



Public Meeting

**Wednesday,
June 22, 2022
at 9:00AM**



PUBLIC MEETING AGENDA
Wednesday, June 22, 2022 at 9:00AM
Livestreaming at https://youtu.be/b--qTDB_Ao

Call to Order

Indigenous Land Acknowledgement

Declarations of Interest under the [Municipal Conflict of Interest Act](#).

Chief's Monthly Verbal Update

Officer/s of the Year Awards

1. Confirmation of the Minutes from the virtual meeting held on May 2, 2022.

Presentations and Items for Consideration

2. **Crime Stoppers Presentation**
3. Reports to the Board from Auditor General, City of Toronto
 - 3.1 Auditor General – Presentation
 - 3.2 June 14, 2022 from Beverly Romeo-Beehler, Auditor General
Re: Review of Toronto Police Service - Opportunities to Support More Effective Responses to Calls for Service A Journey of Change: Improving Community Safety and Well-Being Outcomes
 - 3.3 June 14, 2022 from Beverly Romeo-Beehler, Auditor General
Re: Toronto Police Service - Audit of 9-1-1 Public Safety Answering Point Operations Better Support for Staff, Improved Information Management and Outcomes

3.4 June 14, 2022 from Beverly Romeo-Beehler, Auditor General

Re: Key Common Themes: Toronto Police Service – Audit of 9-1-1 Operations & Review of Opportunities to Support More Effective Responses to Calls for Service

4. Race Based Data Collection, Analysis and Public Reporting

4.1 Race Based Data Collection – Presentation

4.2 May 24, 2022 from James Ramer, Chief of Police

Re: Toronto Police Service Board’s Race-Based Data Collection, Analysis and Public Reporting Policy – Phase 1 Report on Use of Force and Strip Search Data Analysis

4.3 May 16, 2022 from Dr. Lorne Foster, Full Professor& Director, Institute for Social Research at York University and Dr. Les Jacobs, Full Professor & Vice-President, Research and Innovation at Ontario Tech University

Re: Toronto Police Service Board’s Race-Based Data Collection, Analysis and Public Reporting Policy – Independent expert assessment of Phase 1 analysis

Items for Consideration

5. May 26, 2022 from James Ramer, Chief of Police

Re: An Update on Building a Respectful and Inclusive Workplace: Deloitte Canada Report, Forum Research Survey, and Bernardi White Paper

5.1 March 31, 2022 from Deloitte LLP

Re: Workplace Well-Being, Harassment and Discrimination Review

5.2 May 26, 2022 from Forum Research

Re: Toronto Police Service Equity & Inclusion Survey, Executive Summary Report

5.3 From Bernardi Human Resource Law LLP

Re: Transforming Workplace Culture in the Police Service

6. May 25, 2022 from James Ramer, Chief of Police

Re: Receipt of Donations

7. May 25, 2022 from James Ramer, Chief of Staff
Re: Vendor Pre-qualification for Records Management System

8. May 26, 2022 from James Ramer, Chief of Police
Re: Contract Award to General Auto Parts for Miscellaneous Automotive Parts and Supplies

9. April 5, 2022 from James Ramer, Chief of Police
Re: Annual Report: 2021 Activities and Expenditures of Community Consultative Groups

10. May 11, 2022 from James Ramer, Chief of Police
Re: Special Constable Appointments and Re-Appointments – June 2022

11. **Budget Variance Reports**
 - 11.1 May 31, 2022 from James Ramer, Chief of Police
Re: 2022 Operating Budget Variance for the Toronto Police Service, Period Ending March 31, 2022

 - 11.2 May 25, 2022 from James Ramer, Chief of Police
Re: Capital Budget Variance Report for the Toronto Police Service - Period Ending March 31, 2022

 - 11.3 May 25, 2022 from James Ramer, Chief of Police
Re: 2022 Operating Budget Variance Report for the Toronto Police Service Parking Enforcement Unit, Period Ending March 31, 2022

 - 11.4 June 2, 2022 from Ryan Teschner, Executive Director and Chief of Staff
Re: 2022 Operating Budget Variance Report for the Toronto Police Services Board, Period Ending March 31, 2022

12. May 11, 2022 from James Ramer, Chief of Police
Re: Response to the Jury Recommendations from the Coroner's Inquest into the Death of Mr. Ismet Dakaj

13. May 11, 2022 from James Ramer, Chief of Police
Re: Request for Review of a Service Complaint Investigation - Professional Standards Case Number PRS-084977

Consent Agenda

14. Special Constables Annual Reports
 - 14.1 April 26, 2022 from James Ramer, Chief of Police
Re: 2021 Annual Report: City Traffic Agents (CTA) - Special Constables
 - 14.2 April 26, 2022 from James Ramer, Chief of Police
Re: 2021 Annual Report: Toronto Transit Commission - Special Constables
 - 14.3 April 26, 2022 from James Ramer, Chief of Staff
Re: 2021 Annual Report: Toronto Community Housing Corporation - Special Constables
 - 14.4 April 26, 2022 from James Ramer, Chief of Staff
Re: 2021 Annual Reports: University of Toronto - Special Constables
15. May 26, 2022 from James Ramer, Chief of Police
Re: Annual Report: 2021 Recruitment, Appointments and Promotions for Uniform and Civilian Members
16. May 18, 2022 from James Ramer, Chief of Police
Re: Annual Report: April 1, 2021 to March 31, 2022 – Grant Applications and Contracts
17. May 30, 2022 from James Ramer, Chief of Police
Re: Toronto Police Service Audit & Quality Assurance Annual Report
18. **Chief's Administrative Investigation Reports**
 - 18.1 March 16, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Alleged Sexual Assault of Complainant 2019.36

- 18.2 March 18, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Custody Death of 2020.51
- 18.3 October 26, 2021 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Alleged Sexual Assault of Complainant 2021.24
- 18.4 March 21, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Firearm Injury of 2021.26
- 18.5 April 13, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Firearms Death of 2021.34
- 18.6 March 16, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Custody Injury of Complainant 2021.46
- 18.7 May 4, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Vehicle Death 2021.56
- 18.8 March 10, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Custody Injury of Complainant 2021.65
- 18.9 March 17, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Custody Death of Complainant 2021.66
- 18.10 April 8, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Custody Death of Complainant 2021.67
- 18.11 March 16, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Custody Injury of Complainant 2021.69
- 18.12 March 9, 2022 from James Ramer, Chief of Police
Re: Chief's Administrative Investigation into the Alleged Sexual Assault of Complainant 2021.71

Board to convene in a Confidential meeting for the purpose of considering confidential items pertaining to legal and personnel matters in accordance with Section 35(4) of the *Police Services Act*

Adjournment

Next Meeting

Wednesday, July 27, 2022

Hybrid Board Meeting – at Police Headquarters, 40 College Street or via virtually WebEx

Members of the Toronto Police Services Board

Jim Hart, Chair
Lisa Kostakis, Member
Michael Ford, Councillor & Member
Ainsworth Morgan, Member

Frances Nunziata, Vice-Chair & Councillor
Ann Morgan, Member
John Tory, Mayor & Member



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Most major crimes are solved as a direct result of information provided by the public

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CALL CRIME STOPPERS- 1-800-222-8477 (tips)

POLICE LINE- DO NOT CROSS
CALL CRIME STOPPERS- 1-800-222-8477 (tips)

Agenda

01

About Crime Stoppers

02

Our rebrand

03

Community projects

04

History of success

Doing the right thing is its own reward



About Crime Stoppers

01

About Crime Stoppers

Crime Stoppers is a **partnership** of the public, police and media that provides the community with a proactive program for people to assist the police **anonymously** to solve crimes, thereby contributing to an improved quality of life.

Toronto Crime Stoppers does not receive government funding and is solely dependent on **fundraising initiatives** to support Community Reward Program initiatives, deliver important public awareness and crime prevention initiatives.

The annual **Chief of Police Dinner** and **Golf Tournament** are our signature fundraising events, which provide the majority of our financial operating model.

Doing the right thing is its own reward



Who Operates Crime Stoppers

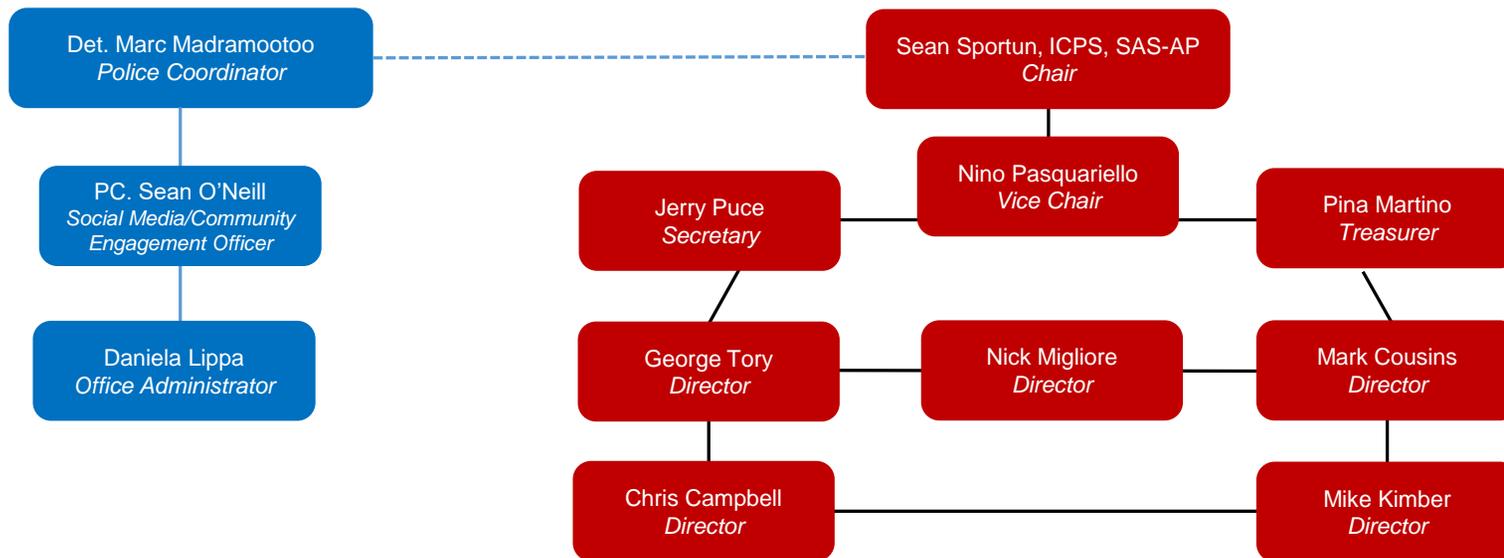
A group of concerned **citizen volunteers** serve on the Board of Directors to oversee the Toronto Crime Stoppers program.

Board members meet regularly to manage and promote the program, raise funds and authorize Community Reward Programs.

The Toronto Police Service provides a Coordinator to manage the day-to-day operations, a police officer responsible for overseeing the Community Engagement & Social Media platforms; as well as an office Administrator.



Board of Directors



Doing the right thing is its own reward



Our Rebrand

02

Critical Thinking: **Paradigm Shift**



**Question
everything**

**Think
differently**

**Challenge
old ideas**

**Because the
problem might
just be the
solution.**

Doing the right thing is its own reward



Our strategy: **Community Engagement**

Analyzed our statistics, specifically our reward payouts over the last ten of years

- Only 17% of those who submitted successful tips actually came forward to collect their cash reward.

As we strategized, we quickly realized there was an opportunity to potentially redirect our efforts and reward payouts to benefit the entire community.

Perhaps if tipsters were not claiming cash rewards for themselves, they may be motivated to claim for the good of their community.

After speaking to community members about our new forward-thinking strategy, the consistent response was clear – individuals believed that **Doing the right thing is its own reward.**

Doing the right thing is its own reward



Our new model: **Community Rewards**

In 2020, our program replaced individual reward payouts with a program that channels our efforts back into communities we serve across Toronto through the new Community Reward Program.

Crime Stoppers mission remains the same: provide concerned citizens the ability to report crime anonymously.

Processing of tips remains the same – Board of Directors review tips and Community Reward recommendations.



How It Works



Tipster submits tip
& gets a unique
identification code



Tip sent to
investigator



Board reviews
dispositions



Community Program applications
are submitted on-line



Board selects
project



Community Programs
benefit from the reward
money

Doing the right thing is its own reward



Community Projects

03

Glendower: **After School Program**

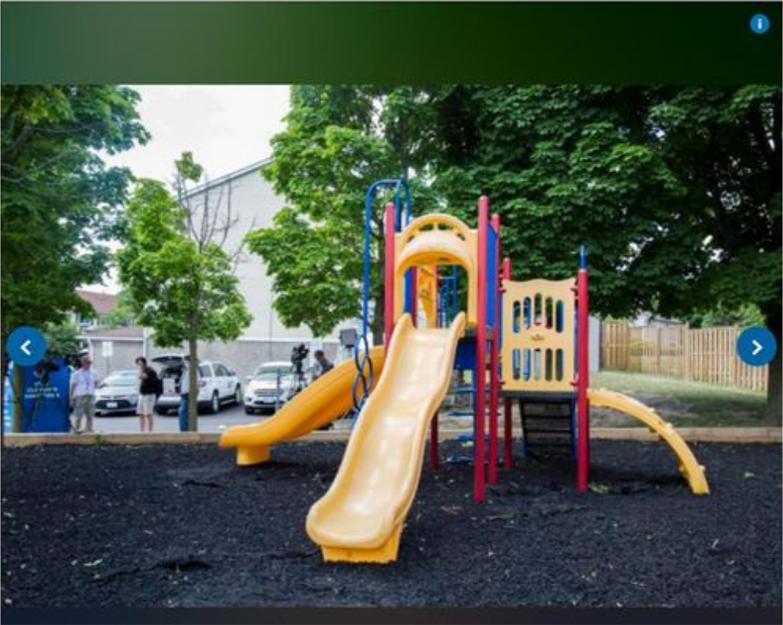


Alton Towers: Playground Facelift

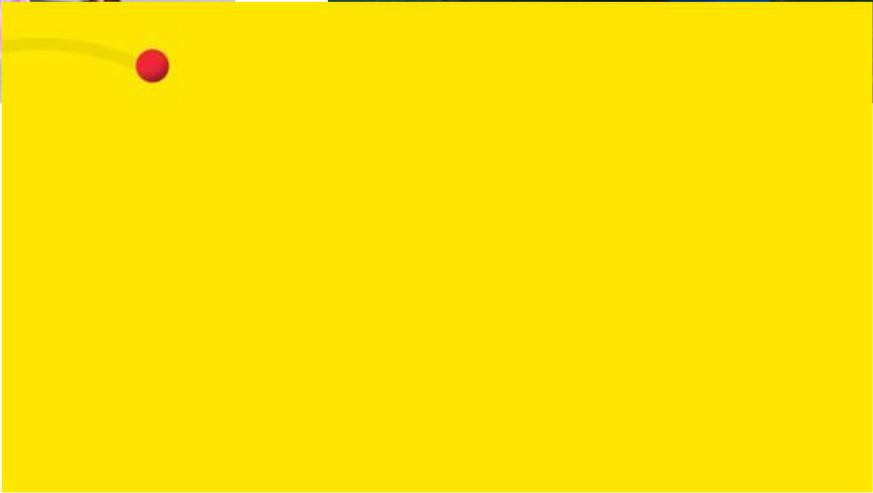
GIA

Playground shooter pleads guilty to brazen attack that left two small girls wounded

By **Raneem Alozzi** Staff Reporter
Mon., June 15, 2020 | 2 min. read
Article was updated Jun. 16, 2020



Alton Towers: **Playground Facelift**



Project Lockdown: **Auto Theft**



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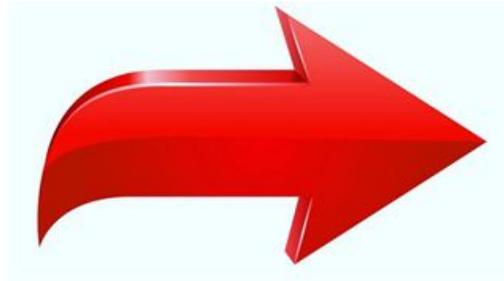
BUY IT NOW

In the works: **Street Sign Project**

- ✓ New signage pose as a **visible deterrent** to individuals wanting to engage in criminality.
- ✓ Clear **call to action**, report suspicious behaviour or criminality to Toronto Crime Stoppers.
- ✓ A **reduction** in citizens calling police “non-emergency” and 911 calls.
- ✓ Generating **critical tips** from the community will **provide valued information** to ensure police and community resources are utilized efficiently and effectively.
- ✓ Signage will reinforce the mindset of **Community Safety Is A Shared Responsibility** and supports the movement of a crime free Toronto.



Proposed signage: **Call To Action**



You Stay Anonymous, Criminals Don't

TCHC signage project: **Success Story**

In 2017, Toronto Crime Stoppers partnered with Toronto Community Housing.

Collective goal was to create community safety awareness and increase visibility of the Crime Stoppers program.

Signage was installed in various TCHC properties, followed by Town Hall Meeting to educate residents/staff.

As a result:

- Tips increased **27%**
- Arrests increased **9.5%**
- Case cleared increased **39%**
- Charges laid increased **23%**
- Recovery of illegal drugs increased **66%**



History of Success

04

Statistics: **Since Inception (1984)**

Tips		179,703
Arrests Made		11,510
Charges Laid		39,637
Cases Cleared		16,836
Illegal Narcotics Recovered		\$317,655,680
Property Seized		\$66,495,543

**Doing what's right
is its own reward.**

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222TIPS.COM

See it. Say it. Stop it.



Statistics: 2019-2021

		2019	2020	2021
Tips		7,267	7,186	7,102
Arrests Made		85	67	105
Charges Laid		311	250	780
Cases Cleared		71	67	120
Illegal Firearms Seized		2	6	18
Illegal Narcotics Recovered		\$53,395	\$2,104,079	\$1,021,226
Property Seized		\$44,041	\$145,253	\$523,982
Homicides Solved		2	4	8

By the Numbers

- 57% Increase in arrests
- 79% Increase in cases cleared
- 100% Increase in tips that assisted in solving homicides
- 200% Increase in tips that recovered illegal firearms
- 212% Increase in charges laid
- 260% Increase in property seized

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See it. Say it. Stop it.



Statistics: 2019-2022YTD

		2019	2020	2021	2022YTD
Tips		7,267	7,186	7,102	2,667
Arrests Made		85	67	105	100
Charges Laid		311	250	780	351
Cases Cleared		71	67	120	61
Illegal Firearms Seized		2	6	18	17
Illegal Narcotics Recovered		\$53,395	\$2,104,079	\$1,021,226	\$320,591
Property Seized		\$44,041	\$145,253	\$523,982	\$943,524
Homicides Solved		2	4	8	5

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See it. Say it. Stop it.



Thank You

TORONTO CRIME STOPPERS



Sean Sportun, PMVol, ICPS, SAS-AP®
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416-904-3805



Det. Marc Madramootoo
Coordinator | Toronto Crime Stoppers
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416-808-7254

Doing the right thing is its own reward



See it. Say it. Stop it.



Review of Toronto Police Service - Opportunities to Support More Effective Responses to Calls for Service A Journey of Change: Improving Community Safety and Well-Being Outcomes

Date: June 14, 2022
To: Toronto Police Services Board
From: Auditor General
Wards: All

SUMMARY

Toronto Police Service (TPS) plays a key role in ensuring the safety and well-being of the people of Toronto through its delivery of policing services. As first responders, TPS officers are on the front lines and respond to a variety of situations. However, TPS has effectively become the default response in some situations, responding to some calls for service that are not police matters, due in part to the lack of available effective alternate responses at the times they are needed.

Furthermore, a lack of adequate social service supports for vulnerable individuals including people experiencing homelessness, mental health and substance use challenges, has resulted in a default police response to some calls for service. Supporting the complex needs of these individuals is not something that a police emergency response was intended to resolve and alternative community-based responses, if in place and available when needed, can help to provide the needed social supports for people.

Modernizing and enhancing the way data is captured and leveraged provides the opportunity for TPS to work with the City and stakeholders in an informed way to divert some non-emergency 9-1-1 calls, as well as some calls for service to alternative responses that may be able to provide better outcomes for vulnerable individuals.

In our view, based on the results, it is not a 'lift and shift' of calls for service and funding, but a strategy of gradual transition for alternative non-police responses where appropriate, with the shared goal to improve outcomes for the people of Toronto.

These are complex matters needing better information to support transition. Opportunities for alternative responses may grow over time as better information is captured and analyzed, and while alternative responses are piloted and evaluated for potential further roll-out.

Once the pilots for alternative non-police responses have been established and evaluated, which will likely take several years, funding levels and sources should be re-assessed. Other factors impacting both TPS and the City should also be considered, including the population growth, the demand level to meet the needs of vulnerable individuals, strategic priorities and resourcing to achieve them, as well as other considerations such as the impact of mandated NG9-1-1 requirements.

This review also highlights that a whole-of-government and a whole-of-community commitment and approach is needed. Strategic investment by all levels of government in social service infrastructure and alternative strategies is necessary in order to create long-term value for the City, for individuals and the community. The need for funding supports from other levels of government for social infrastructure is also supported by our recent audits of the City's shelters and affordable housing program.

Ensuring community safety and well-being will require active leadership and commitment from the City, and multi-sector collaboration and partnership in pursuing alternative responses that will allow TPS to focus on achieving its mandate and provide the best possible outcomes for the people of Toronto.

It will be important for TPS, the City, and other stakeholders to develop concrete community-wide plans that include the desired outcomes and a framework to capture data, and track, evaluate and report out publicly on the progress of pilot outcomes. This will help the City, TPS, and other stakeholders to make evidence-based decisions and ensure transparency and accountability as all stakeholders move forward together.

The following will be important to achieve the change needed:

- identifying key and shared outcomes as part of strategic planning and collaboration and use evidence-based data to inform decisions
- being transparent and accountable by tracking and reporting out publicly on progress against agreed plans and outcomes
- being committed and building trust and support between stakeholders as they move through any barriers and difficulties towards common goals.

This report makes 25 recommendations to the Toronto Police Services Board (TPSB), and also recommends that the TPSB forward this report and its actions to City Council for information through the City's Audit Committee. The recommendations for change are in 3 key areas.

1. Re-thinking Call for Service Response to Support More Efficient and Effective Outcomes
2. Improving and Further Leveraging Data and Technology
3. Increasing Integration and Information Sharing

The recommendations provide key stakeholders with a starting point that will support them on their journey of long-term change as TPS works with the City and stakeholders to move forward together.

RECOMMENDATIONS

The Auditor General recommends that:

1. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration along with other agencies, to determine the feasibility of setting up adequately resourced, non-time restrictive, alternative responses for events where police are currently attending and where such attendance is likely not essential.

In doing so, the City and TPS should:

- a. identify call for service event types, including but not limited to, the six event types discussed in our report that may be suitable for an alternative response;
- b. develop reasonable criteria for each event type to assess the calls for service within those event types that may be suitable for an alternative response, including defining the level of acceptable risk and liability and how these factors will be managed;
- c. consider alternative response pilot programs (e.g. community dispute mediation), with adequate evaluation mechanisms, to provide information and insights on the effectiveness of any established responses. This should include an assessment of the feasibility and cost-effectiveness of providing these alternative responses;
- d. consider existing City or other community programs that could provide an alternative response and where needed, the feasibility and cost-effectiveness of changing the approach and resourcing to provide a timely and effective non-police response (e.g. Municipal Licensing and Standards Division for noisy small gatherings, Shelter, Support & Housing Administration Division street outreach teams);
- e. consider a gradual and informed approach to establishing responses and assess the factors that would be needed for an effective and efficient full transition, including consultation with the public; and,
- f. develop and regularly update a plan that includes key milestones and targets so that progress can be tracked.

2. City Council request the City Manager, in consultation with the Toronto Police Services Board, to reiterate the City's requests for funding commitments from the Government of Canada and the Ontario Government to support permanent housing options and to provide supports to address Toronto's mental health and addictions crises.

In doing so, the City should communicate to the other governments that a "whole-of-government" funding approach in these areas will be critical to building the infrastructure

needed to support effective alternative response delivery and ensure the best possible outcomes for the people of Toronto.

3. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with the Toronto Police Association, to:

a. assess the impact of expanding the Primary Report Intake, Management and Entry (PRIME) Unit, Community Investigative Support Unit (CISU) and District Special Constable programs, and, where appropriate, if it would assist with supporting and/or further reducing the time spent on events currently attended by Priority Response Unit (PRU) officers. For the PRIME and CISU units, consider both sworn members (including retired officers) and potentially civilian members, where appropriate, for potential expanded capacity.

b. consider if all TPS Special Constables, including Court Officers and District Special Constables, can be cross-trained to increase the pool of Special Constables available to assist the PRU in call for service diversion.

4. Toronto Police Services Board direct the Chief, Toronto Police Service to examine if:

a. aspects of the Primary Report Intake, Management and Entry Unit and Community Investigative Support Unit (CISU) can be centralized together, so that the workload can be shared and calls for service can be handled more efficiently.

b. For aspects that cannot be centralized, (e.g. mobile CISU units) consider more clearly defining the responsibilities and expectations, including workload allocations, to both units.

