous improvement, and measures that encourage these behaviours. Leaders need to reinforce the importance of these enablers by supporting their implementation. Leaders, in sum, play a key role in establishing the right enabling conditions to embed the desired behaviours, and ensure the right experience for Members and for those they interact with outside of the TPS.

Taking Action

The assessment, as outlined in this report and the Organizational Culture Assessment Final Report, was the first step of many for the TPS. Moving forward, the assessment and recommendations will build momentum for change to help shift culture within the Service.

Moving forward, the assessment and recommendations will build momentum for change to help shift culture within the Service.