5. City Council request the Chief, Toronto Paramedic Services, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to review current protocols for when Priority Response Unit (PRU) officers are requested for See Ambulance calls for service. This should include:

a. determining if there are any opportunities to further refine the See Ambulance protocol so that the attendance of PRU officers is based on an articulable risk to paramedic safety, specific to the unique circumstances of each call for service;

b. re-evaluating the criteria for when police are requested. This evaluation should specifically consider, but not be limited to, if the presence of alcohol, in absence of other risk factors, requires an automatic PRU response;

c. ensure that the rationale for requesting PRU attendance and other important information is clearly documented in the Toronto Paramedic Services call for service details. Both entities should also consider documenting which entity initiated the request for attendance from the other entity;

d. in situations where TPS would have sent PRU officers to calls for service irrespective of a request from Toronto Paramedic Services, TPS should consider documenting this in its call for service system;

e. regular, joint evaluation of calls for service where PRU attendance is requested, to assess the effectiveness and efficiency of the revised protocol and consider any changes as necessary; and,

f. consider if additional training is needed for TPS and Toronto Paramedic Services call takers to ensure requests for police attendance are well documented and comply with policies and procedures.

6. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to evaluate the root causes for increasing response times and determine a strategy for meeting priority one to priority three response time targets. This should specifically include:

a. considering strategies for how to improve staff deployability rates, both across the organization and for individual TPS divisions;

This could include reallocating officers across divisions when needed, and more active management of TPS members who are on accommodation, or long or short-term disability.

b. assessing how implementing the recommendations in Section A of this report would assist with improving response times.

7. Toronto Police Services Board (TPSB) direct the Chief, Toronto Police Service (TPS) to:

a. evaluate the root causes for increasing clearance times, particularly for non-emergency, low priority (priority four to six) calls for service, and consider the impact on response times; and,

b. in collaboration with TPSB, consider setting reasonableness thresholds for call for service clearance times by event type and evaluating/analyzing clearance times across divisions and event types to enhance performance measurement and operational monitoring at a high-level (e.g. divisional and/or TPS-wide).

8. Toronto Police Services Board, work in collaboration with the Chief, Toronto Police Service (TPS) to:

a. review response time standards adopted as part of the Metropolitan Toronto Police Restructuring Task Force's "Beyond 2000: Final Report" and determine if any updates are needed;

b. once a reasonable set of response time standards have been agreed upon and formally adopted, communicate them across the organization and routinely measure progress against those standards;

c. consider publicly reporting out on its response time performance to increase transparency and accountability; and,

d. consider its current response time calculation methodology and consider including the impact of call taker time and any other relevant factors, including items which may not be currently included.

9. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to determine if an automated technology solution can be implemented to improve completeness of information for officer arrival times (or increase compliance with officers pressing the “at-scene” button), so that arrival time is recorded for all responses and that all responses are included in the response time calculation.

10. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to ensure its 70/30 reactive/proactive officer time goal is effectively communicated across the organization, understood by the front line, and regularly measured.

In measuring achievement of this goal, TPS should identify divisions where the goal has not been met, identify the root causes, and develop strategies to enhance achievement.

11. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to improve TPS data quality and reliability by:

a. establishing more detailed time categories in the I/CAD system, so that TPS can have more detailed information on how time is being spent on a per call for service basis. For example, this could include time spent on activities such as reporting, time spent during calls for service on investigative activities, and time spent on customer service/dispute resolution/mediation.

In improving the usefulness of data for time tracking purposes, TPS should consider both the need to collect more enhanced, detailed information, and the operational demands on TPS members.

b. improve the reliability of the data of the Time Resource Management System, including ensuring accurate reflection of leave hours, and members’ work assignments;

c. improve data reliability and quality related to members on disability and/or accommodation; and,

d. consider opportunities for integration between staffing and accommodation/disability management systems, where appropriate, so that there is one clear, reliable source of information for making staffing, resourcing and wellness decisions.

12. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to improve the collection and analysis of its call for service data so that it includes more detailed sub-categories or data fields for responding officers to indicate the nature of the calls for service. This will allow for more robust data analysis and provide data for calls for service that may be suitable for alternative responses. Specifically, this should include:

- a. sub-categories/data fields to better understand event types that are broad in nature. For example, Check Address, Unknown Trouble, Advised and 311 Referral;
- b. system flags/data fields to identify any calls for service that involved interaction with persons experiencing homelessness and/or mental health challenges, or any other factors that may be helpful in analyzing calls for service; and,
- c. text analysis on call for service notes in the call for service system to allow for more effective event analysis.

13. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration along with other agencies to:

- a. analyze low priority, non-emergency calls for service (e.g. Unwanted Guests, Check Address etc.) to identify instances where officers are repeatedly attending the same locations; to determine if an alternative resolution can be implemented. In developing solutions, TPS should consider if call for service volume can be reduced through implementing Recommendation 1 of this report.
- b. for calls for service at hospitals related to missing persons inquiries, consider if a technological solution, such as an automated portal with authentication, may help reduce hospital visits and free-up officer time for more priority calls for service.

This evaluation should consider legislative requirements and consultation with the Ministry of the Solicitor General and other stakeholders, as required.

14. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) and City Council request the City Manager to work in collaboration with the President & CEO, Toronto Community Housing Corporation (TCHC) to determine if strategies can be implemented to reduce instances of Priority Response Unit officers repeatedly dispatched to the same locations within TCHC properties.

15. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to:

- a. accelerate the Digital Officer program and electronic memo book initiative, including any interfaces with other records management and reporting systems, to create efficiencies in how front-line officer time is spent.
- b. consider any best practices that can be leveraged from other jurisdictions, and if any aspects of a digital memo book can be implemented on a more short-term basis, even if full integration is not achieved.

16. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to:

- a. continue to pursue digital strategies, such as video calling, as an alternative to front-line Priority Response Unit officer response and consider if there are any event types that can be addressed remotely without an on-scene police response.

In doing so, TPS should assess if there are any legislative or privacy requirements that would need to be examined in relation to increased use of technology such as video capability.

b. review event types and consider if there are any additional event types that the public can report through the online reporting system or if current reporting criteria (e.g. dollar value limits) can be expanded.

17. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to consider as part of its Digital Platform and Transformation Program, an interface for callers to communicate with TPS call takers and provide additional information, and provide confirmation, for certain event types, if a situation no longer exists, such as that an unwanted guest has gone or a noisy party has concluded.

18. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to:

a. conduct joint program assessments of the outcomes from current mental health call for service diversion pilots, including the Gerstein Crisis Centre call for service diversion pilot, and the City's Toronto Community Crisis Service, to assess the effectiveness and outcomes of these programs;

b. ensure mechanisms are in place so that both the City and TPS have access to the necessary data, including TPS call for service data (e.g. number of calls for service received, diverted) and relevant call for service details to complete effective evaluations of the current and any future pilots; and,

c. ensure planning for future pilot programs are coordinated, involve both the City and TPS, and consider the recommendations from Section A.1 of this report, to ensure they are achieving the desired outcomes in the most efficient and effective way.

19. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to:

a. consider automating and streamlining the process by which TPS members make and track referrals for community-based services, including the Furthering Our Community by Uniting Services (FOCUS) table and other community referrals, with the goals of making the referral process easier for officers, preventing further repeat calls for service requiring Priority Response Unit officer response, increasing diversion to supporting organizations, and improving the outcomes and quality of service to the public.

b. with these same goals in mind, TPS to also consider performing analysis of call for service data at a corporate level to identify trends or possibly situations that may also be suitable for referral.

20. Toronto Police Services Board direct the Executive Director and Chief of Staff, Toronto Police Services Board Office, in consultation with the Chief, Toronto Police

Service, and other stakeholders as necessary, to request changes to the legislation for mental health apprehensions regarding police custody while waiting at hospitals.

21. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with the Chief, Toronto Paramedic Services and the Chief Executive Officers (or other appropriate executive liaisons) of Toronto hospitals to:

- a. leverage technology and/or the use of data to identify the most appropriate hospital for an officer to transport an individual in custody, with the view of minimizing wait times and travelling the least possible distance.
- b. develop police-hospital liaison committees and transfer of care protocols with all hospitals where TPS transports apprehended persons, to minimize wait times and develop protocols to create a workflow which will benefit both TPS and the hospitals.

22. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to:

- a. assess if current call for service diversion strategies to the City, through 3-1-1 Toronto, are working as intended, and if TPS and City staff clearly understand the roles and responsibilities.

This should include evaluation of call volumes and outcomes at both TPS's Communications Centre and 3-1-1 Toronto for relevant call for service types.

- b. assess if there are opportunities to increase call for service diversion from TPS to the City.

23. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to consider through an interface or other means, increasing the information shared between City divisions (e.g. Municipal Licensing and Standards Division, 3-1-1 Toronto, etc.) and TPS on a per call for service basis (e.g. addresses where police respond to noisy parties) so that trends can be identified and the City can help address the root cause of issues that are not police matters.

Before undertaking any data sharing, TPS and the City should perform a legal review, which includes consideration of any relevant privacy considerations, specifically the requirements outlined in the Municipal Freedom of Information and Protection of Privacy Act.

24. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to leverage 2-1-1 Central data in conjunction with call for service data, at an aggregate level, to identify neighbourhoods where there are a high number of low priority calls for service, and where community resources may exist to help divert front-line police resources.

Before undertaking any data sharing, TPS and the City should perform a legal review, which includes consideration of any relevant privacy considerations, specifically the

requirements outlined in the Municipal Freedom of Information and Protection of Privacy Act.

25. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to consider implementing public awareness campaigns addressing the public's perceptions on people experiencing mental health challenges and/or homelessness and what type of response (e.g. police or non-police response) would be most appropriate.

This process should include mechanisms for campaign evaluation (e.g. key metrics that will be measured), a process for including community engagement in the planning process and determining the most appropriate target audience.

26. Toronto Police Services Board forward this report and its actions to City Council for information through the City's Audit Committee.

FINANCIAL IMPACT

Based on average time-on-call for the event types above, we estimate that TPS could potentially save at least 85,000 hours over a projected five-year period if even some of these calls for service received a non-PRU response. The exact amount of savings cannot be determined at this time due to factors including limitations with TPS data systems and the varying nature of calls for service.

This savings in time could be used to improve TPS call for service response times, particularly for priority one to three events where there can be a risk of danger to life or damage to property, and will help achieving better outcomes for those calling for assistance.

While realizing these savings in PRU officer hours would likely result in positive impacts for TPS and the people of Toronto, the extent of these impacts is contingent on adequately resourced alternative responses that are available city-wide, 24 hours a day, seven days a week. In most cases, these alternatives do not exist today and largely fall outside the purview of TPS to control.

A whole-of-government and a whole-of-community commitment and approach is needed. Strategic investment by all levels of government in social service infrastructure and alternative strategies is necessary in order to create long-term value for individuals, the community and the City. The need for funding supports from other levels of government for social infrastructure is also supported by our recent audits of the City's shelters and affordable housing program.

DECISION HISTORY

At the request for the Toronto Police Services Board (TPSB), the Auditor General completed a risk assessment of TPS to develop a risk-based audit plan. This plan was

independently developed by the Auditor General and sets the audit priorities at TPS over the next five years.

The Auditor General's risk-based audit plan of TPS included a review of assessing policing responsibilities and service areas.

The plan can be found here:

[Attachment 5: Toronto Police Services Board Approval of Auditor General's Proposed Audit Plan](#)

COMMENTS

A high-level summary of the key audit findings is provided in the At a Glance.

The attached report provides the Toronto Police Services Board (TPSB) with the detailed results and recommendations together with management's response. Management has agreed to all 25 recommendations.

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SIGNATURE

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Auditor General

ATTACHMENTS

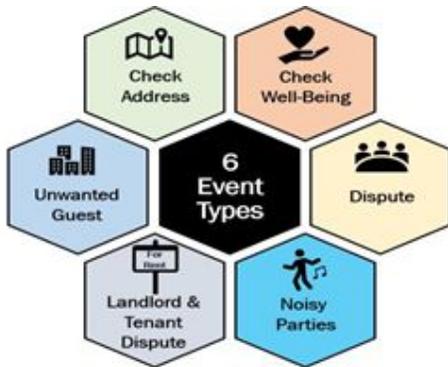
Attachment 1 -
Review of Toronto Police Service - Opportunities to Support More Effective Responses to Calls for Service
A Journey of Change: Improving Community Safety and Well-Being Outcomes

WHY THIS REVIEW MATTERS

In a city with almost 3 million people, demand for police resources is high. Response times are increasing and the Toronto Police Service (TPS) must determine the most efficient and effective allocation and use of its front-line priority response unit (PRU) officers. At the same time, the City and TPS must work together and develop effective and timely alternative non-police responses where appropriate, that provide the best possible outcomes for the people of Toronto, especially those who are the most vulnerable.

BY THE NUMBERS

- **47%:** Percentage of low priority (priority 4 to 6) non-emergency calls for service dispatched to front-line officers in 2019.
- **40%¹:** Calls for service in six lower priority event types (shown below) that could have been handled by alternative responses if proper alternative responses were in place.



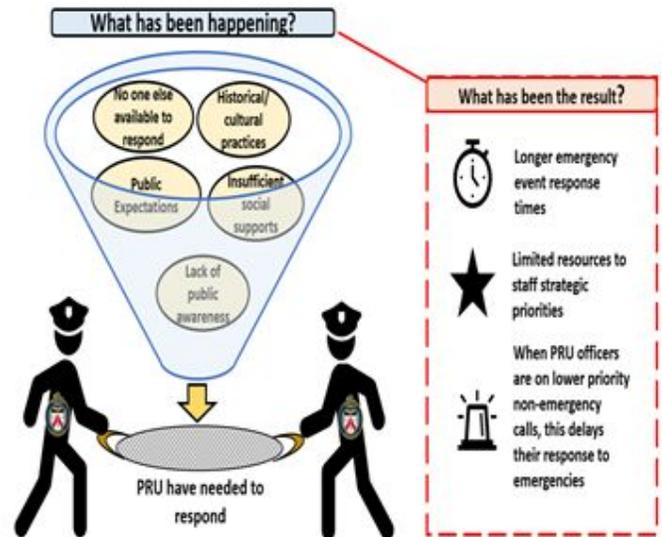
- **85,000 hours** over 5 years: estimated PRU officer time that could be reallocated if alternative responses were in place at the times needed.
- **26,000:** ‘See Ambulance’ calls dispatched for PRU to attend in 2019, one of the highest event types. Some may not have needed a PRU officer.
- **19 and 50 minutes:** average response times for priority 1 and priority 2 calls for service in 2019.
- **6 minutes:** TPS response time targets for priority 1 and 2 calls. These targets were approved by the TPS board in 1995.

¹ % cannot be extrapolated to all lower priority or all dispatched calls

WHAT WE FOUND

A – Re-thinking Call for Service Response to Support More Efficient and Effective Outcomes

- PRU officers have become the default response for responding to some calls where police may not be needed, and community-based responses could provide a better outcome. They often respond because:
 - 1. They are called to respond.** The public often expects an immediate assistance, including for non-emergency calls for service.
 - 2. Alternative non-police responses are not always in place or not available when needed (e.g. 24/7)**



- TPS has experienced increasing response times over the last several years and is not meeting its response targets.
- For ‘See Ambulance’ calls for service, police are often requested to attend when a safety risk has not been clearly articulated. The protocol should be re-visited and updated.

B – Improving and Further Leveraging Technology and Data

- TPS needs to **better capture and analyze data** to be able to identify calls for service that are suitable for alternative responses and to improve workforce management. Diverting calls to alternative responses could also help to improve response times for high priority emergency calls for service, while ensuring the most appropriate resource is providing the most effective response to help ensure positive long-term outcomes.
- TPS should **further leverage technology** to help divert non-emergency calls, automate processes, free-up PRU officer time and improve efficiency.

C – Increasing Integration and Information Sharing

There are opportunities for TPS, the City and other agencies to increase collaboration including:

- sharing and using data (e.g. Toronto's Community Crisis Service response pilot, 3-1-1, 2-1-1, and other community agencies), to identify preventative actions and to support opportunities for alternative responses.
- TPS should also develop strategies to reduce PRU officer time spent waiting in hospitals related to mental health apprehensions.

Funding Supports

- In our view, based on the results, it is not a 'lift and shift' of calls for service and funding, but a strategy of gradual transition for alternative non-police responses where appropriate, with the shared goal to improve outcomes for the people of Toronto.
- These are complex matters needing better information to support transition. Opportunities for alternative responses may grow over time as better information is captured and analyzed, and while alternative responses are piloted and evaluated for potential further roll-out.
- Once the pilots for alternative non-police responses have been established and evaluated, which will take several years, funding levels and sources should be re-assessed. Other factors impacting both TPS and the City should also be considered, including the population growth, the demand level to meet the needs of vulnerable people, strategic priorities and resourcing to achieve them, as well as other considerations such as the impact of mandated NG9-1-1 requirements.
- This review also highlights that a whole-of-government and a whole-of-community commitment and approach is needed. **Strategic investment by all levels of government in social service infrastructure and alternative strategies is necessary in order to create long-term value for individuals, the community and the City.** The need for funding supports from other levels of government for social infrastructure is also supported by our recent audits of the City's shelters.

HOW OUR RECOMMENDATIONS WILL BENEFIT TPS, THE CITY, AND THE PEOPLE OF TORONTO

Achieving better outcomes for the people of Toronto and improving response times, especially for emergency calls, will require collaboration and leadership. The 25 recommendations in our report provide key stakeholders with a starting point that will support them on their journey of long-term change as TPS works with the City and other stakeholders to move forward together.

The following will be important to achieve the change needed:

1. identifying key and shared outcomes as part of strategic planning and collaboration and use evidence-based data to inform decisions
2. being transparent and accountable by tracking and reporting out publicly on progress against agreed plans and outcomes
3. being committed and building trust and support between stakeholders as they move through any barriers and difficulties towards common goals.



Review of Toronto Police Service - Opportunities to Support More Effective Responses to Calls for Service

A Journey of Change: Improving Community Safety and Well-Being Outcomes

June 14, 2022

Beverly Romeo-Beehler, FCPA, FCMA, CFF, ICD.D, JD, B.B.A.
Auditor General

**AUDITOR
GENERAL**

TORONTO

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Executive Summary

TPSB requested the Auditor General conduct a risk assessment and audits of TPS

This review examines the Toronto Police Service (TPS)'s policing responsibilities and service areas to identify opportunities for improving efficiency and effectiveness and potential alternative responses to calls for service.

At the request of the Toronto Police Services Board (TPSB), the Auditor General completed a risk assessment of TPS to develop a risk-based audit plan. This plan, which was independently developed by the Auditor General, sets the audit priorities at TPS over the next five years.

The Auditor General's other project entitled "[Toronto Police Service – Audit of 9-1-1 Public Safety Answering Point Operations Better Support for Staff, Improved Information Management and Outcomes](#)" examined whether the Toronto Police Service's 9-1-1 Communications Centre provides access to emergency services in an effective and timely manner, and identified potential areas of improvement to the efficiency and economy of operations.

Why this review is important

In a city with almost three million people, demand for police resources is high. As response times increase and TPS faces budget constraints, the Service must determine the most efficient and effective allocation and use of its front-line resources. At the same time, the City and TPS must continue to work together to provide call for service responses that provide the best possible outcomes for the people of Toronto, especially those most vulnerable.

What We Found and Recommend

Findings in 3 main areas

The issues and recommendations discussed in this report can be categorized into three broad themes:

- A. Re-thinking Call for Service Response to Support More Efficient and Effective Outcomes
- B. Improving and Further Leveraging Data and Technology
- C. Increasing Integration and Information Sharing

The following are our key observations related to these themes.

A. Re-thinking Call for Service Response to Support More Efficient and Effective Outcomes

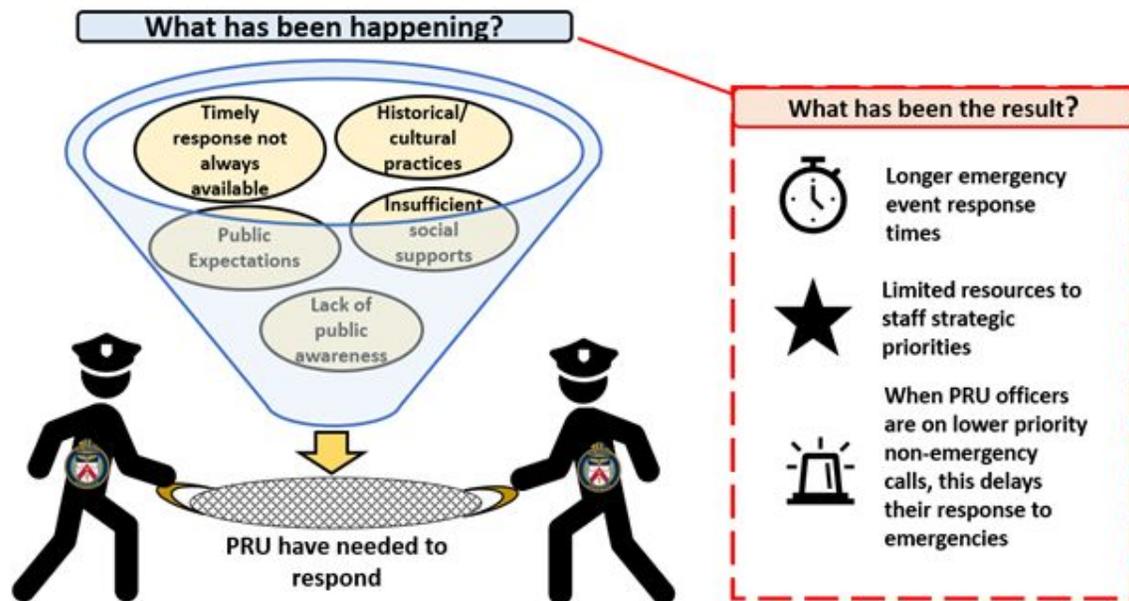
Not all calls for service require an immediate police response

As first responders, TPS officers are on the front lines and respond to a variety of situations. Historically, for some people, contacting the police has been their “go-to response” for assistance and they have an expectation that police will respond to their calls whether they are emergencies or not. Also, in some types of situations, there is no one else available to respond, or not at the times needed. However, a Priority Response Unit (PRU) police response is not intended to and cannot resolve the complex needs of some vulnerable people, such as those experiencing homelessness or mental health challenges.

TPS has become the default response for some situations

As illustrated in Figure 1 below, for some lower priority, non-emergency calls for service, PRU officers have effectively become the default response for providing assistance in some situations, due in part to the lack of available effective alternate responses at the times they are needed. Individuals we interviewed during our review, including members of TPS, the Toronto Police Association and City staff, were aligned with this view about the lack of alternative responses.

Figure 1: What Has Been Happening



Underinvestment in mental health supports in Canada

Underinvestment in mental health resources in Canada has also meant that people with mental health challenges may not always receive the supports they need¹. This sometimes results in police officers becoming the default first responders in some situations involving those in crisis².

We reviewed over 300 dispatched calls for service

In total we reviewed over 300 calls for service dispatched between January 2018 to July 2021, to assess if an on-scene, PRU police officer response was essential, or if the event could have been potentially addressed by a non-PRU police response³, or alternative non-police response.

We wanted to see a range of what was happening on calls for service, particularly for the lower priority four to six, non-emergency event types. TPS's definitions of the priority ratings can be found in Figure 2. Our initial sample focused on select event types.

We excluded most higher priority one to three emergency event types, since many of these events are likely to require a police response⁴. These events include situations such as shootings, assaults in progress, break and enter in progress, etc., which are calls for service that involve or could involve imminent danger.

¹ In the “*Changing Directions, Changing Lives: The Mental Health Strategy for Canada*” report, the Mental Health Commission of Canada indicates that “...given the historical neglect of the mental health sector, the Strategy recognizes the need to invest more so that mental health outcomes can be improved.” and that “...in any given year, one in five people in Canada experiences a mental health problem or illness, with a cost to the economy of well in excess of \$50 billion” ([Link to Changing Directions, Changing Lives report](#)).

² Recently, both TPS and the City have launched pilot programs that aim to offer a non-police response to certain mental-health related calls. These are discussed further in this Executive Summary.

³ TPS already has several different groups that provide alternative PRU police responses. These are discussed in greater detail in Section A.1 of this report.

⁴ Although this report includes issues regarding mental health, our project did not start with a mental health focus and therefore, we did not review calls for service classified by TPS using mental health event types (e.g. “Persons in Crisis”, “Threatening Suicide”, etc.). While these calls for service are classified as priority one to three, not all of these calls may require a police response. Response to mental health calls is a separate area listed on the Auditor General’s Proposed Risk-Based Audit Plan of TPS and may be addressed as part of a future audit ([Link to AG’s Risk Based Audit Plan of TPS](#)).

Figure 2: TPS's Definitions of Priority Ratings

	Priority Rating	TPS's Priority Rating Description	Examples	
Emergency	1	Most urgent situations that require upgrade from another priority. The dispatcher may assign the event to any unit from anywhere across the city. It is assigned to any call that poses a threat to life, limb, property, evidence or arrest.	<u>Default Priority 2</u> Shooting Stabbing Holdup Hostage Situation Robbery in progress Impaired Driver Break and enter, just occurred	Mostly Out of Scope; Analytical Review Only *except for See Ambulance calls ⁵
	2	Events that require immediate police attendance and where the potential for danger and/or injury is present or imminent		
	3	Events which have been changed from the default priority based on the circumstances of the event		
Non-Emergency	4	Non-emergency situations where potential for imminent danger and/or injury is not a factor	<u>Default Priority 4</u> Check Address Unwanted Guest Dispute Noisy Party <u>Default Priority 6</u> Theft of Gas Property Damage Accident Lost Property Parking Complaint	
	5	Events which have been changed from the default priority based on the circumstances of the event		
	6	Non-emergency situations where potential for danger and/or injury is not a factor		

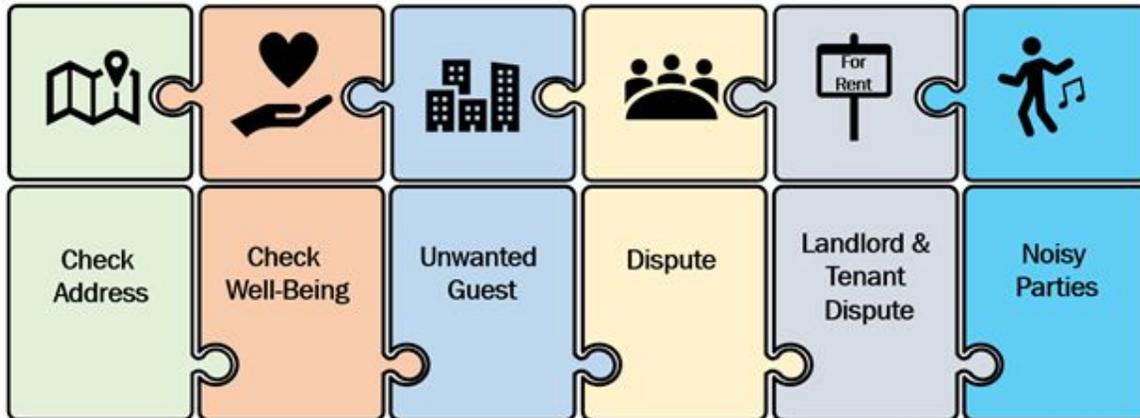
We focused on 6 event types that may be suitable for an alternative response

From our initial sample, we then identified six event types⁶, illustrated in Figure 3, as having the greatest opportunity for a non-PRU response and expanded our sample to focus on those items (we also looked at See Ambulance calls for service, classified as priority two, and discussed later in this Executive Summary). We used these six event types (all classified as default priority four) as a window to see what is possible, but there may be other event types that also have potential for alternative responses.

⁵ See Ambulance is an event type (default priority two) where paramedics request the assistance of police on medical related calls for service.

⁶ Apart from the criteria mentioned above, our sample population only included calls for service where at least one PRU unit was dispatched and excluded certain events. For example, we excluded those events that resulted in an apprehension/arrest, charges laid or pending, events assigned to the Parking Enforcement Unit group, events initiated by officers, events where individuals requested assistance in-person at TPS divisions, and events assigned to TPS's alternate response unit groups.

Figure 3: Six Event Types We Focused On



40% of the calls for service we reviewed across six lower priority event types could possibly have been handled by an alternative response

In approximately 40 per cent⁷ of the calls for service for these six lower priority event types included in our sample, the circumstances of the call for service at the time of dispatch suggested that on-scene PRU attendance may not have been essential, and that a non-PRU police response, or alternative non-police response may have been able to handle the event. Our conclusions were informed in consultation with a panel of experts which included former law enforcement officers.

There are opportunities for some calls for service to be handled differently

Many of the calls for service in the event type categories we reviewed would still likely require a PRU police response. We also recognize that many calls for service have the potential for danger, including those that originate as low priority, non-emergency calls. However, there is the potential for some to be handled differently, if an effective and timely alternative response were to be available.

TPS could save at least 85K hours of PRU time over a projected 5-year period

Based on average time-on-call for the event types above, we estimate that TPS could potentially save at least 85,000 PRU hours over a projected five-year period⁸, if even some of these calls for service received a non-PRU response. This savings in time could be used to improve TPS call for service response times and/or to address other TPS strategic priorities.

⁷ Total percentage is based only on the six event types, as outlined in Figure 3, for the items that were included in our sample.

⁸ Based on our sample population which was less than the full population of TPS priority four calls for service as shown in Figure 11 of this report. Also, the estimated hours are based on average time spent on call for PRU units in our sample population. The term “unit” refers to the officers that attended the call for service together and are using the same identifier. For example, there may be two officers in one vehicle attending the same event, and those officers are collectively referred to as a unit. However, a unit may also be composed of a single officer. As a result, these numbers are likely conservative.

Non-police alternative response models that address underlying root causes should be explored

The City, in collaboration with TPS and other agencies should continue to explore non-police alternative responses that are able to provide wrap-around and community-based supports that could also help promote better outcomes for vulnerable populations within the city, especially those experiencing homelessness and mental health challenges.

Opportunities to Re-visit Response to See Ambulance Protocols

PRU officers being dispatched when alcohol is present

We noted that PRU officers sometimes attended calls for service, at the request of Toronto Paramedic Services, where the main complaint was medical and there was no apparent/immediate safety risk or danger. In some of our samples, it appeared police were dispatched when the presence/consumption of alcohol was mentioned by the caller.

See Ambulance calls are one of the mostly frequently dispatched call for service event types with over 26K calls in 2019

In 2019, there were over 26,000 See Ambulance calls for service dispatched, one of the most frequently dispatched call for service event types. If even a small portion of these decreased, this could have a significant impact on PRU time. Also, when police attendance is requested and dispatched on these types of calls and not truly needed, this ties up resources. Until officers clear the call for service, they are generally not available for a high priority emergency call for service, and this can negatively impact response times.

Need to better define why police are required

Also, while Toronto Paramedic Services procedures require call takers to clearly document the reasons for police notification in their call for service system, we could not locate a clear rationale for requesting police in almost all of the call for service documentation reviewed.

Toronto Paramedic Services management indicated that the rationale for police attendance can be inferred from the factors documented in the call for service (e.g. presence of alcohol) and given the volume of calls for service, call takers are limited in their ability to document details regarding why police were requested.

See Ambulance protocols between the two entities should be revisited

When Toronto Paramedic Services request TPS to attend calls for service where there is no clearly articulated risk of real or potential violence/safety hazards, PRU resources are being tied up. Also, when paramedics decide to wait for the police to arrive before attending to an individual, this could potentially delay emergency medical care and result in harm or loss of life. The average response time for a priority two call for service was 50 minutes (in 2019) and response times are continuing to increase.

Refined risk-assessment is needed

We recognize that there are situations where police attendance at these types of calls for service is necessary to ensure paramedics are safe and to be able to provide life-saving services to residents.

However, given limited PRU resources and the importance of having PRU response available in situations where prompt attendance by someone with the training and authority of a police officer is essential, it may be timely to revisit the protocol between TPS and Toronto Paramedic Services, particularly related to the presence of alcohol mentioned in the call.

Toronto Paramedic Services should ensure that a risk-based approach, supported by a properly documented rationale and regular monitoring, is applied to ensure that all requests for police notification are an efficient and effective use of PRU time.

Response & Clearance Times

TPS considers response time a key performance metric but has faced challenges

Response time is a commonly used metric to evaluate police performance. TPS has used response times as a metric in assessing service performance for many years. However, as illustrated in Table 1, TPS has experienced increasing response times over the last several years.

For example, the average response time for priority one calls for service has increased about 19 per cent from 2017 to 2019⁹ and 17 per cent for priority two calls for service.

The average time for TPS to respond to a priority one call for service in 2019 was 19.1 minutes, and 50 minutes for a priority two call for service¹⁰.

⁹ The year 2019 was selected for illustration in some areas of our report given that it provides the most recent, normalized, full year of data. TPS reported that call for service data and response times in 2020 and 2021 may not accurately reflect the true state of operations due to the impacts of the COVID-19 pandemic.

¹⁰ Response times are based on data provided by TPS (unaudited).

Table 1: Average Response Times from January 2017 to September 2021 and 2019 Performance Compared to 1995 Targets¹¹

Priority Level	Average Response Time (Minutes)					Priority Level	2019 Performance Compared to Targets	
	2017	2018	2019	2020	Jan to Sept 2021		1995 Target (mins)	% Not Met
1	16.0	18.4	19.1	15.0	17.5	1	6	72%
2	42.6	45.5	50.0	39.2	45.9	2	6	92%
3	74.5	85.6	95.4	67.8	92.6	3	6	96%
4	94.6	109.2	120.3	89.4	110.9	4	60	41%
5	58.5	76.4	320.2	253.7	319.8	5	60	67%
6	189.9	268.2	299.2	244.9	282.2	6	60	57%

Increasing response times means the public waits longer for assistance

Priority one calls for service are emergency situations that require an immediate assistance such as danger to life. Increasing response times means the public is waiting longer for assistance to calls for service.

Time spent on non-emergency calls for service delays response to other pending situations

Generally, officers are not available to respond to another call for service until they have cleared the current call for service they have been assigned to. Increasing response times may indicate at least in part, that officers are dealing with many call for service events that may not always be the highest priority. We also highlight other possible reasons for response time increases in section A.2 of this report.

¹¹ At its March 1995 meeting, the Metropolitan Toronto Police Services Board (now the Toronto Police Services Board) approved recommendations from the report “Beyond 2000: Final Report” which resulted from the work of the Metropolitan Toronto Police Restructuring Task Force. Recommendation 11 of that report included response time standards and directed that the Metropolitan Toronto Police Force (now TPS) review at regular intervals its ability to achieve and maintain these standards and make adjustments as required. TPSB Office reported that no further changes to response time standards have been formally adopted since 1995.

While response time objectives were approved by the Board in 1995, based on our discussions with TPS management they are not regularly used or measured against as formal organizational performance metrics¹², nor were they evaluated or revised in the intervening time. The 1995 response time targets and the associated 2019 performance is displayed in Table 1 above.

Although we were initially provided with updated response time targets (for priority one, 10 minutes 85 per cent of the time, for priority two and three, 16 minutes, and for priority four to six, 60 minutes), these have not been included for comparison purposes. Based on the information provided to us, these targets were designed to be used for development of the PRU alternative shift schedules, and not for TPS's response time performance metrics¹³, and have not been formally approved by TPSB or TPS.

TPS did not meet its 6 minute target for 72% of priority 1 calls for service in 2019

In 2019 TPS did not meet its target of six minutes 72 per cent of the time for priority one and 92 per cent of the time for priority two calls for service.

Increasing clearance times can delay other calls for service

Overall, average clearance times (the difference in time between when officers arrive at-scene to a call for service and when they are available to be dispatched to a new call for service) have also increased almost 15 per cent from 2017 to 2019, with the most pronounced increases for priority 5 and 6 calls for service which increased approximately 41 and 46 per cent respectively¹⁴.

TPS should better understand root causes of increasing response and clearance times

It will be important for TPS to better understand the root causes of increasing response and clearance times, including differences between TPS divisions and event types, in order to ensure calls for service are efficiently handled so that officers can respond to high priority, emergency calls for service as quickly as possible.

Benchmarks or standards for clearance times may provide insights

TPS should consider setting divisional or TPS-wide reasonableness thresholds to have a benchmark that can be used to evaluate call for service activity and identify trends at a high level. This may help to inform potential training needs and high-level staffing/resourcing decisions.

¹² See footnote 11

¹³ The Toronto Police Association advised that a consultant was engaged to analyze PRU staffing and workload, as well as alternative shift schedules and as part of this work developed and used updated response time targets solely related to the travel time of officers.

¹⁴ TPS management provided some possible reasons for increasing clearance times and these are included in Section A.2 of this report.

B. Improving and Further Leveraging Technology and Data

Better data will help improve outcomes

The need for better data and improved analysis was a theme found throughout this project, as well as in the Auditor General's report "*Audit of 9-1-1 Public Safety Answering Point Operations*" ("*Audit of TPS - 9-1-1 PSAP Operations*"). TPS identified technology and information management as one of its strategic priorities, including using data analytics and evidence-based decision making.

Progress has been made but much work lies ahead

Although progress has been made, much work still lies ahead, and a number of opportunities remain for TPS to move its technology programs forward. TPS should improve the collection and use of data to support more effective decision making and ensure efficient and effective use of PRU and other officer time.

We were limited in our ability to perform certain testing due to limitations with the data

In completing our review, we encountered serious challenges with the available data. In reviewing calls for service, a lack of detailed data fields in the call for service system (referred to as the I/CAD system) limited our ability to filter and analyze the entire population of calls for service for the event types we wanted to explore further. For example, to analyze whether certain calls for service involved people experiencing homelessness or mental health challenges, there was no easy way to filter the data in order to understand the nature of the calls for service and identify trends.

Given these challenges, it was necessary for us to take a manual approach of reviewing a sample of calls for service, analyzing extensive documentation that included listening to caller audio files, and reviewing officer notes, reports and other documentation to better understand the nature of each call for service and the events that transpired.

While detailed review of certain calls for service will sometimes be necessary to understand the nature of events, this approach is not sustainable for the necessary long-term, regular evaluation and analysis TPS will need to perform. It will not be possible for TPS to analyze and better understand the various calls for service it responds to, including those which may be appropriate for an alternative non-police response, without making the necessary improvements to its data.

We also encountered data reliability issues

We also encountered challenges with data reliability in attempting to review staffing and disability and accommodation data.

Better data is needed for TPS to effectively carry out strategic change

Without better data, TPS will be limited in its ability to effectively implement important strategic initiatives, including alternative response delivery and ensuring PRU resources are used in the most efficient and effective way possible.

Opportunities exist for TPS to leverage technology and data

As shown in Figure 4 below, we've identified opportunities for TPS to improve the collection and use of data, and leverage technology which may help to divert certain calls for service, free up some call taker and officer time, and allow for better monitoring and more informed decision making. These opportunities include:

- improving time tracking and staffing data to better monitor resourcing;
- improving call for service data to better monitor how time is spent;
- assessing PRU response to frequently dispatched locations;
- freeing-up officer time by automating and streamlining the reporting process; and,
- using technological solutions for call for service diversion and to support call for service clearance.

Figure 4: Opportunities to Improve and Increase Use of Data and Technology



Improving Time Tracking and Staffing Data to Better Monitor Resourcing

PRU time spent on calls for service can include report writing and other activities

Officers responding to calls for service are required to perform a number of steps relating to resolving and documenting an event. For example, officers may write and file police reports, and complete forms and other administrative or documentation related requirements. During the call for service itself, officers may also perform a variety of activities such as mediating between parties, referring to other resources, investigating, etc.

More detailed time information would allow for enhanced decision making

However, the I/CAD system does not provide a breakdown on how much of the total time on call for service was spent addressing the call, and how much time was spent on other activities. We noted that there are certain administrative event type categories in the I/CAD system, but they can be broad and do not always clearly indicate what the officer did during that time.

Quality issues with certain data sets

TPS management also informed us of gaps in the reliability of the Time Resource Management System data and we noted data integrity issues with disability and accommodation data which limited our ability to perform analysis in this area.

More accurate, detailed and complete information will allow management to better assess how officers are spending their time and the resources available, which should help with more effective resource allocation and operational decision making.

Improving Call for Service Data to Better Monitor How Time is Spent

Some call for service event types can be broad

Some call for service event types can be broad and cover a range of different scenarios. For example, we noted that Check Address, one of the most commonly dispatched event types, can cover a variety of circumstances, from searching for stolen vehicles, to requesting that officers check on the well-being of an individual.

What transpires during calls for service not readily apparent without detailed review

Furthermore, as previously mentioned, the details of what transpired during a call for service cannot always be reliably or easily obtained, without reviewing various sources of documentation, such as listening to caller audio, or reviewing police reports. For example, TPS does not have a way (e.g. data field or flag) to reliably or easily determine how many calls for service involve persons experiencing homelessness, or mental health challenges, outside of the designated event types.

Collecting more data on calls for service will provide more readily available insights

TPS should improve the collection and analysis of its call for service data so that it includes more detailed sub-categories or data fields that indicate the nature of the calls for service attended by officers. This will allow for more robust data analysis and provide data that may help inform training plans, staffing/resourcing and other operational decisions.

Collecting data will be helpful in considering alternative responses

We recognize that some calls for service involving people experiencing homelessness or mental health challenges might still require a police response. However, collecting more readily available information on calls for service involving vulnerable people will be helpful in considering alternative responses and ensuring the best possible outcomes for these individuals. This may also provide insights that could be helpful to TPS in developing strategies for responding to these types of calls for service where police will still be required to respond.

In collecting any personal health information, TPS will need to consider any relevant collection and storage considerations, as well as compliance with applicable legislation, such as the *Personal Health Information Protection Act*.

Assessing PRU Response to Frequently Attended Locations

TPS does not routinely examine data to identify repeat addresses of concern

We identified a number of locations where the PRU have attended hundreds of times since 2018¹⁵. For example, we identified four addresses which appear to be fast food restaurant locations where TPS has cumulatively attended over 1,000 times from January 2018 to July 2021 for Unwanted Guest calls for service. Management reported that many of these calls for service involved persons experiencing homelessness.

PRU officers routinely visit some locations

TPS does not routinely conduct analysis on locations where the PRU attend frequently, to better understand if police are needed, the nature of police attendance, and if the number of times police attend can be reduced¹⁶.

¹⁵ Given the data limitations we describe in Section B of this report, we were unable to determine the nature or circumstances of the events, beyond the explanations provided by management. The locations we identified were based on research of the address locations provided in the call for service data. For example, we noted that the addresses in the data corresponded to locations where restaurant chain locations or hospitals were located. However, some of these locations were operating in busy intersections in close proximity to other businesses/locations so it is possible that some calls for service at these locations may relate to other matters.

¹⁶ We noted that TPS management have access to a dashboard which includes top locations for certain crime indicators, such as break and enters, auto thefts, and frequent offenders. Our report focused on low priority, non-emergency events where PRU are being dispatched, which may not involve a crime or criminal charge.

TPS should work with TCHC and hospitals to free-up PRU time

Many calls for service involved repeat visits to hospital locations and Toronto Community Housing Corporation (TCHC) buildings. While there are calls for service that will still need to be addressed by TPS, there may be opportunities for TPS, in collaboration with the City, hospitals, and TCHC, to determine alternative strategies to resolving these repeat calls for service.

Opportunities to Free-Up Officer Time by Automating and Streamlining Reporting Process

Automating manual processes may help

We noted a number of opportunities where increasing automation to enhance manual processes would likely drive more efficiencies.

Manual note taking is inefficient and increases time spent on a call

TPS procedures require officers to carry memorandum books (known as memo books) or unit-approved notebooks while on duty to record notes of arrests, investigations, significant events and the activities that occur during their shifts. Manual note taking is an inefficient process that can increase time spent on a call for service and may delay officers from attending other pending calls for service.

TPS should accelerate an electronic memo book solution

While TPS is pursuing a Digital Officer Program, which will involve an electronic memo book solution, it should consider if it can accelerate the initiative so that officers can spend more time attending high priority emergency calls for service as well as engaging the community, and less time documenting.

Opportunities to Use Technological Solutions for Call for Service Diversion and to Support Call for Service Clearance

Digital strategies such as video calling may help free up PRU officer time

There are also a number of digital strategies that can be deployed that may help reduce the number of calls for service where a PRU officer must attend on-scene, and to improve the efficiency and effectiveness of collecting information relating to calls for service. Addressing some calls for service through live video technology may be a way for TPS to avoid sending PRU officers on-scene to non-emergency or low risk calls for service, and free up officer time.

Automating call for service information collection may help

Also, developing tools to allow callers to provide as much information as possible, and to allow two-way interaction with TPS without the need to speak to a call taker, may assist with more effective and efficient call for service response.

C. Increasing Integration and Information Sharing

TPS is a key partner in the well-being and safety of the people of Toronto, and TPS and the City should continue to work together

While TPS receives a variety of calls for service from the public, not all are situations that TPS can effectively resolve on its own. There are further opportunities for TPS and the City to increase collaboration with each other and with other agencies to continue to work together to improve outcomes.

Working Together with the City on Mental Health Pilots

Both the City and TPS have launched mental health pilots

We noted calls for service related to mental health and homelessness are sometimes attended by front-line police. A preventive approach and wrap-around supportive response by the City and other agencies would likely provide more effective overall outcomes for these individuals and communities.

Both the City and TPS have launched pilot programs aimed at diverting certain non-emergency mental health-related calls for service to trained mental health crisis workers, instead of police officers. The City launched its Toronto Community Crisis Service pilot in March 2022 and will explore the use of non-police led, crisis response teams for certain calls for service involving mental health. At the same time, TPS has also launched its own pilot, the Gerstein Crisis Centre call for service diversion pilot.

Collaboration and evaluation will be important in evaluating outcomes

While there are opportunities for synergy between the two pilots, there is also the potential for possible overlap, making it necessary for careful joint evaluation and collaboration. Pilot evaluation strategies should include considerations regarding what data will be available to review, how it will be reviewed, and who will be able to access the data.

Also, in deciding next steps for both pilot programs, TPS and the City should consider the recommendations for alternative responses in Section A.1 of this report.

Opportunities to Automate and Better Track FOCUS and Direct Community Referrals

FOCUS program may help free up PRU resources

Furthering Our Community by Uniting Services (FOCUS) is a community-based approach co-led by the City, United Way of Greater Toronto, and TPS, that aims to reduce risk, harm, crime, victimization, and improve community resiliency and well-being.

Referrals are manually provided and not always tracked

The FOCUS program appears to be a potential solution to help free up front-line PRU resources through identifying situations where a non-police response would help reduce frequent/repeat contacts. However, the referral process is manual, largely relying on officers to call or email a FOCUS representative.

Automation could help increase FOCUS and other community referrals

Apart from formal referrals through the FOCUS table or partner agencies, TPS members can also refer people directly to community support programs and agencies. TPS could consider automating the process to track and generate referrals (both FOCUS and non-FOCUS related), such as through using a flag /field on calls for service, or a digital application. This will help with evaluating program outcomes.

Reducing Police Hospital Wait Times for Mental Health Apprehensions

Mental Health Act governs police apprehensions relating to persons in crisis

In Ontario, the *Mental Health Act* (MHA) permits police officers to apprehend individuals suffering a mental health crisis under certain conditions that include if the officer has reasonable grounds to believe that a person is acting or has acted in a disorderly manner, and has reasonable cause to believe the person is a threat or at risk of causing harm to themselves or others¹⁷. Under the Act, when police officers make apprehensions, they must take the person in custody to be examined by a physician, which usually occurs in a hospital setting.

PRU officers can spend hours waiting in hospitals

The officer must wait with the apprehended person and retain custody until a person designated by the hospital as authorized to accept care does so, and this can take hours.

Based on mental health apprehension data provided by TPS, from January 2018 to July 2021 the average wait-time for custody transfer to a hospital official was over 1.5 hours, with approximately 30 per cent of apprehensions resulting in waiting times of two hours or more¹⁸.

Every minute a PRU officer waits in a hospital waiting room reduces the time that officer is available to support public safety efforts, reactively and proactively, in their assigned divisions.

TPS is pursuing strategies but improvement is still needed

TPS is pursuing a number of strategies to free up PRU officers to respond to other calls for service, such as using its district special constables to wait at hospitals and establishing police-hospital liaison committees with some hospitals that work to address issues, including PRU hospital wait times.

¹⁷ The full conditions can be found here: [Section 17 - Mental Health Act](#). In addition to police officer initiated apprehensions, the Mental Health Act also allows for other circumstances where police may be required to apprehend and transport an individual. For example, some apprehensions may be initiated at the request of a physician or justice of the peace or result from a community treatment order. As part of the community treatment order process, under certain circumstances police officers may be required to transport individuals to specific facilities.

¹⁸ Based on hospital wait time data provided by TPS. This number is likely conservative given that wait-time data provided was only available on a per-event basis, instead of per-officer basis. In some occasions, more than one officer will wait with an apprehended person and therefore the cumulative total number of hours spent waiting, are likely greater than what is presented in this report.

However, these strategies could be further improved and expanded to try and find solutions to this problem. Committees have not been formed at several of the hospitals TPS routinely visits related to mental health apprehensions in Toronto, and only a limited number of district special constables are available.

Preventative approach may help minimize mental health apprehensions

A preventative approach that looks to minimize the number of mental health apprehensions, such as through the Toronto Community Crisis Service pilot, may also help to alleviate the pressures on PRU officers tied up in hospital waiting rooms. This would allow PRU officers to be available to respond to other pending priority calls for service and provide better outcomes for residents and community members.

Patient distribution system may be helpful

TPS should also consider if there are any technological solutions that can be deployed, such as the patient distribution system in use by Toronto Paramedic Services. This system assists with distribution of patients to the most appropriate hospital based on certain factors including the severity of the illness/injury, services required, and hospital proximity.

TPS should consider pursuing legislative changes

In addition to strategies to reduce wait times, it may also be good timing for TPSB, in consultation with TPS and other stakeholders, to request changes to the legislation for mental health apprehensions, particularly regarding the requirement for a police officer to retain custody while waiting at hospitals.

In considering its request for potential changes, TPS and TPSB should also consider the impacts of any findings and recommendations from any relevant prior reviews, as applicable.

Working Together with 3-1-1 Toronto on Call for Service Diversion

TPS and City have considered strategies for call diversion to 3-1-1 Toronto

For some people, contacting the police through 9-1-1 has been their “go-to response” for assistance, including for non-emergencies. This is in part because 9-1-1 is free and an easy number to remember, they may not be aware of other numbers such as 3-1-1, and/or they may not be satisfied with the City’s response or may be referred by the City back to police.

Management indicated that police may be dispatched to these non-emergencies because if they don’t respond and something goes wrong as a result of that decision, there could be potential legal risks for TPS.

Joint Non-Emergency Calls and Dispatch Steering Group was established as a result of the Way Forward

As a result of the *Way Forward*¹⁹, a joint *Non-Emergency Calls and Dispatch Steering Group* between the City and TPS was set up with the goal of identifying the appropriate agency/organization to respond to non-emergency calls. The expected impacts were an increase in calls directly to 3-1-1 Toronto, and increased response by City divisions (Municipal Licensing and Standards and Transportation Services) to calls for service that would have otherwise gone to police.

Calls for service assigned to the 3-1-1 Referral event type have not seen significant decline

Calls for service where TPS call takers refer callers to 3-1-1 Toronto are captured under the 311 Referral event type²⁰. Since 2018, the number of calls referred to 3-1-1 Toronto by TPS have not seen significant decline since the shared response model was developed. If the shared response model were functioning as intended, one expected outcome would likely be a general decline in the number of times TPS call takers have to refer callers to 3-1-1 Toronto, due to an increase in the number of calls made directly by callers to 3-1-1 Toronto.

Increased evaluation of 3-1-1 Toronto call for service diversion is needed

While TPS management conducted an analysis of calls for service referred to 3-1-1 Toronto at the beginning of 2019, no further analysis has been conducted by either the City or TPS since to assess if call for service diversion strategies are working as intended. We also noted opportunities for TPS and 3-1-1 Toronto to ensure that roles and responsibilities are clearly understood by staff.

Regular joint analysis and review of 3-1-1 Toronto call for service diversion strategies by TPS and the City will help ensure that they are working as intended.

Increased information sharing between 3-1-1 Toronto and TPS could be helpful

We also noted that TPS and the City do not routinely share noisy party and noise complaint data on a per event basis so that proactive management of noise issues can be addressed. Increasing the information shared between 3-1-1 Toronto and TPS on a per call for service basis (e.g. addresses where police respond to noisy parties) may help identify trends and provide the City with information to address the root cause of issues that are not police matters.

¹⁹ The Transformational Task Force released a report in 2017 titled *Action Plan: The Way Forward* ("Way Forward"). The action plan was aimed at creating a modernized, innovative, sustainable, and affordable police model ([Link to Action Plan: The Way Forward](#)).

²⁰ This only includes calls for service received through TPS's Communications Services unit and classified by call takers as 311 Referral. Residents and community members can also call 3-1-1 Toronto directly to open service requests about City related programs and services and would not be tracked by TPS. Service requests made by residents directly to 3-1-1 Toronto were outside of the scope of our review.

Increased data sharing may help the City and TPS perform more proactive management of by-law issues and reduce the reliance on dispatching TPS officers. However, before undertaking any data sharing, a review of relevant privacy considerations should be performed, in consideration of the *Municipal Freedom of Information and Protection of Privacy Act*, and any other relevant legislation.

Using 2-1-1 Central Data and Community Resources

TPS should consider using 2-1-1 Central data to help drive decision making

2-1-1 Central, operated by Findhelp Information Services²¹, operates a 24 hours a day, seven days a week helpline and website available to the public to provide information on and referrals to community, social, health-related and government services.

2-1-1 also maintains data related to the services people are looking for, and when they contact 2-1-1. If analyzed in conjunction with TPS call for service data, this information may be helpful in providing insights to TPS on where front-line resources are regularly deployed, where demand for community services may exist, and assist with potential community-based alternative solutions.

Increased Public Education and Awareness May Lead to Better Outcomes

Greater public awareness and education may be needed

As outlined in Section A.1, in some calls for service we reviewed, TPS did not appear to be the appropriate agency to resolve the call for service. These instances highlight the need for greater and ongoing public education on who is the appropriate agency to contact to resolve the caller's issue. Increasing public education may help as a preventative measure to avoid some police calls for service and/or having front-line resources dispatched.

There may also be a need to increase public awareness and challenge societal perceptions about people experiencing mental health issues and/or homelessness. These groups may experience stigma and discrimination, including fears that they may be violent. This could potentially lead to calls for service to police even in situations where there are no indicators to suggest the risk of violence or harm.

"Toronto For All" initiative may help create public awareness

The City reported that since 2016 it has collaborated with community partners through its "Toronto For All" initiative to create public awareness campaigns addressing implicit biases, negative attitudes and stereotypes, that can have an impact on ensuring Toronto is an inclusive and equitable city for everyone.

²¹ Findhelp Information Services is a third-party agency that is funded by the City, the Government of Ontario and the United Way of Greater Toronto.

There may be an opportunity for the City to use this initiative to draw attention to these perceptions and to highlight when to consider if a non-police response, such as through the City's street outreach program, may be more appropriate, recognizing that police may still be needed depending on the circumstances.

Conclusion

TPS has effectively become the default response in some situations, responding to some calls for service that are not police matters, due in part to the lack of available effective alternate responses at the times they are needed.

TPS alone cannot support the needs of vulnerable individuals

Furthermore, a lack of adequate supports for vulnerable individuals including people experiencing homelessness, mental health and substance use challenges, has resulted in a default police response to some calls for service. Supporting the complex needs of these individuals is not something that a police emergency response was intended to resolve and alternative community-based responses, if in place and available when needed, can help to provide the needed social supports for people.

Modernizing and enhancing the way data is captured and leveraged provides the opportunity for TPS to work with the City and stakeholders in an informed way to divert some non-emergency 9-1-1 calls, as well as some calls for service to alternative responses that may be able to provide more appropriate supports.

In our view, based on the results, it is not a 'lift and shift' of calls for service and funding, but a strategy of gradual transition for alternative non-police responses where appropriate, with the shared goal to improve outcomes for the people of Toronto.

These are complex matters needing better information to support transition. Opportunities for alternative responses may grow over time as better information is captured and analyzed, and while alternative responses are piloted and evaluated for potential further roll-out.

Once the pilots for alternative non-police responses have been established and evaluated, which will take several years, funding levels and sources should be re-assessed. Other factors impacting both TPS and the City should also be considered, including the population growth, the demand level to meet the needs of vulnerable individuals, strategic priorities and resourcing to achieve them, as well as other considerations such as the impact of mandated NG9-1-1 requirements.

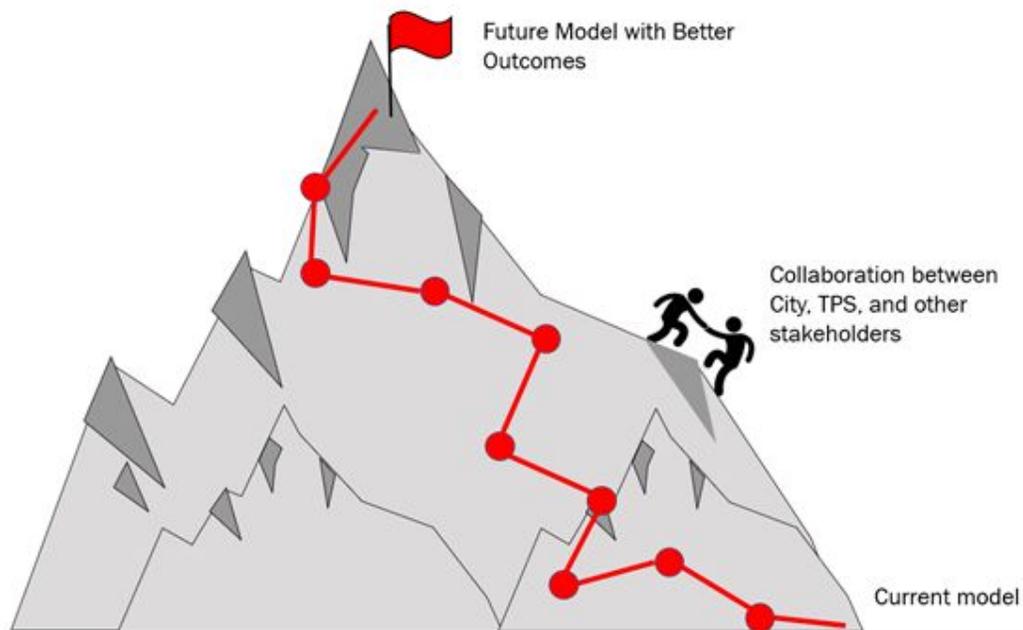
Whole-of-government and whole-of-community approach needed with investment in social service infrastructure and alternative strategies

This review also highlights that a whole-of-government and a whole-of-community commitment and approach is needed. Strategic investment by all levels of government in social service infrastructure and alternative strategies is necessary in order to create long-term value for the City, for individuals and the community. The need for funding supports from other levels of government for social infrastructure is also mentioned in our recent audit of the City's emergency shelter program.

A journey of change is needed

As illustrated in Figure 5, improving community safety and well-being will require active leadership and commitment from the City, and multi-sector collaboration and partnership in pursuing alternative responses. Progress towards this goal will allow TPS to further focus on its strategic priorities. It is important for stakeholders to support one another to achieve the best possible outcomes for the people of Toronto.

Figure 5: A Journey Towards Change is Needed



Plans, data, transparency and accountability are needed to move forward

It will be important for TPS, the City, and other stakeholders to develop concrete community-wide plans that include the desired outcomes and a framework to capture data, and track, evaluate and report out publicly on the progress of pilot outcomes. This can inform evidence-based decisions and ensure transparency and accountability as all stakeholders move forward together.

Our review makes 25 recommendations that provide the starting point for the City, TPS, and its partners to embark on this journey together.

Thank You

We would like to express our appreciation for the co-operation and assistance we received from the following groups in completing our review:

- Toronto Police Service
- Toronto Police Services Board
- Toronto Police Association
- City Manager's Office
- Municipal Licensing & Standards Division
- 3-1-1 Toronto
- Social Development, Finance & Administration Division
- Shelter, Support & Housing Administration Division
- Toronto Paramedic Services
- Toronto Community Housing Corporation

Background

TPS is the policing agency for the City of Toronto

The Toronto Police Service (TPS) delivers policing services in Toronto. Working in partnership with communities, TPS is responsible for:

- crime prevention;
- enforcing all applicable laws in Toronto including the *Criminal Code* (Canada), provincial offences, *Highway Traffic Act*, and City by-laws;
- providing assistance to victims of crime;
- community-based crime prevention initiatives;
- maintaining public order; and,
- providing emergency response to major threats and public safety risks.

Police Services Act & Upcoming Changes

The *Police Services Act* sets policing standards in Ontario

TPS is governed by the provincial *Police Services Act* which sets the standards for police services in Ontario. It gives police services boards the responsibility for providing adequate and effective policing services and identifies the core activities that police services must provide.

Changes to *Police Services Act* may impact how police services are delivered

In March 2019, the Government of Ontario passed the *Community Safety and Policing Act*. Once in force, it will replace the *Police Services Act* and is expected to impact what constitutes adequate and effective policing. Specifically, under section 14 of the *Community Safety and Policing Act*, police service boards will be able to enter into agreements with other police services or prescribed entities to provide certain policing functions allowed under legislation.

Regulations which are expected to clarify the new legislation, including the types of policing services functions allowed under section 14, have not yet been finalized. The *Community Safety and Policing Act* has not yet come into force and any changes from the current *Police Services Act* will be an important consideration in implementing the recommendations contained in this report.

TPS Governance

TPSB sets strategic direction and provides oversight to TPS

The Toronto Police Services Board (TPSB) oversees TPS and is responsible for ensuring the provision of adequate and effective police services in Toronto. TPSB works closely with the Chief of Police and senior leadership team to set the priorities and objectives and budget for TPS and provide governance and oversight through policies and other legally binding direction.

The Chief of Police administers TPS and oversees its operations in accordance with the objectives, priorities and policies established by TPSB and the *Police Services Act*.

Chief retains authority for day-to-day operational matters

While TPSB is responsible for directing the Chief and monitoring their performance, it cannot direct the Chief with respect to specific operational decisions or the day-to-day operation of TPS.

Staffing and Budget

TPS employs over 5K uniform and 2.5K civilian members

TPS has a staff complement of over 7,500 members, including almost 5,000 uniform police officers and over 2,500 civilian members. Almost all uniform and civilian employees of TPS are governed by collective bargaining agreements with the Toronto Police Association and the Toronto Police Senior Officers' Organization.

90% of TPS \$1.1B budget is related to salary expenses

TPS's 2022 net operating budget is approximately \$1.1 billion; representing an increase of 2.3 per cent over the City Council approved 2021 budget request. In 2021 and 2020, budget increases of approximately zero and 1.3 per cent respectively, were approved²². Salary related expenses represent approximately 90 per cent of total gross expenditures.

TPS has faced hiring moratoriums in the past

TPS has reported hiring moratoriums and reductions in hiring over the last several years. In its 2019 budget notes, management indicated that the Service had reduced over 300 positions since 2015 due to a hiring moratorium. In TPS's 2021 and 2022 budget notes, management reported that civilian staffing shortages in recent years, as a result of a previous hiring moratorium, have put significant pressure on the ability of staff to work on capital projects while continuing to perform their day-to-day duties.

²² Budget increases are calculated based on total gross expenditures as per TPS's budget notes. For the 2022 budget, management indicated that the financial impact of collective agreement settlements was the single largest component of the budget increase.

TPS budget does not include the Parking Enforcement Unit

TPS's budget does not include the Parking Enforcement Unit net operating budget which is presented separately for City Council approval and was approximately \$50 million in 2022. There are almost 400 members working in TPS's Parking Enforcement Unit.

TPS budget one of the largest items of the City's overall budget

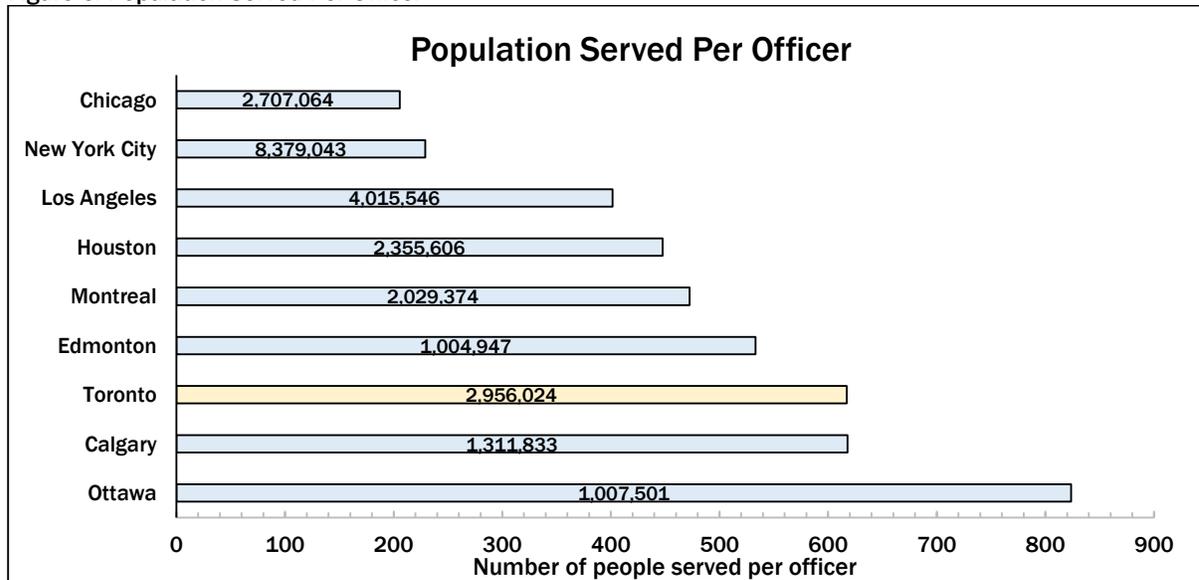
TPS's budget represents one of the single largest expenditure line items in the City's overall operating budget.

Toronto has a ratio of one uniform officer serving 617 people

As illustrated in Figure 6 below²³, in 2019, Toronto had a ratio of one uniform officer serving approximately 617 people. This number ranged from 200 to over 800 people for some other North American cities with populations greater than one million people. The lower the number of people served per uniform officer suggests a possible higher level of service from a resourcing perspective. Toronto's ratio was on the higher end for number of people served compared to these other jurisdictions.

It is important to note that police services can differ throughout regions of Canada and North America and there are a variety of factors that can influence their budgets and operating models, including the population served per officer, legal parameters, and geographic areas.

Figure 6: Population Served Per Officer



²³ Based on information published by Statistics Canada ([Municipal police services serving a population of 100,000 or more, Canada, 2019](#)) and the Federal Bureau of Investigation (<https://ucr.fbi.gov/crime-in-the-u.s/2019/crime-in-the-u.s.-2019/tables/table-78/table-78.xls/view>) using 2018 and 2019 population data.

TPS Command Areas and Front-line Officers

TPS organized into four main commands

TPS is organized into four main command areas, which include Corporate Services, Information & Technology, Community Safety, and Specialized Operations.

The **Community Safety Command** includes the uniformed divisions of TPS²⁴. These divisions are the front-line of TPS, making up the majority of TPS's uniformed officers. This includes:

- **Priority Response Unit (PRU) officers;** mainly responsible for responding to emergencies and other calls for service
- **Community Response Unit (CRU) officers;** who primarily work in communities to identify and assist in developing solutions to reduce crime and disorder and sometimes respond to calls for service²⁵; and,
- **Neighbourhood Community Officers (NCOs);** who are assigned to specific neighbourhoods and work in partnership with local residents and community-based organizations to address community safety and quality of life issues.

TPS also uses Mobile Crisis Intervention Teams (MCIT), which are a partnership between some hospitals and TPS. The program partners mental health nurses and trained police officers to respond to 9-1-1 emergency and police dispatch calls for service involving individuals in crisis. The nurse-police teams will assess needs and help the person in crisis get connected with community supports and other services.

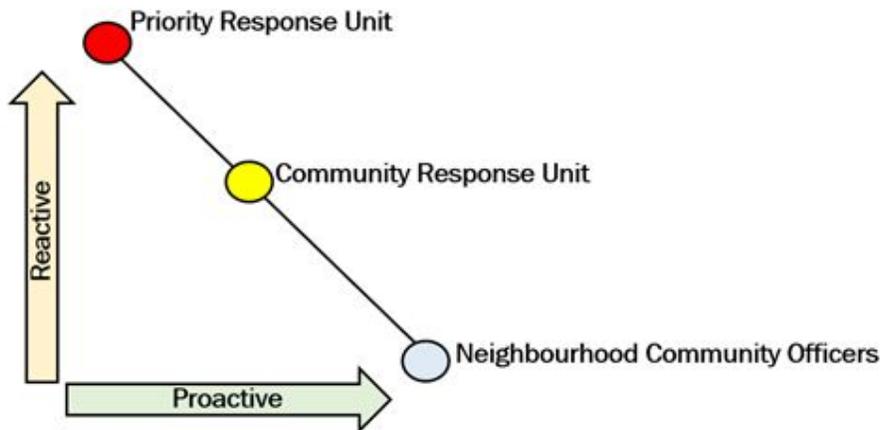
As illustrated in

Figure 7, generally, PRU officers are more reactive, responding to emergencies and other calls for service. While the CRU officers have more autonomy, they still respond to events and service requirements across the city. By contrast, NCOs have more time for proactive activities, and are focused on building relationships and making connections and referrals within their neighbourhoods.

²⁴ Apart from the different types of uniformed front-line officers listed above, TPS divisions also have investigative units/officers.

²⁵ Management reported that as of June 2022, most CRU officers have been redeployed primarily to expand the Neighbourhood Community Officer Program, and also to further support staffing challenges within the PRU.

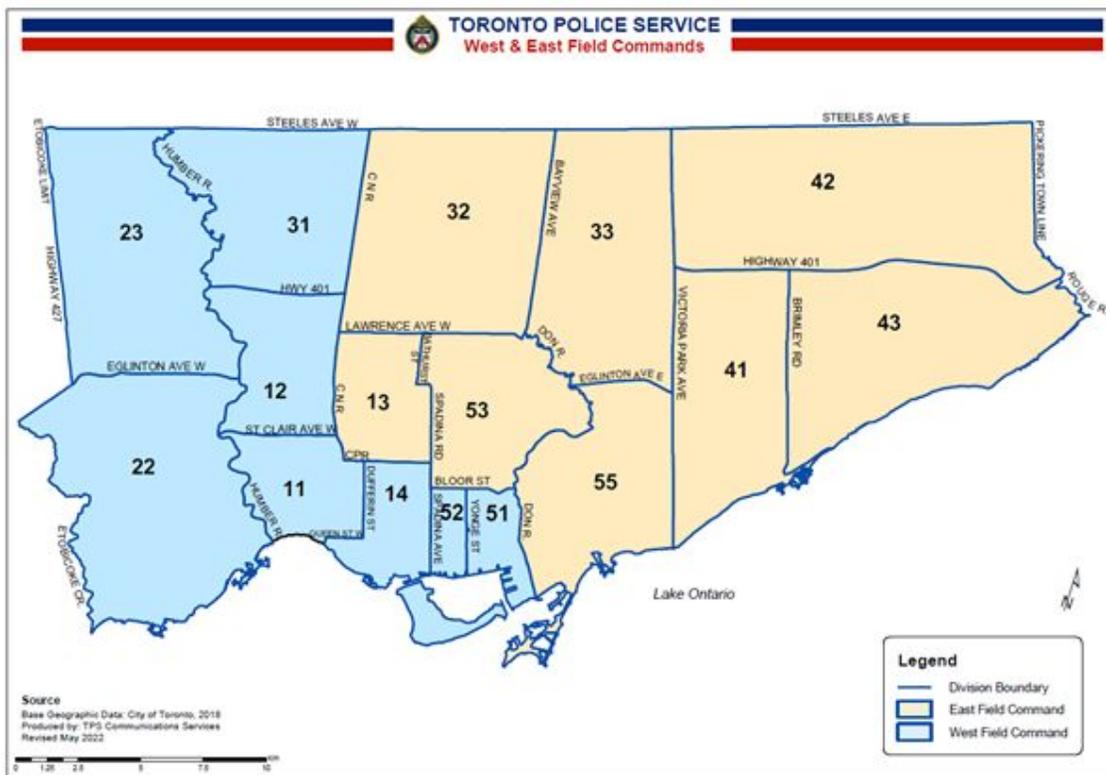
Figure 7: Divisional Front-Line Officer Responses



There are 16 TPS Divisions

Uniformed officers perform their policing duties across 16 divisions, each representing a distinct geographical area of Toronto, as shown by the map below in Figure 8. Divisions are classified under two separate areas, West Field Command and East Field Command.

Figure 8: TPS Division Map



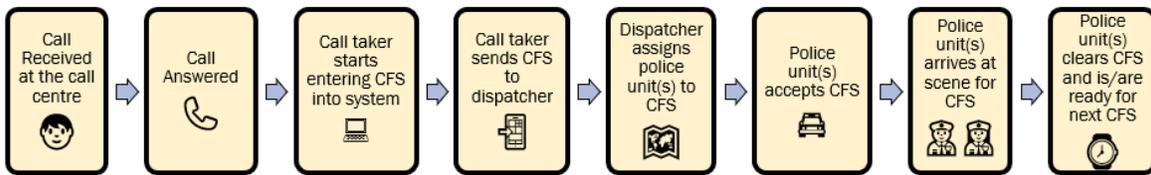
Police Calls for Service

Calls for service are requests for police assistance

Calls for service are requests from the public for police assistance. Generally, the public can request police assistance either by calling 9-1-1, TPS's non-emergency line (416-808-2222), using TPS's Citizen Online Report Entry (CORE) online reporting system for certain types of incidents, or by visiting their local police division in-person.

Calls for service are mainly received through TPS's Communications Services unit, with communications operators managing the call answering and dispatching functions relating to calls for service. Call takers record call for service details and assign resources using the call for service system (referred to as the I/CAD system). The workflow for a typical call for service for a 9-1-1 or non-emergency call, where police response is required, is illustrated in Figure 9 below.

Figure 9: Call for Service (CFS) Workflow for a Call Received at the Call Centre



Calls for service can range from priority 1 to 6 based on the urgency of the call

Calls for service are categorized using event types, and each event type has a priority rating assigned to it to reflect the nature of the event. Priority ratings are assigned based on the event type and the circumstances that surround the event and are guidelines to help determine which event(s) to dispatch first.

TPS uses priority two, four and six as its default priority ratings for event types²⁶. Communications operators can adjust the default priority rating of an event based on the circumstances of the situation using either priority one, three or five. Priority one is the most urgent rating and priority six is the least urgent rating.

²⁶ The call for service system also includes default priority eight events that are mainly used as administrative event types. These are discussed further in Section B.1 of this report.

Call takers use their judgment to upgrade or downgrade a default priority rating

For example, a call taker may determine that a Suspicious Incident call for service, which is a default priority two event, needs to be downgraded to priority three or four, as there is no present or immediate danger. On the other hand, a call taker may determine that a Check Address call for service, which is a default priority four event, needs to be upgraded to priority one, if they learn that there may be a weapon or violence involved and there is an immediate risk to life.

As shown in Figure 10, priority one to three calls for service are generally treated as emergencies requiring immediate police attendance, while priority four to six calls for service are considered non-emergencies with no imminent danger or potential for harm. For these non-emergencies, PRU officers are assigned to attend when and if they become available.

Our review mainly focused on priority four to six calls for service

Our review focused mainly on priority four to six calls for service as more opportunities for alternative response may exist within certain event types for these lower priority, non-emergency calls for service. This is discussed in greater detail in Section A.1 of this report.

Figure 10: TPS's Definitions of Priority Ratings

	Priority Rating	TPS's Priority Rating Description	Examples	
Emergency	1	Most urgent situations that require upgrade from another priority. The dispatcher may assign the event to any unit from anywhere across the city. It is assigned to any call that poses a threat to life, limb, property, evidence or arrest.	Default Priority 2 Shooting Stabbing Holdup Hostage Situation Robbery in progress Impaired Driver Break and enter, just occurred	Mostly Out of Scope; Analytical Review Only *except for See Ambulance calls ²⁷
	2	Events that require immediate police attendance and where the potential for danger and/or injury is present or imminent		
	3	Events which have been changed from the default priority based on the circumstances of the event		
Non-Emergency	4	Non-emergency situations where potential for imminent danger and/or injury is not a factor	Default Priority 4 Check Address Unwanted Guest Dispute Noisy Party	In-Scope for Detailed Review
	5	Events which have been changed from the default priority based on the circumstances of the event		
	6	Non-emergency situations where potential for danger and/or injury is not a factor	Default Priority 6 Theft of Gas Property Damage Accident Lost Property Parking Complaint	

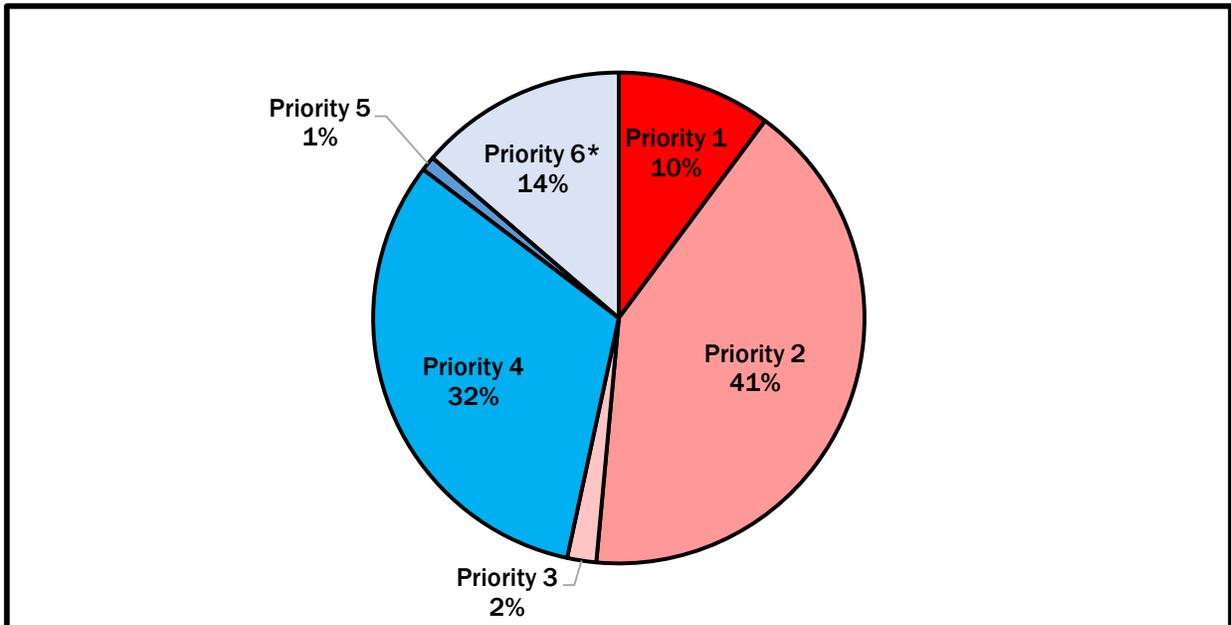
Calls for service increased 5.3% from 2017 to 2019

As part of its 2022 budget notes, TPS reported that in 2019²⁸ it received over 800,000 non-emergency and 1,130,000 emergency calls and that calls increased by 5.3 per cent from 2017 to 2019.

²⁷ See Ambulance is an event type (default priority two) where paramedics request the assistance of police on medical related calls for service.

²⁸ The year 2019 was selected for illustration in some areas of our report given that it provides the most recent, normalized, full year of data. TPS reported that call for service data and response times in 2020 and 2021 may not accurately reflect the true state of operations due to the impacts of the COVID-19 pandemic.

Figure 11: Dispatched Calls for Service in 2019, By Priority



*Excludes some call for service event types, as per the note in the paragraph below

Almost half of dispatched calls for service were classified as priority 4 to 6 in 2019

Figure 11 above shows the breakdown of dispatched calls for service by priority in 2019 that would generally be attended by a PRU or another front-line officer. Approximately 53 per cent of calls for service were classified as priority one to three and approximately 47 per cent of calls for service were classified as priority four to six. The chart above excludes the following priority six event types:

- vehicle/subject stops and directed patrol events, as these are generally officer-initiated event types that do not result from calls for service;
- internet reporting and walk-in station report events, as these events are generally not handled by dispatching a front-line PRU officer unless follow-up is needed after the initial investigation; and,
- parking related events, as these events are handled separately by TPS's Parking Enforcement Unit and usually do not involve police officers.

The Auditor General has also conducted an audit of 9-1-1 PSAP operations

TPS's Communications Services unit and call-answering and dispatch functions are the topic of a related audit of TPS - 9-1-1 Public Safety Answering Point (PSAP) operations conducted by the Auditor General that is also being reported out at the same time as this report.

Overall capstone report considers key messages and themes

The Auditor General has also released an overall report entitled “[Key Common Themes: Toronto Police Service – Audit of 911 Operations & Review of Opportunities to Support More Effective Responses to Calls for Service](#)” that considers overall key messages and themes of both reports.

Past Reviews and Plans to Continuously Improve TPS

TPS has undergone several internal and external reviews over the last 10 years

TPS has undergone a number of internal and external reviews over the last ten years, many of them examining areas for improved efficiency and potential cost savings. The Auditor General’s Office also conducted select audits and reviews of TPS from 1999 to 2011.

In 2012, TPS began its own internal reviews, known as the Chief’s Internal Organizational Review. This was a multi-year journey reviewing TPS administrative and business processes and service delivery, to find ways to deliver policing in a more fiscally responsible manner.

In 2014, TPSB engaged a consultant to perform a review of the Chief’s Internal Organizational Review, and to build upon the work that TPS had done to describe further potential options and opportunities for change. This work resulted in the report *Opportunities for the Future for the Board’s Consideration*.

TPSB commissioned a Transformational Task Force to determine how best to modernize the structure and service delivery of TPS

Following this report, TPSB commissioned a task force (known as the Transformational Task Force) to review and study all of the reports issued over the last five years dealing with organizational change and potential efficiency measures to determine how best to modernize the structure and service delivery of TPS. The Transformational Task Force was also tasked with finding opportunities for TPS to deliver services more efficiently and effectively.

Action Plan: The Way Forward was the result of the Task Force’s work

The result of the Transformational Task Force’s work was *Action Plan: The Way Forward* (“*Way Forward*”), an action plan aimed at creating a modernized, innovative, sustainable and affordable policing model. TPS has reported that many of the recommendations from the *Way Forward report* and other previous reviews have been implemented and have resulted in cost savings, including the increased use of civilians to perform responsibilities historically carried out by uniformed officers.

Since the *Way Forward* report, there have been a number of other internal and external reviews of TPS, including an organizational culture assessment, and various public inquiries/inquests in areas including racial profiling and discrimination, use of force, and missing persons investigations. During this same time, TPS has also released a number of strategies, including a race-based data collection strategy and people plans that look at how TPS supports and manages its members.

Public Call for Transformative Change to Policing

High profile events put pressure on transforming policing

In 2020, there were high-profile events and protests in the United States and Canada related to policing and the community safety response for marginalized individuals and communities. With these events came public pressure to transform policing services and to review police funding.

In a letter to City Council dated June 23, 2020, Mayor John Tory referenced the, “*the tens of thousands of Torontonians who have called and e-mailed [his] office and the offices of [his] Council colleagues over the past few weeks,*” and that “*many of you have raised the issue of policing, and there have been calls to de-fund the police*”²⁹.

City Council's response through 36 decisions in June 2020

In response, City Council adopted 36 decisions in June 2020 related to areas including public safety, crisis response and police accountability, which included a direction to the City Manager to work with TPS and other stakeholders to develop alternative models of community safety response³⁰.

TPSB's response through 81 recommendations on policing reform

Similarly, at its meeting in August 2020, TPSB approved 81 recommendations³¹ on policing reform which incorporated City Council's motions. Recommendation 1a directed the Executive Director, TPSB Office to work with TPS, the City Manager, and other stakeholders to identify the categories of calls that might be addressed by a non-police response.

This review examines whether TPS is using its existing policing resources in the most efficient and effective manner possible

This review examines whether TPS is using its existing policing resources in the most efficient and effective manner possible to achieve its mandate under the *Police Service Act*, providing the most value-added services for the people of Toronto, and maximizing outcomes that can be achieved for the City as a whole.

The work we describe in this report was not an audit

The work performed in relation to this report does not constitute an audit conducted in accordance with Generally Accepted Government Auditing Standards. However, we believe we have performed sufficient work and gathered sufficient appropriate evidence to provide for a reasonable basis to support our observations and recommendations.

²⁹ [Changes to Policing in Toronto - Letter from John Tory](#)

³⁰ [City Council 36 Decisions, June 2020](#)

³¹ [TPSB 81 Recommendations, August 2020](#)

Results

A. Re-thinking Call for Service Response to Support More Efficient and Effective Outcomes

TPS plays a key role in ensuring the safety and well-being of the people of Toronto

Toronto Police Service (TPS) plays a key role in ensuring the safety and well-being of the people of Toronto through its delivery of policing services. As first responders, TPS officers are on the front lines and respond to a variety of situations. However, a Priority Response Unit (PRU) police response is not intended to and cannot always resolve the complex needs of some vulnerable people, such as those experiencing homelessness or mental health challenges.

PRU officers may be dispatched to respond to a variety of call for service, including all priority levels

PRU officers are TPS front-line officers who are mainly responsible for responding to emergencies and other calls for service. The PRU represents a large part of TPS resources and is a model of policing that has been in place for many years.

PRU officers may be dispatched to respond to a variety of calls for service – from high priority events such as shootings, to non-emergencies such as by-law issues. Once on site, officers are generally responsible for resolving the call for service in its entirety – from controlling immediate safety concerns to evidence collection, taking notes, and preparing reports, although they may be assisted by other TPS members.

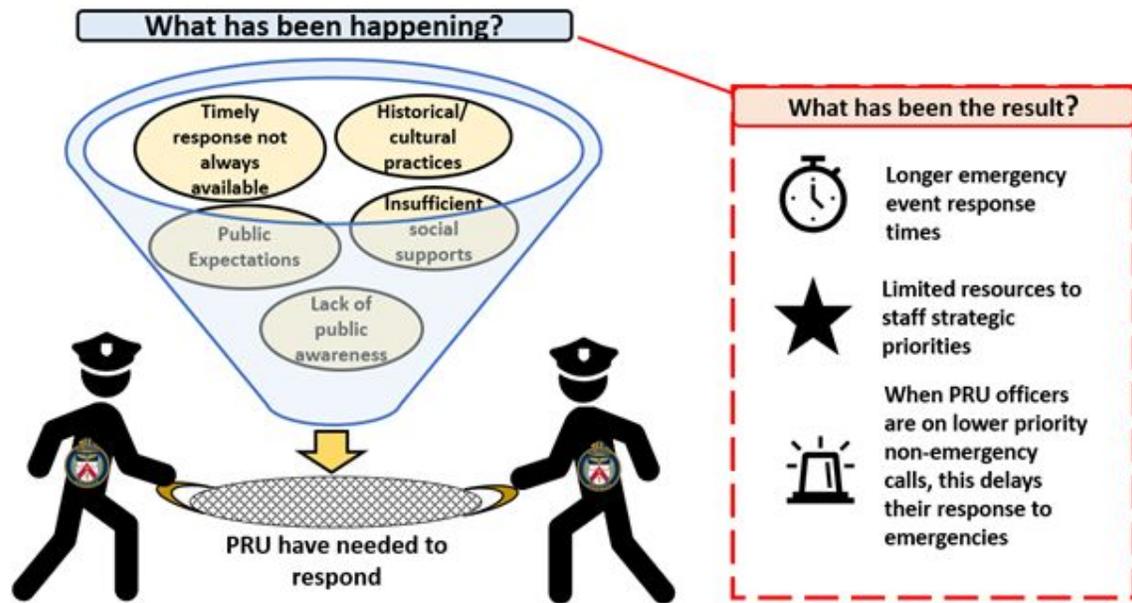
Not all calls for service that PRU officers respond to require an immediate police response

In the 2017 report, *Action Plan: The Way Forward* (“Way Forward”), TPS reported that many of the calls for service its Communications Services unit receives involve “*situations where a police response was requested but not strictly necessary.*”

TPS has effectively become a default response for some situations

As illustrated in Figure 12, PRU officers have effectively become the default response for providing assistance in some situations, due to a number of reasons. Individuals we interviewed during our review, including members of TPS, the Toronto Police Association and City staff, were aligned with this view about the lack of alternative responses.

Figure 12: What Has Been Happening



TPS noted these challenges in the *Way Forward* report

In the *Way Forward* report, TPS noted that “...For some of these situations, a police response makes sense because of risk or the presence of potential danger. In other situations, however, people call the police because they think they are supposed to, or they don’t know who else to call. It can also be because the appropriate City department is unable to respond as quickly or doesn’t provide an after-hours service.” We found some of the same findings in this project, particularly through the results of our sample review.

Some members of the public expect that police are available to respond 24/7 for non-emergency calls for service

Historically, for some people, contacting the police has been their “go-to response” for assistance and they have the expectation that police will respond to their call, whether it is an emergency or not. The 9-1-1 emergency number is a toll-free phone number, is brief, easily remembered and can be dialed quickly. PRU officers are available to respond to calls for service 24 hours a day, seven days a week, anywhere in Toronto.

Lack of public awareness on who to call for non-emergencies

However, the public are not always contacting TPS for emergencies and this is sometimes impacting police resourcing and the ability of police to respond in a timely way to higher priority, emergency calls for service. In some cases, the public may need increased education and awareness on who they can call, e.g. 3-1-1 for information on City services. In other cases, we found the public may first call another number, such as 3-1-1, and if they don’t receive the timely response they would like, they contact TPS.

No one else available to respond

And finally, there are some areas of need where there may not be an alternative available, at the times needed, to address some non-police matters. If there is no one else available to respond, some members of the public expect the police to respond.

Insufficient social supports including underinvestment in mental health supports in Canada

There are also often insufficient social supports in place for people, including support for people with mental health challenges. Underinvestment in mental health resources in Canada has also meant that people with mental health challenges may not always receive the supports they need³². This sometimes results in police officers becoming the default first responders in some situations involving those in crisis. Over the past five years, TPS has seen an increase in person in crisis calls for service.

Historical/cultural practices of TPS focus on providing service to help people

In a meeting with TPS, we heard that some members of TPS may see a big part of their job as “helping people”, and not just “fighting crime”. In 2018, an organizational cultural assessment performed by an external consultant showed that TPS leaders and members shared a common sense of the importance of being service focused and that “customer focus” scored the highest of all the behaviour indicators assessed.

This customer focused culture may partly explain why police have sometimes responded to calls for service outside of the scope of their mandate.

What has been the impact?

Responding to non-police matters impacts response times for higher priority calls

As shown in Figure 12, the impact of using police as the default response for some situations has created constraints for TPS which has also impacted the City as a whole. When PRU officers are tied up attending non-police or lower priority, non-emergency matters, this can delay their ability to address pending higher priority calls for service in a timely manner.

PRU officers are first responders, and their primary function is to attend emergencies and other situations where prompt attendance by someone with the training and authority of a police officer is essential.

³² In the “*Changing Directions, Changing Lives: The Mental Health Strategy of Canada*” report, the Mental Health Commission of Canada indicates that “...given the historical neglect of the mental health sector, the Strategy recognizes the need to invest more so that mental health outcomes can be improved.” and that “...in any given year, one in five people in Canada experiences a mental health problem or illness, with a cost to the economy of well in excess of \$50 billion” ([Link to Changing Directions, Changing Lives report](#))

A PRU police emergency response is not intended to and cannot address the complex needs of some vulnerable people

A PRU police emergency response is not intended to and cannot resolve the complex needs of some vulnerable people, such as those experiencing homelessness or mental health challenges. PRU officers may not always be the most appropriate response to these types of calls, and a community-based response may help provide better outcomes for people.

TPS highlighted these challenges in the Way Forward

TPS highlighted these challenges in the *Way Forward* noting that, “...These non-emergency situations often involve considerable delays for residents before an officer can be dispatched. While on this type of call, officers are not available to respond to emergency calls.”

These issues are explored in greater detail in the following sections of this report.

City, TPS and other partners must continue to work together

In a city with almost 3 million people, demand for police resources is high. As response times increase and the Service faces budget constraints, TPS must determine the most efficient and effective allocation and use of its front-line resources. At the same time, the City, TPS and other partners must continue to work together to provide alternative call for service responses that provide the best possible outcomes for the people of Toronto, especially for those who are most vulnerable.

A. 1. Is a Response by Priority Response Unit Police Officers Always Essential?

We reviewed over 300 dispatched calls for service

In total we reviewed over 300 dispatched calls for service from January 2018 to July 2021, to assess if an on-scene, PRU response was essential, or if the event could potentially have been addressed by a non-PRU police response³³, or alternative non-police response.

We wanted to see a range of what was happening on calls for service, particularly for the lower priority four to six, non-emergency event types. Our initial sample focused on select event types, which could potentially be handled by a non-PRU police response, or alternative non-police response.

³³ TPS already has several different units that provide alternative police responses. These are discussed in greater detail later in this report.

We excluded most higher priority one to three emergency event types (except for See Ambulance calls for service classified as default priority two and discussed later in this report) since many of these events are likely to require a police response³⁴. These events include situations such as shootings, assaults in progress, break and enter in progress, etc., which are calls for service that involve or could involve imminent danger.

We focused on 6 event types that may be suitable for an alternative response

From our initial sample, we identified six event types³⁵, illustrated in Figure 13, as having the greatest opportunity for a non-PRU response and expanded our sample to focus on those items³⁶. We have used these six event types (all default priority four) as a window to see what is possible, but there may be other event types that have potential for alternative responses.

40% of the calls for service we reviewed across six lower priority event types could possibly have been handled by an alternative response

In approximately 40 per cent³⁷ of the calls for service for these six event types across lower priority calls that were included in our sample, the circumstances of the call for service based on the situation at the time of dispatch suggested that on-scene PRU attendance may not have been essential, and that a non-PRU police response, or alternative non-police response may have been able to handle the event. Our conclusions were informed in consultation with a panel of experts that included former law enforcement officers.

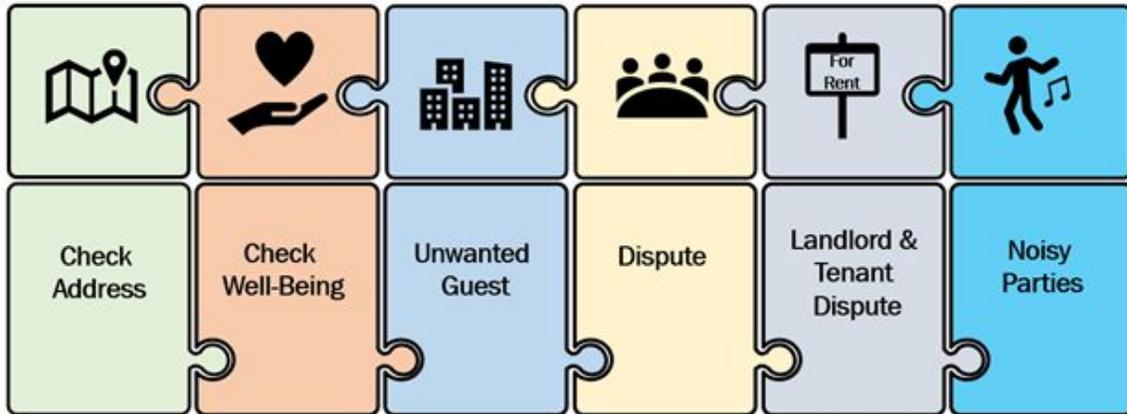
³⁴ Although this report includes issues regarding mental health, our project did not start with a mental health focus and therefore, we did not review calls for service classified by TPS using mental health event types (e.g. “Persons in Crisis”, “Threatening Suicide”, etc.). While these calls for service are classified as priority one to three, not all of these calls may require a police response. Response to mental health calls is a separate area listed on the Auditor General’s Proposed Risk-Based Audit Plan of TPS and may be addressed as part of a future audit ([Link to AG’s Risk Based Audit Plan of TPS](#)).

³⁵ Apart from the criteria mentioned above, our sample population only included calls for service where at least one PRU unit was dispatched and excluded certain events. For example, we excluded those events that resulted in an apprehension/arrest, charges laid or pending, events assigned to the Parking Enforcement Unit group, events initiated by officers, events where individuals requested assistance in-person at divisions, and events assigned to TPS’s alternate response unit groups.

³⁶ We used a statistically valid and randomly selected sample, using a 90 per cent confidence level and 15 per cent margin of error.

³⁷ Total percentage is based only on the six event types, as outlined in Figure 13, for the items that were included in our sample.

Figure 13: Six Event Types Reviewed



Criteria we used in assessing whether an alternative response may be suitable

In assessing whether an alternative response (either police or non-police) may be suitable in the calls for service we reviewed, we considered the following questions:

- Were there any legislative requirements (e.g. *Police Services Act*) which would require a police response (e.g. an arrest or investigation may be required)?
- Was an on-scene PRU response required, or could the event have been addressed remotely?
- Was there a risk of imminent danger, violence or weapons?
- Did the call for service require an immediate response, or would a delayed response have been acceptable?
- Was the attendance of a PRU officer likely to address the root cause of the issue and result in the most effective outcomes for the individuals involved?
- Based on the circumstances of the call for service, was there any group (that either currently exists or could exist in the future) that could have attended as an alternative response and resolve the event?

Many calls for service will still require a PRU police response

Many of the calls for service in the event type categories we reviewed would still likely require a PRU police response. We also recognize that many calls for service have the potential for danger, including those that originate as low priority, non-emergency calls.

Police have a duty and authority to investigate certain types of calls and the *Police Services Act* also requires that police services must respond to emergency calls for service 24 hours a day. These requirements should be considered before any future changes are implemented.

However, there is the potential for some of the calls for service to be handled differently, if an effective and timely alternative response is available.

Examined 6 event types (default priority 4) and found an on-scene PRU response may not always be essential in some cases

The section below outlines our findings relating to these six event types, where an on-scene PRU response may not always be essential, and either a non-PRU police or non-police alternative response, if it exists or is developed, could sometimes handle the event.

Developing effective and timely alternative responses will be a longer-term journey

Developing effective and timely alternative responses will not happen overnight. It will be a longer-term journey with TPS and the City and other agencies working together, to establish or improve non-police alternative responses for the City, in order to build better outcomes together. Non-police alternative responses are further discussed in the section below related to the above six event types.

Identified areas for TPS to continue to improve its alternative police responses

There are also some alternative police responses to PRU officers described in the next section that TPS may be able to use to free up PRU officer time. We have findings in that section for TPS to continue to improve these alternative police responses.

This journey will require all levels of government working together to obtain the funding needed. Also, if the alternative responses are not effective, timely, and widely used by the public, it is possible that the PRU will still be called and required to respond.

Examined See Ambulance calls for service (default priority 2) and found protocol can be improved

We also examined the See Ambulance event type (default priority two) where paramedics request the assistance of police on medical related calls for service. We have findings below for the two entities to improve their protocols in working together, and this may decrease the volume of calls for service where police assistance is requested.

Findings from Six Event Types

1. Check Address

Check Address events are used as a “catch-all” event type

Check Address events are considered a “catch-all” event type, and can be used in a variety of instances, including to check an address in relation to a police investigation, for a missing person, to check on someone’s well-being, and other reasons. Check Address events are also used in certain situations where TPS receives a 9-1-1 call where the caller is not responding or there are no audible sounds and the call taker cannot make voice contact with the caller.

We identified calls for service involving persons experiencing homelessness and mental health challenges

Of the Check Address calls for service we reviewed, some examples³⁸ of situations we noted included:

- persons possibly experiencing homelessness and/or mental health challenges;
- requests for PRU officers to perform searches for stolen vehicles; and,
- a condo security guard requested police attendance in relation to a matter involving the execution of a will.

PRU attendance was not intended to and can’t resolve the complex needs of some vulnerable people

In some of these situations, a PRU response is not intended to and can’t resolve the complex needs of some vulnerable people, such as those experiencing mental health challenges, or provide the supports that the individuals involved may have required.

In addition, some of the functions PRU officers were asked to perform, such as searching for stolen vehicles, could possibly be performed by police alternative response units, freeing up the PRU to respond to higher priority calls for service.

³⁸ The examples we highlight in this section are based on our sample review only. The nature of calls for service in each category can vary from event to event.

Example: Someone Passed Out in a Public Transit Bus Shelter

Caller indicated that they were concerned about an individual who had been passed out in a public transit bus shelter for about an hour in the same position.

There was no indication of criminality mentioned by the caller, and the individual was no longer at the scene when the police arrived.

If there was information provided that suggested the person was experiencing homelessness, the call for service may have been more suitable for a homeless outreach initiative to provide the proper support to the individual, if needed.

Public request police to check on the well-being of family and friends and other individuals

2. Check Well-Being

Check Well-Being events involve requests for police to attend a requested address to check on the condition or well-being of a person who they have not seen or heard from for a length of time. These requests typically arise when a family member or other concerned party has been unable to get in touch with an individual and they are concerned for that individual's well-being.

Check Well-Being events can also arise when call takers receive calls from individuals and are concerned about their mental health or well-being based on the nature of the call and the information relayed by the caller. For example, if the call taker feels the person may be in crisis.

Of the Check Well-Being calls for service we reviewed, some examples of situations we noted included:

- requests from individuals, some of which did not reside in Toronto, to check on the well-being of family members living in Toronto that they had not heard from for a period of time;
- persons possibly experiencing mental health challenges;
- requests from school officials asking TPS to check on the well-being of students that they had been unable to get in contact with; and,
- a request from a healthcare provider for police to visit an elderly patient with dementia who had missed a scheduled health appointment.

Alternative responses may have been able to handle some of these calls

In many of the situations we reviewed there was no articulable immediate safety concern, or risk of danger. The main function of the PRU was to contact the individuals or attend their residence and confirm their well-being.

We recognize that each call for service is different and there will still be Check Well-Being calls for service that are high risk and that will require police involvement. However, in the cases we looked at, we believe there are opportunities for certain calls to be carried out by alternative non-PRU police responses or a non-police response.

Example: Caller Wants Police to Check on His Family Member Who Won't Pick Up His Calls

A caller from outside Toronto wanted police to check on a family member living in Toronto who had not responded to his calls for two weeks. The caller mentioned wanting the family member to call him every day, and the call taker advised that police could not force the family member to return his calls. Ultimately an officer attended the family member's residence and the family member advised the responding officers that he would contact the caller later.

3. Unwanted Guest

Public can call police to assist with unwelcome persons

Unwanted Guest events involve requests from individuals and businesses for police to remove someone from a property because that person is no longer welcome but continues to stay at a location against the wishes of the property owner or agent.

Many calls for service involved persons experiencing homelessness and likely in need of supports

Many of the Unwanted Guest calls for service in our sample where we determined that PRU attendance was not essential involved persons possibly experiencing homelessness and/or mental health challenges. These calls for service did not appear to involve violence, or the risk of danger. The main function of the PRU in these cases included informing the individual that they could not remain at the location and ensuring that they departed, but police attendance was unlikely to resolve the root cause that may have prompted the call, such as the need for adequate shelter or other support services.

Example: Persons Possibly Experiencing Homelessness at Gas Station

A staff person at a gas station called police about two individuals who appeared to be experiencing homelessness and were panhandling in front of their business, holding the door open for customers. There were no signs of aggression or violence. PRU officers arrived and asked the individuals to leave.

4. Dispute

Dispute events involve verbal disagreements between two or more parties

Dispute events involve verbal disagreements. Officers are generally dispatched if both parties are on-scene and the dispute is occurring at the time of the call and there are aggravating circumstances (such as the risk for the dispute to escalate).

TPS procedures indicate that if there are no aggravating circumstances, and where the dispute is in relation to situations such as shared mutual driveways, property line issues, etc., and there are no criminal aspects or actual danger/threat to either party, call takers should refer the call for service to 3-1-1 Toronto, the phone number used to access non-emergency City information and services.

Dispute events that involve a physical altercation where weapons are involved, or injuries have occurred are assigned a higher priority rating and generally receive a more immediate police response.

We identified disagreements between family members, neighbours, and others

Of the Dispute calls for service we reviewed in our sample, examples of situations we identified included disagreements between:

- parents and children;
- neighbours, residents/tenants living in close proximity; and,
- individuals and businesses, regarding service disputes (e.g. moving services)

PRU mainly acted in a mediation and de-escalation role

In some cases, the dispute did not appear to be active at the time of the call for service and/or there was no indication of risk of danger to others, or the need for an immediate response.

The main function of the PRU in these cases was to act in a mediation role and de-escalate – functions which could potentially be performed by an alternative response or through a referral to community resources.

Example: PRU Officers Resolve Family Disagreement

A teenager called police to report that there is a family dispute and his parents always demotivate him and that the individual could hear his parents talking “badly about him”. PRU officers spent time counselling both the parents and the teenager.

5. Landlord & Tenant Dispute

Landlords and tenants call police to resolve disputes

TPS also has a specific event type to address disputes that arise between landlords and tenants. Similar to the Dispute event type described above, police are generally dispatched to Landlord & Tenant Dispute events if both parties are on scene and the situation involves a breach of the peace. TPS procedure instructs call takers to refer callers to the Ontario Landlord and Tenant Board for advice where applicable, or to 3-1-1 Toronto for situations such as where there is inadequate or no heat in a residential unit.

Of the Landlord & Tenant Dispute calls for service we reviewed, examples of situations we identified included:

- tenants requesting police assistance because they were in the process of or had been evicted;
- landlords asking for police assistance to remove tenants from their properties; and,
- disagreements between landlords and tenants regarding damaged property and accusations of theft.

PRU mainly acted in a mediation and de-escalation role

In some cases, the dispute was not active at the time of the call for service and/or there was no indication of risk of danger/harm to others, or that an immediate response was required. Further, some of the concerns raised by the callers related to issues where police may not have jurisdiction to enact an effective resolution, such as addressing tenant evictions.

The main functions of the PRU in these cases was to act in a mediation role, de-escalate disagreements, and provide information on landlord and tenant processes – functions which could be performed by a trained community resolution function or a referral to the provincial Landlord and Tenant Board.

Provincial agency has jurisdiction

The Landlord and Tenant Board is the provincial tribunal created by the *Residential Tenancies Act* and can resolve disputes between landlords and tenants and provide them with information about their rights and responsibilities under the *Residential Tenancies Act*.

These types of events can sometimes tie up PRU for long periods of time

Although the responding police officers are helping these people and acting as mediators (and in some cases potentially preventing escalation and future calls for service for active disputes), there may be more cost-effective alternatives than sending uniformed police personnel. These types of calls for service can sometimes take a significant amount of time to clear, during which time officers are generally not available to respond to higher priority calls for service.

Example: Caller Wants Police to Help with Landlord Trying to Evict Them

A caller asked for police assistance because their landlord was trying to evict them for undue cause. The caller told TPS that they felt the landlord did not like them because they have a low income. PRU attended and noted that the complainant was seeking advice, had already retained a lawyer and was using the Landlord and Tenant Board process.

6. Noisy Parties

Noisy Party events involve complaints about excessive noise related to parties.

PRU sometimes attend events to ask people to cease making noise or find the noise has already stopped

In some Noisy Party calls for service, the main complaint related to amplified or unreasonable noise associated with a gathering, and we did not note any violence or weapons. However, the PRU were dispatched and attended to ask the individuals at the call for service address to cease making noise. In other instances, when police arrived on scene, they noted that they could not hear any noise.

Toronto Municipal Code, Chapter 591 is the City’s by-law on noise. While there is no specific “party noise” definition, the by-law includes prohibitions on continuous amplified sound above a certain decibel level, such as music from a loudspeaker, and unreasonable noise, which is defined as any noise that would disturb the peace, rest, enjoyment, comfort or convenience of a reasonable person in the circumstances.

MLS Division has dedicated noise teams

The City’s Municipal Licensing and Standards (MLS) division has dedicated noise teams that investigate noise complaints received under the City’s noise by-laws. There are currently 18 by-law enforcement officers assigned to noise teams. The teams have coverage 10 hours a day from 4:15 pm to 2 am every day, and coverage 20 hours a day (6 am to 2 am), four days a week. The four days of the week that have 20-hour coverage fluctuates, based on complaint data and seasonal patterns.

MLS does not respond to noisy party complaints

In 2018, as part of the recommendations in the *Way Forward* report, TPS and MLS reviewed response protocols related to different types of noise complaints and established that TPS would continue to respond to any calls for service related to noisy parties, even if the caller does not suggest the potential for violence. MLS responds to most other types of noise complaints, including construction and mechanical noise, unless a criminal element is present.

MLS management indicated that for the health and safety of by-law enforcement officers, noise teams do not respond to demonstrations, noisy parties, or noise from people acting disorderly. Residents and community members calling 3-1-1 Toronto for noisy party complaints will generally be directed to contact TPS.

MLS investigates certain situations for noisy party complaints received through 3-1-1 Toronto

However, MLS noise teams will still investigate noisy party complaints received through 3-1-1 Toronto in certain situations (e.g. repeated instances of unreasonable and persistent /amplified noise from the same address). It seems reasonable for the City to consider whether MLS could respond to certain gatherings where noise is an issue as identified through our sample review, instead of PRU officers.

MLS response time can range from 24 hours to 5 days

The operational model used by the MLS is not for emergency response, so in these cases, by-law officers are not immediately dispatched and do not respond to noisy parties as they are occurring. Response times can range from within 24 hours for urgent matters to up to five days for non-urgent matters.

MLS by-law officers will not immediately stop noise events

Also, the by-law officers do not attend to stop the noise event. If there is a possible noise by-law violation, by-law officers will measure the noise and may educate, refer to mediation, and/or take by-law enforcement action.

PRU time better spent on high priority calls

PRU officers have special skills that are most effectively used for the activities they are trained for; using their time to routinely address noise by-law issues is not an effective and efficient use of their time.

PRU can find noisy party calls for service “gone-on-arrival”

Also, due to the timing of the calls for service and the fact that they are assigned a lower priority, officers may not arrive until much later after the call was originally received by TPS. Noisy parties have a default Priority 4 rating. The average response time for Priority 4 calls for service in 2019 was just over two hours (120.3 minutes). When there are many higher priority calls at the same time the noisy party calls are often received, the response time can be much longer. Given that in some instances callers do not call back to cancel these calls for service, this results in an inefficient use of PRU time, as officers generally must still attend active calls for service that have not been cancelled. These are referred to as “gone on arrival” situations.

If MLS were to respond to these events on a consistently timely basis, it would likely require a change to their model and resourcing. It would also require an assessment of the cost effectiveness of an “on-demand” model and an evaluation of the risks that may be involved in sending by-law officers to resolve these calls for service.

Example: Caller Wants PRU to Respond Because Their Baby Can't Sleep Due to Noise

A caller mentioned that there was too much noise coming from a neighbouring residence and it was waking up their baby. The caller mentioned that this has been happening every week. Officers arrived at the call for service and marked the incident as “gone on arrival”.

Exploring Non-PRU Alternatives

TPS could save at least 85K hours of PRU hour time over a projected 5-year period

Based on average time-on-call for the event types above, we estimate that TPS could potentially save at least 85,000 hours over a projected five-year period³⁹ if even some of these calls for service received a non-PRU response.

Other event types may exist

While we have focused on six lower priority event types where we feel the greatest opportunity for alternative responses exist, there may also be opportunities within other suitable event types that should also be considered. Identifying these situations will likely require improved data, discussed in Section B of this report.

This savings in time could be used to improve TPS call for service response times, particularly for priority one to three events where there can be a risk of danger to life or damage to property.

TPS and TPSB have been pursuing alternative strategies

TPS and TPSB have noted that freeing up PRU time so that they can readily respond to emergencies is a strategic priority. In the *Way Forward* report, TPS noted that in the future, “...the focus will be on sending officers to emergencies and other situations where prompt attendance by someone with the training and authority of a police officer is essential. With this shift in emphasis, Priority Response will be more focused on keeping residents safe in critical situations.”

This approach also aligns with the 81 recommendations approved by TPSB in August 2020 which included directing the Executive Director, TSPB Office, to work with TPS, the City Manager, and other stakeholders to identify the categories of calls that might be addressed by a non-police response.

³⁹ Based on our sample population which was less than and can't be extrapolated to the full population of TPS priority four calls for service as shown in Figure 11 of this report. Also, the estimated hours are based on average time spent on calls for service for PRU units, based on our sample population. The term “unit” refers to the officers that attended the call for service together and are using the same identifier. For example, there may be two officers in one vehicle attending the same event, and those officers are collectively referred to as a unit. However, a unit may also be composed of a single officer. As a result, these numbers are likely conservative.

TPS strategic priorities

TPS and TPSB have indicated that there are a number of strategic areas that are high priorities for TPS to address, however, given limited resources, management has had to defer or limit forward movement on these areas. These include:

- further expansion of the Neighbourhood Community Officer program;
- gun-related crime reduction;
- enhancing missing persons investigations;
- preventing, responding to and investigating:
 - child exploitation
 - intimate partner violence
 - fraud, particularly involving people who are vulnerable;
- investment in automation and digital solutions to improve efficiencies and customer experience; and
- enhancing the current records management system.

Savings in PRU time through diverting calls for service to alternative responses could be used to improve TPS call for service response times and/or to address some of TPS's strategic priorities.

Exploring non-police alternative responses that are able to provide wrap-around and community-based supports could also help promote better outcomes for vulnerable populations within the city, especially those experiencing homelessness and mental health challenges.

Key Considerations

Building the infrastructure needed to support non-police alternative call for service response will require innovation, and a well-thought out plan that is adequately resourced, that the City will need to lead and implement in collaboration with TPS and other stakeholders.

A gradual or phased approach where certain calls for service are slowly transitioned will likely be needed. As illustrated in Figure 14, it will be a longer-term journey with TPS and the City and other agencies working together, to establish or improve non-police alternative responses for the City, in order to build better outcomes together.

Realizing savings in PRU officer hours is contingent on availability of adequate and timely alternative response

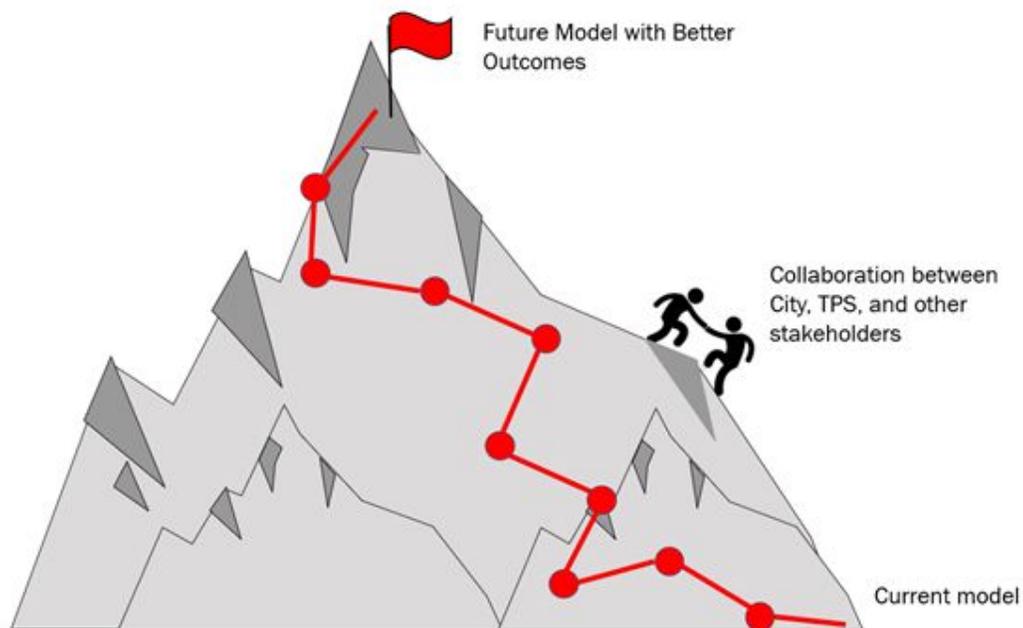
While realizing these savings in PRU officer hours would likely result in positive impacts for TPS and the people of Toronto, the extent of these impacts is contingent on adequately resourced alternative responses that are available city-wide, 24 hours a day, seven days a week. In most cases, these alternatives do not exist today and largely fall outside the purview of TPS to control. If effective alternatives are not established, it is very likely that PRU officers will need to continue responding to these calls for service.

TPS management also indicated that each call for service is unique and even calls for service that originate as non-emergency calls have the potential to escalate, become dangerous and may require police involvement. In establishing alternative responses, consideration will need to be given to ensuring the safety of the responding agencies and managing the risk and liability that may be involved.

Consideration will also need to be given to the cost-effectiveness of any potential alternative responses, with a focus on achieving both desired outcomes and value for money.

Consultation with the people of Toronto will also be important to ensure transparency and that members of the public are able to have a stake in the process.

Figure 14: A Journey Towards Change is Needed



Addressing the Root Causes

Alternative response models must address underlying root causes to be effective

In order to be effective, any alternative response models developed must help address the underlying root causes that persons experiencing homelessness and/or mental health challenges face. People experiencing homelessness and mental health challenges can sometimes have significant care needs and may face challenges in accessing community and health supports.

In the 2021 update to TPS's *Mental Health and Addictions Strategy* it mentions that "...TPS remains engaged in work on a number of progressive initiatives **that emphasize collaboration with community partners with the intent of connecting people experiencing mental health and/or addictions issues with the resources and supports that they require.**"

Support from other governments is needed

These are complex social issues which will require support and funding from the federal and provincial governments, however historically, support in these areas has not been very well funded.

Mental Health

In the "*Changing Directions, Changing Lives: The Mental Health Strategy of Canada*" report, the Mental Health Commission of Canada (MHCC) indicates that "...given the historical neglect of the mental health sector, the Strategy recognizes the need to invest more so that mental health outcomes can be improved⁴⁰."

1 in 5 people in Canada experience a mental health problem or illness

In 2012, the MHCC reported that in any given year, one in five people in Canada experiences a mental health problem or illness, with a cost to the economy of well in excess of \$50 billion. In Ontario, mental health challenges have likely further increased as a result of the COVID-19 pandemic⁴¹.

Public spending on mental health in Canada is only 7%; below the 10-11% in some other countries

And yet, in *Changing Directions, Changing Lives*, the MHCC reported that Canada spends considerably less on mental health than several comparable countries with only about 7 per cent of public health care spending going towards mental health, far below the 10 to 11 per cent of public health spending devoted to mental health in some other countries such as New Zealand and the United Kingdom.

⁴⁰ [Link to Changing Directions, Changing Lives report](#)

⁴¹ According to public polling commissioned by the Canadian Mental Health Association (CMHA), Ontario Division. In 2021, the CMHA reported that its latest polling data shows that only a third of Ontarians (35 per cent) consider their current state of mental health as "very good" or "excellent", a significant decrease from 52 per cent as recorded in its first poll in May 2020 ([Link to CMHA poll results](#)).

Homelessness and Mental Health

Many people experiencing homelessness in Canada report having mental health challenges

It is not uncommon for people who are experiencing homelessness to also have mental health and/or addiction challenges. The MHCC reported that between 23 and 74 per cent of people experiencing homelessness in Canada report having a mental health problem or illness.

Vulnerable populations are more likely to have interactions with police

People experiencing homelessness and/or facing mental health challenges are more likely to have interactions with police, compared to the general population, especially if not housed⁴².

Providing housing with supports helps people recover and saves money in the long-term

There is strong evidence that improved housing helps people to do much better in recovery. The MHCC stated that recovery is not possible without “*the fundamental elements of community to which [everyone] should have access: housing, education, income, and work... There is strong evidence that improved housing helps people to do much better in recovery. Providing housing with supports saves money in comparison to inaction, which shifts the cost burden to acute care and the justice systems*”⁴³.

Whole-of-Government Approach Needed

City Council has recognized the need for increased social services supports

City Council has recognized the need for increased social services supports, and has adopted motions that include calling on the provincial and federal governments to better support these challenges Toronto is facing, including:

- In 2019, Council passed a motion⁴⁴ to request the Federal Government to provide \$300 million annually to address Toronto’s mental health and addictions crises, and scale up evidence-based, community-oriented mental health services, and an additional \$600 million annually to help build 18,000 new supportive housing units over 10 years.

⁴² Canadian Journal of Psychiatry paper titled “*Interactions between Police and Persons Who Experience Homelessness and Mental Illness in Toronto, Canada: Findings from a Prospective Study*” concluded that “for people who experience homelessness and mental illness in Toronto, Canada, interactions with police are common” [Link to Interactions between Police and Persons Who Experience Homelessness and Mental Illness in Toronto, Canada: Findings from a Prospective Study](#).

⁴³ The Auditor General’s report [Part 1 of the Audit of Emergency Shelters: A Focus on Case Management Improving Outcomes](#) also notes that “pivot to housing” requires a shift from an overreliance on emergency responses towards longer term housing solutions and that the City should continue to look for ways to accelerate the “pivot to housing” and increase the stock of affordable permanent housing options.

⁴⁴ [Link to Council Decision](#)

- In 2021, City Council requested⁴⁵ the Medical Officer of Health, in consultation with the City Manager, to:
 - investigate options to better coordinate mental health and addictions services in Toronto, including the necessity and feasibility of a dedicated office; and,
 - to develop an advocacy strategy, including using elected officials, to lobby the Provincial and Federal Governments for increased support for community-based agencies delivering mental health services in Toronto.

TPSB has also recognized the need and advocated for funding from other levels of government

TPSB has also made similar requests. In January 2021, the Board sent a letter to municipal, provincial and federal governments⁴⁶ to advocate for necessary changes in order to ensure public safety and improve police accountability.

The letter indicated that, “...we are requesting that the Government of Canada and the Government of Ontario join the City of Toronto to provide funding for community-based services to work in collaboration with police crisis services and Ontario Health Teams and, more specifically, for organizations that provide relevant resources, services and support to assist individuals responding to mental health and addictions related issues”

SafeTO: Toronto’s Ten-Year Community Safety and Well-Being Plan highlights the need for support

In a June 2021 report to the Executive Committee⁴⁷ presenting *SafeTO: Toronto’s Ten-Year Community Safety and Well-Being Plan*, which was endorsed by TPSB, the City highlights that “...the majority of community safety investments need to be focused on developing and/or enhancing programs that focus on social development, prevention, and intervention through multi-sector collaboration to reduce the reliance on reactive emergency response. **The City cannot make this shift alone. For the City to be successful, a whole-of-governments approach consisting of effective partnerships with and investments from other orders of government is critical.**”

⁴⁵ [Link to Council Decision](#)

⁴⁶ [Letter from TPSB](#)

⁴⁷ [Report from Executive Director, Social Development Finance & Administration relating to SafeTO: Toronto's Ten-Year Community Safety and Well-Being Plan](#)

In our view and based on the results of this project, a simple transfer of budget from TPS to the City to fund alternative non-police responses, is currently not possible and would very likely not be enough. Until alternative responses are effective and available when needed, PRU officers may still be required to attend these calls for service. In addition, we have identified concerns relating to increasing response times which freed up PRU capacity would help address, along with other TPS strategic priorities.

The Auditor General's recent report *Audit of TPS 9-1-1 PSAP Operations* has also outlined the investment needed in the Public Safety Answering Point 9-1-1 infrastructure and information systems that will be beneficial to all stakeholders involved.

There is a need for substantial investment in sustainable social service infrastructure, including the areas of mental health, addictions and homelessness, to achieve longer-term value-for-money through providing more effective supports to promote better outcomes for individuals and the community. This will require a "whole-of government" approach, with investment needed from the other levels of government.

Concrete community-wide plans that include the desired outcomes from 9-1-1 calls and a framework to capture data and track and evaluate pilot outcomes is needed. This will help the City, TPS, and other stakeholders make evidence-based decisions and ensure transparency and accountability as all stakeholders move forward together.

Leveraging Other Jurisdictional Models and Lessons Learned from Existing Initiatives

City may benefit from leveraging best practices

In exploring alternative response models, there are a number of existing City initiatives and other jurisdictional models⁴⁸ that the City may want to examine for insights. The alternative response models outlined below address supporting people with mental health challenges, community mediation for disputes, and those experiencing homelessness.

Supporting Mental Health through the City's Community Crisis Service Pilot

⁴⁸ The jurisdictional programs we highlight in our report are only intended to act as illustrative examples that the City may wish to examine further in developing alternative response models. The population and demographics of Toronto are different than some of the jurisdictions where these programs are operating. Independently assessing/evaluating the outcomes and performance of these programs was outside of the scope of our project, however we have highlighted publicly available information.

Toronto Community Crisis Service pilots have launched in Toronto

In February 2021, City Council endorsed the implementation of Toronto Community Crisis Service (formerly known as the Community Crisis Support Service pilot) to be piloted in four areas of the City. These pilots will test a new community-led approach to mental health crisis calls to 9-1-1, including those involving persons in crisis and wellness checks. There are currently two pilots actively running in Toronto, led by anchor partners Gerstein Crisis Centre (downtown east) and TAIBU Community Health Centre (northeast), with another two planned for July 2022 (downtown west and northwest).

Calls for service that meet certain criteria may be diverted to mobile crisis teams

Currently, the Toronto Community Crisis Service pilot is working with TPS's 9-1-1 Communications Services unit to triage calls that meet certain criteria to mobile crisis teams. Criteria include, calls that:

- are non-emergencies and presents no public safety concerns;
- fall within the defined pilot areas;
- fall within the agreed upon call types eligible for a program response (e.g. threatened suicide, person in crisis, wellbeing check, disorderly behaviour, disputes); and,
- there is a behavioural or mental health component to the call for service that would benefit from the support of the program.

Alternatively, residents can also call 2-1-1 directly, Ontario's community and social services helpline, as the phone number to be connected with mobile crisis response teams in the areas of the city where the pilots are currently operating.

An evaluation of program outcomes is necessary before considering expansion

While an evaluation of the Toronto Community Crisis Service and its outcomes will be necessary before considering expansion, the program is a positive step forward for the City. The model may prove to be an effective alternative response model for consideration and may also provide the framework for developing other non-police alternative response pilots.

At the same time, TPS has also launched its own pilot, the Gerstein Crisis Centre call for service diversion pilot, which includes diverting certain non-emergency mental health-related crisis calls for service that meet specific, non-imminent risk criteria and which may benefit from a non-police mental health crisis response, to trained mental health crisis workers, instead of police officers. This pilot and the Toronto Community Crisis Service pilot are discussed further in section C.1 of this report.

CAHOOTS model may provide additional insights

Other jurisdictions have implemented similar programs that may provide further insights that the City could consider. For example Crisis Assistance Helping Out On the Streets (CAHOOTS) is a mobile crisis-intervention program that was created in 1989 and is a partnership between White Bird Clinic and the City of Eugene, Oregon to provide a non-police, community based response to calls for service involving mental illness, homelessness and addictions.

The White Bird Clinic reported that CAHOOTS responded to 24,000 calls for service for assistance in 2019, and only 150 of those calls for service required backup from the police department.

The White Bird Clinic also reported that the CAHOOTS teams answered 17 per cent of the Eugene Police Department's overall call volume and saves the city of Eugene an estimated \$8.5 million in public safety spending annually⁴⁹ as well as diverts a large number of medical calls for service from fire/EMS and/or the emergency room.

Community Mediation for Disputes

Community mediation may present alternatives to police for disputes

Use of community mediation may present an alternative to dispatching PRU for certain disputes, including some landlord and tenant disputes. While police response may address the immediate confrontation and provide effective de-escalation and mediation assistance, this can take up PRU officer time, and prevents officers from being available for higher priority calls for service.

Community mediation also presents opportunities for a preventive approach, can reduce repeat police calls for service to conflict situations, and can potentially decrease an individual's interactions with the legal system and law enforcement.

City has already piloted community mediation dispute programs

In a report to the City's Licensing and Standards Committee in March 2018⁵⁰, MLS indicated that at least a dozen municipalities across Canada and the United States use community mediation, a type of alternative dispute resolution, to help resolve conflicts between neighbours and divert unnecessary cases from city resources. The report suggested that these programs point to success in diverting cases from by-law enforcement and getting to the root cause of long-standing community or neighbour-to-neighbour issues.

⁴⁹ As per White Bird Clinic Media Guide 2020 ([CAHOOTS Media Guide 2020](#)). The Eugene Police Department Crime Analysis Unit also conducted its own analysis that indicated there were over 15,000 calls for service that CAHOOTS were both dispatched and arrived, of which 311 (two per cent) CAHOOTS called for police back up ([CAHOOTS Program Analysis](#)). We have not reviewed and verified the numbers and performance results as part of this project and are not providing assurance on them.

⁵⁰ [Link to Report to Licensing and Standards Committee](#)

Dayton Mediation Response Program may provide insights

The Division went on to run a one-year community mediation referral program, entering into a Memorandum of Understanding with St. Stephen's Community House⁵¹, and in 2019 reported that the program demonstrated positive outcomes and was slated for expansion to all enforcement services across the division in 2020. The City should consider if this program can be expanded beyond by-law issues as an alternative to address dispute calls for service which would have otherwise been addressed by police.

Another jurisdiction is piloting a community mediation model that may prove to be a possible alternative to a police response. The City of Dayton, Ohio, plans to launch a Mediation Response Program in spring 2022 to act as an alternative to police response for certain non-violent 9-1-1 neighbourhood dispute calls (e.g. neighbour disputes, noise, etc.), either by telephone, or in person through the dispatch of mediation field teams⁵².

The Mediation Response Program⁵³ will not address calls for service where the dispute is fundamentally defined by a behavioural/mental health challenge as these calls for service will be handled by a separate crisis response team.

The City of Dayton reported that expected program benefits include higher police availability for rapid response to high priority calls for service and addressing the underlying causes of conflict, reducing repeat calls for service. The City and TPS should consider future evaluation results of this program, and explore if a similar model, starting with a pilot program, might work to resolve certain dispute calls for service in Toronto.

Opportunities to Better Support Persons Experiencing Homelessness

When PRU officers are dispatched to respond to a situation where there is a person experiencing homelessness (e.g. Unwanted Guest events in restaurant or other type of business), their ability to address the underlying root causes of challenges that these individuals may be facing, such as housing instability, is limited. A PRU police response is not intended to and cannot resolve the complex needs of vulnerable people experiencing homelessness or mental health challenges.

⁵¹ St. Stephen's Community House is a community organization that receives funding from the City of Toronto and offers a variety of services including community mediation.

⁵² Based on information published by the City of Dayton on November 5, 2021 (<https://www.daytonohio.gov/ArchiveCenter/ViewFile/Item/1946>)

⁵³ Based on the program overview published by the City of Dayton in October 2021 (PowerPoint Presentation ([daytonohio.gov](https://www.daytonohio.gov)))

Some jurisdictions are piloting diversion programs to engage and provide support to individuals experiencing homelessness

Some jurisdictions are piloting diversion programs to engage and provide support to individuals experiencing homelessness, which may be an option for the City to consider. For example, in 2021, the Los Angeles's Mayor's Office announced the launch of a Crisis and Incident Response through Community-Led Engagement (CIRCLE) pilot, to divert non-violent 9-1-1 calls for service related to individuals experiencing homelessness, away from law enforcement to trained, unarmed professionals. The pilot includes hiring people who use their lived experiences to build rapport with those who are currently experiencing homelessness and connect them with support resources.

City's Streets to Homes Program

City's Streets to Homes Outreach and Support program provides support to people experiencing homelessness

The City's Shelter Support and Housing Administration Division operates a Streets to Homes program that provides street outreach services and housing-related follow-up supports to assist people who are sleeping outdoors or who are street-involved to find and keep housing.

Street outreach is considered the first point of contact in engaging individuals experiencing homelessness into stabilized housing. Outreach staff work one-on-one with individuals experiencing homelessness to help find them housing and other supports.

Direct street outreach is provided by City of Toronto staff through the Streets to Homes program. In addition to this, the City also funds several community agencies to provide outreach services.

Streets to Homes Outreach program runs as a 24/7 operation, 365 days a year

The program runs as a 24 hours a day, seven days a week operation, 365 days a year, and is organized into three shifts (7:30 am to 3:30 pm, 3:30 pm to 11:30 pm and 11:30 pm to 7:30 am). During all regular shifts, there are three teams with two street outreach workers per team, except during extreme cold weather alerts. Outreach workers travel by both vehicle and foot.

From 7:30 am to 3:30 pm, the City Streets to Homes teams provide outreach services in the downtown core. After 5 pm, when many of the partnered community agencies close, the catchment area for the City teams is expanded to cover the entire City of Toronto.

Street outreach staffing is limited

Management has indicated that staffing is limited, and it can sometimes take a very long time for teams to respond to needs for service across the City. Further, the teams are not designed to act as an immediate emergency response.

Challenges with the Shelter System

Some people may avoid shelters due to previous negative experiences or safety/privacy concerns

Another challenge is that some people who are experiencing homelessness may have had negative experiences in the City's shelter system and prefer to find temporary shelter outside. Survey results published by the City in 2021 indicated that safety concerns, lack of privacy, and negative experiences during prior stays were top reasons why respondents did not access shelters.

Capacity constraints with available shelter spaces and supportive housing

There are also capacity constraints with the availability of the City's shelter spaces and with access to affordable and supportive housing⁵⁴.

Safe Beds

Safe beds can be helpful for persons in crisis, but capacity is limited

Short-term residential crisis support beds (often referred to as "safe beds") provide temporary residential support for people living with mental illness who are experiencing a crisis. Safe beds may provide a helpful tool in certain situations. In our interview with City management, they stated that safe beds may be a tool to address the gap for shelter of certain persons in crisis who are also experiencing homelessness.

However, capacity for safe beds is also limited. This was highlighted in the *Justice-focused Mental Health Supportive Housing in Toronto Needs Assessment and Action Plan*⁵⁵ which mentioned that:

"The Safe Bed system has too few beds compared to needs, and few options to move to after a short stay – leading to discharge into homelessness, and pressure to shorten the standard lengths of stay".

Safe beds can help those experiencing homelessness receive the supports they need

Some safe bed programs are specifically designated for those who are experiencing homelessness or at risk of homelessness, and/or currently involved with the criminal justice system. The goal of the program is to address any immediate needs, such as food, clothing, and counselling, and develop a long-term plan through referrals to community supports.

⁵⁴ In September 2020, a *Housing and People Action Plan* ([Link to Plan](#)) was presented at the Planning and Housing Committee meeting which highlighted that, "Cities continue to struggle with too many residents on excessively long waiting lists for appropriate housing...Quick solutions are desperately needed now to provide a "relief valve" in our housing and shelter systems."

⁵⁵ In July 2020, the Canadian Mental Health Association Toronto Branch, Wellesley Institute, and Addictions and Mental Health released a needs assessment, along with recommendations for action in Toronto relating to justice-focused mental health supportive housing in Toronto ([Link to Report](#))

TPS procedures encourage officers to consider community resources including safe beds

TPS's *Persons in Crisis* procedure indicates that TPS members are encouraged to access TPS's Mental Health Referrals Guide, which includes information on the safe bed program, and provides direction on how safe bed referrals should be made. The procedure indicates that connecting community members to supports may improve their quality of life and/or decrease the likelihood they will require emergency services in the future.

In November 2020, the Government of Ontario announced \$5 million for safe bed programs to support mobile crisis teams⁵⁶, including two urban safe bed programs in downtown Toronto and Ottawa. These programs provide individuals in mental health and addictions crisis who are in contact with mobile crisis teams with short-stay, 24 hours a day, seven days a week, community residential crisis services.

More resources are needed

More resources are needed to address the challenges and better support persons in crisis and experiencing homelessness. This may help to reduce the involvement of police and will improve outcomes.

Recommendations:

- 1. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration along with other agencies, to determine the feasibility of setting up adequately resourced, non-time restrictive, alternative responses for events where police are currently attending and where such attendance is likely not essential.**

In doing so, the City and TPS should:

- a) identify call for service event types, including but not limited to, the six event types discussed in our report that may be suitable for an alternative response;
- b) develop reasonable criteria for each event type to assess the calls for service within those event types that may be suitable for an alternative response, including defining the level of acceptable risk and liability and how these factors will be managed;

⁵⁶ [Link to the news release](#)

- c) consider alternative response pilot programs (e.g. community dispute mediation), with adequate evaluation mechanisms, to provide information and insights on the effectiveness of any established responses. This should include an assessment of the feasibility and cost-effectiveness of providing these alternative responses;
- d) consider existing City or other community programs that could provide an alternative response and where needed, the feasibility and cost-effectiveness of changing the approach and resourcing to provide a timely and effective non-police response (e.g. Municipal Licensing and Standards Division for noisy small gatherings, Shelter, Support & Housing Administration Division street outreach teams);
- e) consider a gradual and informed approach to establishing responses and assess the factors that would be needed for an effective and efficient full transition, including consultation with the public; and,
- f) develop and regularly update a plan that includes key milestones and targets so that progress can be tracked.

2. City Council request the City Manager, in consultation with the Toronto Police Services Board, to reiterate the City's requests for funding commitments from the Government of Canada and the Ontario Government to support permanent housing options and to provide supports to address Toronto's mental health and addictions crises.

In doing so, the City should communicate to the other governments that a "whole-of-government" funding approach in these areas will be critical to building the infrastructure needed to support effective alternative response delivery and ensure the best possible outcomes for the people of Toronto.

Opportunities to Continue to Improve and Use Alternative Police Response Units

TPS has established alternative police response units for non-urgent police matters

TPS already has several different units that provide alternative police responses and help divert some calls for service from the PRU so that they can focus on higher priority calls for service. Expanding the use of, and making improvements to, the way these units operate, may provide another option for diverting some calls for service. These include:

- ***The Primary Report Intake, Management and Entry Unit (PRIME)***, which is a specialized unit within TPS's Communications Services unit that provides the public with telephone and online response to non-emergency calls for service.

PRIME manages the online Citizen Online Report Entry (CORE) system, which the public can use to report certain calls for service. There are 40 members, including police constables and supervisory officers currently working in the PRIME Unit.

- ***Community Investigative Support Unit (CISU)***, created to expedite initial response to lower priority, non-emergency calls for service, and free-up PRU time. The CISU model is divisional based and CISU officers are assigned to each division under the direction of the unit commander (the senior officer in charge of a TPS division).

CISU officers can either be assigned to work at TPS division (station) locations or on the road as mobile units. Station CISU officers can be assigned a variety of duties at TPS divisions which include investigating certain walk-in occurrences and completing reports. Mobile officers complete at-scene investigations and can also back-up the PRU on priority calls for service when required for officer safety purposes.

Management reported that there are currently over 150 CISU officers, of which approximately 30 per cent are mobile. Management also reported that this number can vary by division on a monthly basis due to accommodations and restrictions.

- **District Special Constables**, civilian members that are granted some police powers, and support front-line officers by performing a variety of duties relating to low-risk/low priority events such as relieving police officers who have conducted mental health apprehensions and are waiting for a physician to take custody, assisting with basic investigations (e.g. canvassing for video and witnesses), writing reports, and assisting with missing persons searches.

District Special Constables can also respond to certain lower priority, non-emergency calls for service (priority four to six calls)⁵⁷. There are over 130 District Special Constables working at TPS divisions.

A summary of the alternative response units is included in Figure 15 below.

Figure 15: TPS Alternative Police Response Units

	Primary Report Intake, Management and Entry Unit (PRIME)	Community Investigative Support Unit (CISU)	District Special Constables (DSC)
Alternative Police Response Unit			
Staffing Numbers	40	Over 150 (30% are mobile officers)	Over 130
Main Function	Officers that provide telephone and online response to non-emergency calls for service	Created to expedite initial response to lower priority, non-emergency calls for service, and free-up PRU time. Can either work at TPS division stations or be mobile	Civilian members with some police powers that support front line members with a variety of duties Can also respond to some lower priority, non-emergency calls for service under certain conditions (e.g. no suspect on scene, and no immediate safety risk)
Location	TPS Communications Services	Each TPS Division	Each TPS Division

⁵⁷ District Special Constables are not intended to replace PRU police officers and may be utilized in certain lower priority calls when there is no suspect on scene, and no immediate safety risk (e.g. they may respond to take a report). Internal guidelines we reviewed indicate that when a supervisor is deploying a District Special Constable to an event, consideration must be given to factors including the surroundings (including any imminent threats to public or officer safety), their level of experience and the use of force options they are trained in and equipped with.

Staffing Challenges and Delays in Calls for service

TPS is facing staffing challenges at its police alternative response units

Both the PRIME and CISU are primarily staffed by sworn TPS members who are on restricted and/or accommodated (medical or non-medical) duties. In this way, these units help to not only free up PRU officer time but can also help provide meaningful work for officers on accommodation. However, this has contributed to challenges in ensuring the units are adequately staffed. Management has reported that staffing in the PRIME and CISU units is fluid and can vary from period to period based on the restriction/accommodation needs of TPS members.

Management also reported that the District Special Constable program has a vacancy rate of approximately 25 per cent and that there are challenges with retaining staff as some district special constables see the program as a “stepping stone” to a career as a police officer. It is also important to note that District Special Constables are not intended to and cannot replace sworn police officers. They are intended to support police officers and there needs to be careful consideration in terms of their assigned work and responsibilities.

Staffing challenges at the PRIME Unit has led to some delays and a backlog of calls for service

Management has reported delays in response times and backlog of calls for service which have been forwarded to the PRIME Unit for resolution. Based on a daily log provided by management, we noted that there can be hundreds of pending calls for service at the end of a day, waiting to be addressed by staff. The unit is only staffed from 6:00 a.m. to 11:00 p.m. each day.

TPS should consider if there are staffing strategies to address these challenges

In order to ensure that alternative police response units are able to provide effective support to PRU units and free-up front-line time, TPS should consider if staffing strategies can be implemented to address lower priority, non-emergency calls for service that are assigned to these units. For example, there may be innovative strategies such as proactively asking retired officers if they would be interested in assisting these units on a part-time basis or considering the use of civilian members to address some calls.

Cross-training all TPS Special Constables may provide more opportunities for PRU support

Apart from District Special Constables, TPS also employs over 350 Court Special Constables that work in TPS’s Court Services Unit and perform a variety of duties, including maintaining the safety and security within court locations, and control and security of persons in custody who are required to attend court. TPS should also consider if opportunities exist for cross-training all TPS Special Constables, including those that work as court officers and in TPS divisions, to increase the pool of Special Constables available to respond to calls for service.

TPS is pursuing this opportunity and in 2022 posted a job call for a “generalist” special constable role that indicates candidates will rotate between the district special constable, divisional booking area (e.g. management of person in custody in TPS divisions), and court services functions of TPS throughout their careers. Management also indicated that current TPS special constables will undertake a patch course so that they are trained in all TPS special constable functions.

Opportunities to Better Coordinate the Activities of the PRIME and CISU Units

There are overlaps in the functions performed by PRIME and CISU

Although there are a number of CISU officers that are considered mobile, and can travel to attend lower priority, non emergency calls for service, there appear to be possible overlaps in the functions performed between PRIME Unit and CISU members, and potential synergies for coordinating the operations of both groups in responding to low-priority, non-emergency calls for service.

Processes for handling calls for service differ between PRIME and CISU

While the criteria of the types of non-emergency calls for service which are suitable for being resolved by the units are similar, the process for dispatching and call for service assignment is different.

CISU members generally volunteer for calls for service while PRIME Unit is assigned certain events by default

CISU members are required to continuously monitor the call for service event system and volunteer for lower priority, non-emergency calls for service that meet the criteria of the CISU.

TPS’s dispatching procedures indicate that when a low priority, non-emergency (priority four to six) call for service appears on the board, the dispatcher will wait for 15 minutes to provide enough time for CISU personnel to review the call for service and determine if they will accept the call. If no comment has been added indicating that someone from the unit will handle the call, the dispatcher will dispatch the call for service to a PRU unit.

By contrast, there are certain event types, such as theft not in progress, and fraud that are designated for resolution by the PRIME Unit⁵⁸. Once forwarded to the PRIME Unit, these calls for service will remain with them for resolution unless it is determined that they do not meet the criteria for resolution by the unit.

Reporting structure between CISU and PRIME is different

In addition, the PRIME Unit is centralized within TPS Communications Services, while CISU members are dispersed within each division and work assignments are ultimately determined by the divisional unit commander.

⁵⁸ When a call for service for a certain, non-emergency event types (e.g. theft, fraud) is received at TPS Communications Services, the call taker will assess the situation to determine whether the event satisfies the criteria for response by PRIME. If so, an event is created and assigned to the PRIME Unit.

Management indicated a review is underway

Management indicated that a review is currently underway to centralize and streamline the CISU dispatching program. While TPS should continue with these efforts in order to ensure the efficient handling of low priority calls for service, it should further consider opportunities to integrate the two units.

Given staffing shortages and similar functions performed by both groups, this may help manage the volume of calls for service received by the PRIME Unit, and result in better response times and workload management.

Recommendations:

- 3. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with the Toronto Police Association, to:**
 - a) assess the impact of expanding the Primary Report Intake, Management and Entry (PRIME) Unit, Community Investigative Support Unit (CISU) and District Special Constable programs, and, where appropriate, if it would assist with supporting and/or further reducing the time spent on events currently attended by Priority Response Unit (PRU) officers. For the PRIME and CISU units, consider both sworn members (including retired officers) and potentially civilian members, where appropriate, for potential expanded capacity.**
 - b) consider if all TPS Special Constables, including Court Officers and District Special Constables, can be cross-trained to increase the pool of Special Constables available to assist the PRU in call for service diversion.**

- 4. Toronto Police Services Board direct the Chief, Toronto Police Service to examine if:**
 - a) aspects of the Primary Report Intake, Management and Entry Unit and Community Investigative Support Unit (CISU) can be centralized together, so that the workload can be shared and calls for service can be handled more efficiently.**
 - b) For aspects that cannot be centralized, (e.g. mobile CISU units) consider more clearly defining the responsibilities and expectations, including workload allocations, to both units.**

Opportunities to Re-visit Response to See Ambulance Protocols

See Ambulance calls for service are requests from Toronto Paramedic Services for PRU officers to attend calls for service

See Ambulance event types are requests from Toronto Paramedic Services for PRU officers to attend calls for service where either:

1. the caller or paramedics have provided information that suggest possible on-scene safety concerns (e.g. reported or suspected violence); or,
2. for other circumstances where police assistance may be needed and there is no immediate safety concern (e.g. building access issues).

Our review did not examine urgent paramedic requests for assistance or life-threatening situations

Toronto Paramedic Services also request PRU officers to attend for these event types:

- Echo-Tiered event types, which are life threatening medical emergencies (e.g. cardiac or respiratory arrest) that require immediate first responder intervention (e.g. CPR, defibrillator) and TPS, Toronto Fire Services and Toronto Paramedic Services are all dispatched to attend, and,
- Assist Ambulance event types, which indicate an urgent request for assistance due to an immediate paramedic crew safety concern.

Our review did not include an examination of calls for service classified as Echo-Tiered or Assist Ambulance.

PRU officers are sometimes dispatched due to the presence of alcohol

Of the See Ambulance calls for service we reviewed, we noted that PRU officers sometimes attended calls for service where the primary complaint was medical in nature and there was no clearly articulated safety risk or immediate danger to paramedic safety. In some cases, officers were dispatched due to the fact that the presence or consumption of alcohol was mentioned by the caller.

See Ambulance calls are one of the mostly frequently dispatched call for service event types with over 26K calls in 2019

In 2019, there were over 26,000 See Ambulance calls for service dispatched, one of the most frequently dispatched event types. If even a small portion of these calls for service decreased, this could have a significant impact on PRU time.

Example: PRU are Asked to Attend a Medical Call

A Toronto Paramedic Services call taker asked PRU to attend a call for service where an individual was found unconscious at a shopping mall and a bottle of rubbing alcohol was found next to him.

Refining Risk Assessment and Police Request Protocol

Need to better define when police are required

While Toronto Paramedic Services policy requires call takers to clearly document the reasons for police notification in their call for service taking system, we could not locate a clear rationale for requesting police in most of the call for service documentation reviewed.

Presence of alcohol is not listed as a reason for police notification in Toronto Paramedic Services procedures

For some calls where the presence/consumption was noted, we heard Toronto Paramedic Services reference that they “*had to*” or “*it’s just our protocol*”. In reviewing Toronto Paramedic Services policies on police notification, the presence of alcohol was not listed as a circumstance that requires police notification. TPS management also indicated that it was a common practice for TPS call takers to dispatch PRU for calls for service where alcohol had been consumed or was present.

Noting “see you there” is commonly used to request attendance

We also noted that it was common practice for Toronto Paramedic Services or TPS call takers to simply indicate “*see you there*” while on the call with TPS to acknowledge that they would like the other agency to attend.

Toronto Paramedic Services management indicated that the rationale for police attendance can be inferred from the factors documented in the call for service (e.g. presence of alcohol) and given the volume of calls for service, call takers are limited in their ability to document details regarding why police were requested.

Management further indicated that in most cases, when Toronto Paramedic Services call takers indicate “*see you there*” it is because they know that TPS may respond to the call for service anyways. TPS call takers are not required to, and do not generally document if they would have dispatched police to See Ambulance calls for service had the request not been made by Toronto Paramedic Services.

See Ambulance requests not routinely reviewed

We also found while management indicated TPS and Toronto Paramedic Services meet regularly, they do not routinely review call for service data to evaluate if See Ambulance requests are appropriate or if enhancements to the process are needed.

Previous Review of See Ambulance Practices

Our review is not the first time that See Ambulance practices have been a topic of review by an independent body.

Ministry of Health conducted an inquiry in 2009 followed by a coroner's inquest

In 2009, the Ministry of Health & Long-Term Care (now the Ministry of Health) investigated a delayed emergency ambulance response to a member of the public who had been found lying in a hallway of an apartment building and who the caller mentioned may have possibly been drinking. The individual was followed by a coroner's inquest (referred to as the "Hearst Inquest") released in March 2012.

A See Ambulance call for service for police assistance was created at the request of Toronto Paramedic Services, in part due to the fact that the patient had been drinking, and because the call for service was classified as an "unknown medical problem" (potentially serious and unknown emergency call for service involving illness or injury).

Paramedics decided to wait at a nearby intersection (a practice known as "staging") until police arrived. At the time of the call, the divisional PRU officers were assigned to other calls for service and did not arrive until approximately 40 minutes after the paramedics call taker contacted TPS. The patient was ultimately declared deceased as a result of a heart-attack.

Although the report comments that the police response was delayed since it was a busy night, the average response times for TPS have been increasing. The average TPS response time for priority two calls for service (which include See Ambulance events) was approximately 50 minutes in 2019. If TPS response times continue to trend upwards, this increases the potential for future delays.

Report found gaps in police request and risk assessment processes

The Ministry of Health & Long-Term Care report highlighted that "unknown medical problem" type calls for service are not listed as a reason to request police assistance in Toronto Paramedic Services' procedures, nor are police to be automatically notified if there is reason to believe a patient had been drinking. The report found that the dispatcher had contravened Toronto Paramedic Services policies when they had requested TPS attend the call.

The report further mentioned that there were no details in the call for service report to indicate either real or potential violence/safety hazard on scene and found that dispatchers did not document all pertinent information in the Toronto Paramedic Services call for service system.

Coroner's inquest found similar gaps

Recommendations were also made by the jury in the 2012 coroner's inquest that included:

- improving the level of documentation for calls for service, including documenting call for service details, reasons for staging events provided by paramedics and the nature of threat/scene safety issues

- clarifying procedures around police notification, and in particular, that TPS should not be routinely notified to attend unknown medical problem (e.g. confusing medical symptoms) calls. Where they are requested for this type of call, the reasons for police notification should be clearly documented in the call history.

There are still gaps in the level of Toronto Paramedic Services documentation

While Toronto Paramedic Services have updated their police notification procedures around “unknown medical problem” calls for service, there still appear to be gaps in the level of documentation around the specific nature of the threat(s)/safety hazard(s) to support requests for police attendance, as demonstrated through our review.

In addition, despite being highlighted in the Ministry of Health & Long-Term Care report as contrary to Toronto Paramedic Services policies, police are still being notified to attend calls for service where individuals have been drinking.

See Ambulance protocols between the two entities should be revisited

When Toronto Paramedic Services request TPS to attend calls for service where there is not a clearly articulated risk of real or potential violence/safety hazards, PRU resources are being tied up. Also, when paramedics decide to wait for the police to arrive before attending to an individual, this could potentially delay emergency medical care and result in harm or loss of life.

Refined risk-assessment is needed

We recognize that there are situations where police attendance at these types of calls for service is necessary to ensure paramedics are safe and to be able to provide life-saving services to residents. However, given limited PRU resources and the importance of having PRU response available in situations where prompt attendance by someone with the training and authority of a police officer is essential, it may be timely to revisit the protocol between TPS and Toronto Paramedic Services, particularly related to the presence of alcohol.

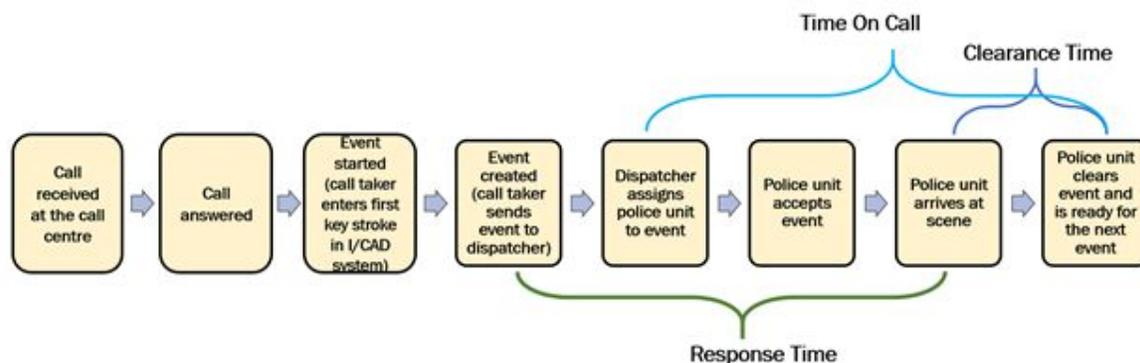
Toronto Paramedic Services should ensure that a risk-based approach, supported by a properly documented rationale and regular monitoring, is applied to ensure that all requests for police notification are an efficient and effective use of PRU time.

Recommendation:

5. **City Council request the Chief, Toronto Paramedic Services, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to review current protocols for when Priority Response Unit (PRU) officers are requested for See Ambulance calls for service. This should include:**
 - a) **determining if there are any opportunities to further refine the See Ambulance protocol so that the attendance of PRU officers is based on an articulable risk to paramedic safety, specific to the unique circumstances of each call for service;**
 - b) **re-evaluating the criteria for when police are requested. This evaluation should specifically consider, but not be limited to, if the presence of alcohol, in absence of other risk factors, requires an automatic PRU response;**
 - c) **ensure that the rationale for requesting PRU attendance and other important information is clearly documented in the Toronto Paramedic Services call for service details. Both entities should also consider documenting which entity initiated the request for attendance from the other entity;**
 - d) **in situations where TPS would have sent PRU officers to calls for service irrespective of a request from Toronto Paramedic Services, TPS should consider documenting this in its call for service system;**
 - e) **regular, joint evaluation of calls for service where PRU attendance is requested, to assess the effectiveness and efficiency of the revised protocol and consider any changes as necessary; and,**
 - f) **consider if additional training is needed for TPS and Toronto Paramedic Services call takers to ensure requests for police attendance are well documented and comply with policies and procedures.**

A. 2. Response & Clearance Times

Figure 16: Response and Clearance Methodology



Response and clearance times are commonly used metrics to evaluate police performance

Response times are a commonly used metric to evaluate police performance. As illustrated in Figure 16 above, TPS defines **response time** as the difference in time between when the call taker sends the call for service to a TPS dispatcher so that an officer can be assigned to the event, and when the first unit, of all units dispatched to a call for service, arrives at scene⁵⁹. Response times can be impacted by various factors including geographic area of the community served, the length of time it takes to travel to the call for service, and resource/staffing availability.

Clearance time is defined by TPS as the difference in time between when officers arrive at-scene to a call for service⁶⁰ and when they are available to be dispatched to a new call for service. Clearance time can include the time taken to resolve the call for service and also completing any notes, reports, or other investigative requirements.

Clearance times can vary due to the individual characteristics of the event. For example, calls for service which have reporting requirements (e.g. officer is required to fill out a report) may take longer.

⁵⁹ In calculating response times for reporting purposes, TPS only includes calls for service where at least one PRU unit was dispatched. However, other TPS groups may have also been dispatched to attend the call for service (e.g. CRU, Traffic, etc.). In these situations, TPS calculates response time based on the time that the first police unit arrives at-scene, out of all the units dispatched.

⁶⁰ In calculating clearance times for reporting purposes, TPS only considers the time spent by PRU units that attended the call for service, even if other TPS groups may have also attended the call for service. If multiple PRU units attended the event, the clearance time is calculating using an average of time spent by all PRU units.

Response Times Are Increasing

TPS considers response time a key performance metric but has faced challenges

TPS has used response time as a metric in assessing service performance for many years. In the *Way Forward* report, TPS stated that response times would be one of the key measures used to assess operational excellence. This was further reiterated in its 2022 budget submission where TPS noted that maintaining response times to ensure people in Toronto in need of emergency services receive timely and appropriate response that provides required assistance and reduces criminal activity and severity, was a priority action.

Response times have been rising steadily

However, as illustrated in Table 2, TPS has experienced increasing response times over the last several years. For example, average response times for priority one calls for service have increased about 19 per cent from 2017 to 2019, and 17 per cent for priority two calls for service. The average response time for TPS to respond to a priority one call for service in 2019 was 19.1 minutes, and 50 minutes for a priority two call for service.

Increasing response times means the public is waiting longer for assistance

Priority one calls for service are the most urgent situations that officers must respond to and can involve a risk to life. Increasing response times means the public is waiting longer for assistance to calls for service. Each minute spent by a PRU officer on a lower priority, non-emergency call for service delays their ability to address other pending situations, some of which could be life-threatening or present the risk for danger or harm.

Time spent on non-emergency calls for service delays other pending situations

Generally, officers are not available to respond to another call for service until they have cleared the current call for service event they have been assigned to. Increasing response times may be indicative, at least in part, that officers are dealing with many call for service events that may not always be the highest priority. We also highlight other possible reasons for response time increases in the section below.

Table 2: Average Response Times from January 2017 to September 2021 and 2019 Performance Compared to 1995 Targets⁶¹

Priority Level	Average Response Time (Minutes)					Priority Level	2019 Performance Compared to Targets	
	2017	2018	2019	2020	Jan to Sept 2021		1995 Target (mins)	% Not Met
1	16.0	18.4	19.1	15.0	17.5	1	6	72%
2	42.6	45.5	50.0	39.2	45.9	2	6	92%
3	74.5	85.6	95.4	67.8	92.6	3	6	96%
4	94.6	109.2	120.3	89.4	110.9	4	60	41%
5	58.5	76.4	320.2	253.7	319.8	5	60	67%
6	189.9	268.2	299.2	244.9	282.2	6	60	57%

Response Time Targets

TPS has not adopted formal response time targets

Setting response time targets is an important part of organizational performance measurement as it allows the assessment of actual results, at the divisional or TPS wide level, against established criteria. According to historical TPS Year-End Performance reports, setting response time standards has been an organizational goal since at least 2014.

Response time objectives were approved by TPSB in 1995⁶². Based on our discussions with TPS management, they have not been regularly used or measured against as formal organizational performance metrics, nor were they evaluated or revised in the intervening time. Due to the amount of time that has passed, these metrics would benefit from a review. Some members of TPS management that we interviewed were not even aware that TPS had any response time standards. These response time targets, and the associated 2019 performance is displayed in Table 2 above.

⁶¹ Response times are based on data provided by TPS. Priority two, four and six are default event priorities and the majority of calls for service that officers are dispatched to fall into these categories. Average response times for priority one, three and five events are based on significantly less calls for service than the default event priorities.

⁶² At its March 1995 meeting, the Metropolitan Toronto Police Services Board (now the Toronto Police Services Board) approved recommendations from the report “Beyond 2000: Final Report” which resulted from the work of the Metropolitan Toronto Police Restructuring Task Force. Recommendation 11 of that report included response time standards and directed that the Metropolitan Toronto Police Force (now TPS) review at regular intervals its ability to achieve and maintain these standards and make adjustments as required. TPSB Office reported that no further changes to response time standards have been formally adopted since 1995.

Although we were initially provided with updated response time targets (for priority 1, 10 minutes 85 per cent of the time, for priority two and three, 16 minutes, and for priority four to six, 60 minutes), these have not been included for comparison purposes. Based on the information provided to us, they were designed to be used for development of the PRU alternative shift schedules, and not for TPS's response time performance metrics,⁶³ and have not been formally approved by TPSB or TPS.

TPS is not meeting its response time targets

The "*Beyond 2000: Final Report*" targets indicate that:

- **85 per cent of priority one** calls for service (defined as "Persons at Risk" in the "*Beyond 2000: Final report*"), should be answered in **six** minutes,
- **80 per cent of priority two to three**⁶⁴ calls for service (defined as "Crimes in Progress" in the "*Beyond 2000: Final report*"), should be answered in **six** minutes; and,
- **80 per cent of priority four to six** calls for service should be answered in **60** minutes.

TPS is not meeting its response time targets

As demonstrated in Table 3, TPS is not meeting these standards. In 2019:

- **72 per cent of** priority one calls for service took longer than **six** minutes
- **92 per cent of** priority two calls for service took longer than **six** minutes
- **96 per cent of** priority three calls for service took longer than **six** minutes

⁶³ The Toronto Police Association informed us that a consultant was engaged to analyze PRU staffing and workload, as well as alternative shift schedules and as part of this work developed and used updated response time targets solely related to the travel time of officers.

⁶⁴ The "*Beyond 2000: Final Report*" identified that priority one and two calls for service should be assigned a six minute response time target. In TPS's call for service (I/CAD system) reporting user guide, we noted that priority three calls for service were also included in the six minute response time standard.

Table 3: Distribution of Response Times and Comparison to “Beyond 2000: Final Report” response time standards

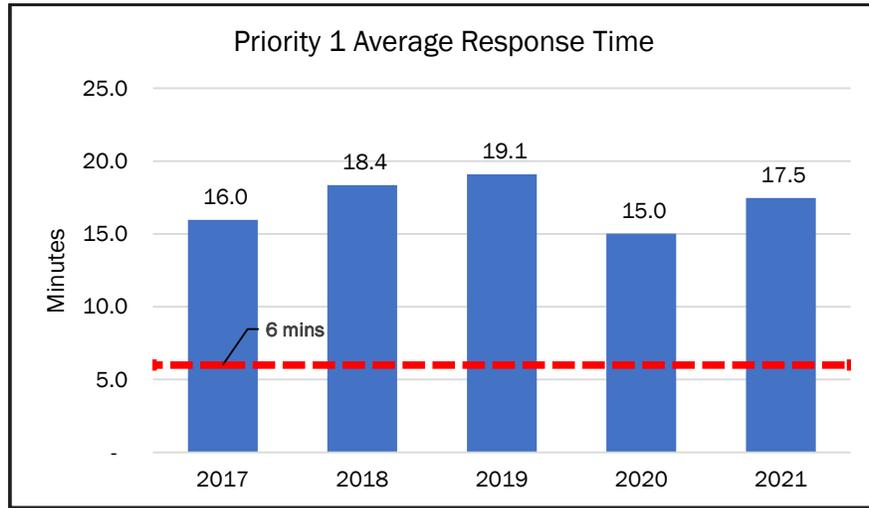
2019 Response Time	Priority 1		Priority 2		Priority 3	
	Target: 85% in 6 minutes		Target: 80% in 6 minutes		Target: 80% in 6 minutes	
	# of Events	%	# of Events	%	# of Events	%
6 minutes or less	10,433	28%	8,343	8%	214	4%
Greater than 6 but less than or equal to 10 minutes	8,497	23%	12,849	12%	351	7%
Greater than 10 but less than or equal to 16 minutes	6,787	19%	19,292	17%	570	12%
Greater than 16 minutes	11,193	30%	69,381	63%	3,878	77%
Total	36,910	100%	109,865	100%	5,013	100%

TPS is also not meeting its response time target for priority four to six calls for service:

- **41 per cent** of priority four calls for service took longer than 60 minutes
- **67 per cent** of priority five calls for service took longer than 60 minutes
- **57 per cent** of priority six calls for service took longer than 60 minutes.

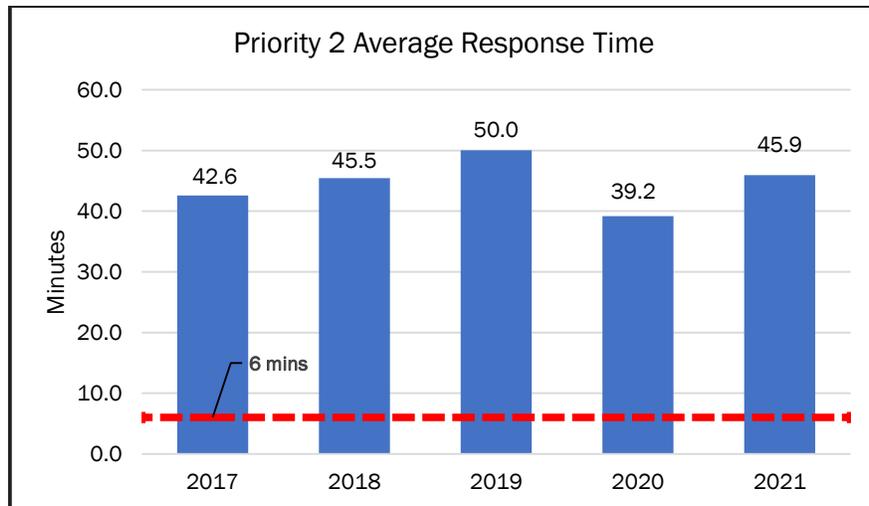
Average response times are also not meeting the targets. Figure 17, Figure 18, and Figure 19 compare TPS average response times (shown by blue bars) to these targets (red dotted lines) and illustrate that they are not being met.

Figure 17: Priority One Average Response Times Compared to Target



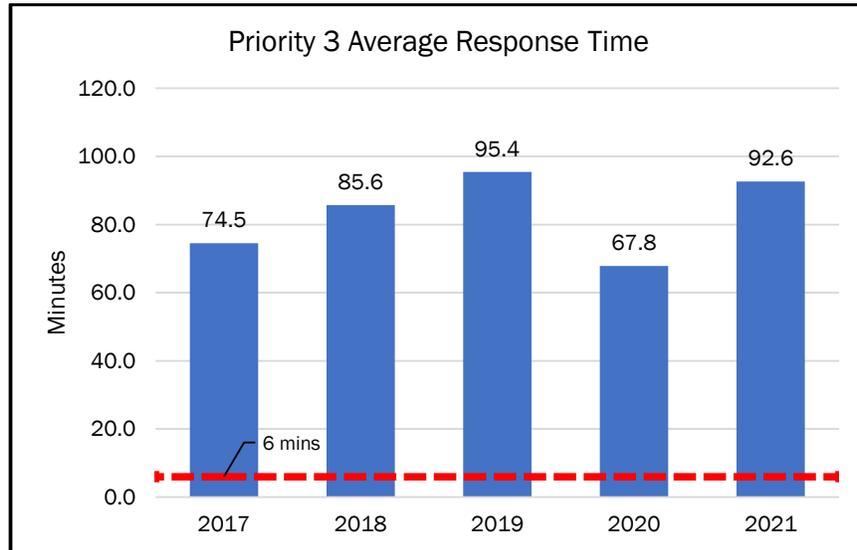
*The 2021 bar is for the period of January to September 2021

Figure 18: Priority Two Average Response Times Compared to Target



*The 2021 bar is for the period of January to September 2021

Figure 19: Priority Three Average Response Times Compared to Target



*The 2021 bar is for the period of January to September 2021

Understanding the Root Causes of Increasing Response Times

Root cause analysis is needed to understand the reasons for increasing response times

In the section below, we highlight potential factors which may be contributing to TPS's increasing response times. As there may be other factors in addition to the ones discussed, it will be important for TPS to perform a root cause analysis to fully analyze and develop strategies to address this issue.

Availability of PRU Officers

Availability of PRU officers impacts response times

The availability of PRU officers is one factor that influences response times and can vary by division. Management reported that in 2019, the range of deployable PRU officers (available to respond to calls for service) per division ranged from 77 per cent to 94 per cent.

PRU officers can be unavailable due to being on accommodation, long or short-term disability

Each division has a certain number of PRU officers, although not all officers may be deployable due to reasons including training requirements, being on accommodated/restricted duties (both medical and non-medical) and being off-work due to a short-term and/or long-term disability.

21% of PRU constables were not deployable in April 2022

Management reported that in April 2022, TPS had a complement of approximately 1,600 PRU constables, of which 113 (approximately seven per cent) were on leave due to illness or disability, parental leave, or a leave of absence due to other reasons. An additional 230 PRU constables (approximately 14 per cent) were reported as being on accommodated/light duties, suspended, assigned to station duties, or participating in the general constable training program which requires constables to work rotational assignments in other TPS areas for approximately one year to assist in their development.

TPS has recently developed and management reported that it is in the process of implementing a member well-being strategy. As TPS continues to implement this strategy, in collaboration with the Toronto Police Association, it may want to consider more active management of members who are non-deployable and how to best support the well-being of TPS members.

External consultant developed staffing targets

In 2021, the Toronto Police Association engaged an external consultant to assist in establishing workload and staffing requirements for the PRU. The consultant prepared a report with target staffing levels for each TPS division that took into consideration factors which included meeting a 70/30 split between the time spent on calls for service/administrative work and uncommitted time, meeting 24 hours a day and seven days a week calls for service demand, and the number of officers unavailable to respond to calls for service due to circumstances such as being sick/on disability leave, training, etc.

Most divisions short of targeted numbers

As of April 2022, management reported that there were only four divisions meeting those target numbers, and the remaining 12 divisions ranged from one to 20 officers short of the targeted number⁶⁵. During interviews with TPS members, we were told that PRU officers are assigned to work at one division and officers are generally not shared between divisions, other than on a per shift basis if required.

TPS should examine and consider staffing strategies

It will be important for TPS to further consider the impact of deployable staffing levels on response times. TPS should also develop strategies to help improve deployable staffing levels and achieve response time targets.

⁶⁵ As the call rate is not constant throughout the year, the external consultant prepared two sets of staffing targets, a higher set for the busier “summer” period (May 20 –September 22) and one the “rest of the year”. Our review only compared staffing levels as at April 2022 to the “rest of year” targets.

Increasing Clearance Times

Clearance times are also increasing

As shown in Table 4 below, based on data provided by management, overall average clearance times have increased almost 15 per cent from 2017 to 2019, with the most pronounced increases in priority five and six calls for service, which increased approximately 41 per cent and 46 per cent respectively. When calls for service take longer to clear, this means that other calls for service can remain pending for longer, waiting for a police response, including emergency situations.

Table 4: Average Clearance Times from January 2017 to September 2021

Priority Level	Average Clearance Time (Minutes)				
	2017	2018	2019	2020	Jan to Sep 2021
1	121	120	120	121	128
2	88	92	98	101	108
3	72	73	75	80	89
4	57	59	63	64	71
5 ⁶⁶	75	84	106	108	102
6	63	78	92	100	105
Priority 1 to 6	81	87	93	95	103

Clearance times varied by division

We also noted a wide range in clearance times at a divisional level, with some correlation to response times. For example, as per Table 5, divisions 42 and 53 had among the longest average clearance time for priority one calls for service, and also had the longest average response times.

TPS also does not set any benchmarks or standards for call for service clearance times

TPS also does not set any organizational benchmarks or standards for its call for service clearance times. While we recognize that each call for service is different and it may be difficult to set an absolute standard for each call for service event type, TPS should consider setting divisional or TPS-wide reasonableness thresholds to have a benchmark that can be used to evaluate call for service activity and identify trends at a high level (e.g. TPS-wide or divisional). This may help to inform potential training needs and high-level staffing/resourcing decisions.

⁶⁶ Clearance times are based on data provided by TPS. In the data provided, TPS reported that it excluded calls for service for “Company Alarm”, “Hold Up”, “Residence Alarm”, and “Roaming Personal Safety Alarm” event types from the priority 5 category as a result of the Alarm System Response Policy released in 2018.

Table 5: Average Clearance and Response Times by Division, 2019

Division ⁶⁷	Priority 1		Division	Priority 2		Division	Priority 3	
	Average Clearance Time (mins)	Average Response Time (mins)		Average Clearance Time (mins)	Average Response Time (mins)		Average Clearance Time (mins)	Average Response Time (mins)
12	136.3	17.9	31	117.3	56.8	31	100.9	117.7
42	134.2	23.9	42	115.1	65.5	33	88.6	100.4
53	129.7	23.9	12	105.9	44.8	42	87.6	149.9
41	128	16.6	41	105.7	42.2	41	85	79.5
32	127.2	22.3	23	102.8	42.1	23	81.2	79
31	124.4	20.1	32	102.3	59.6	43	78.8	62.1
22	120.6	18.3	13	101.9	44.9	53	78.7	133.5
43	119.3	17.4	53	101.3	68.7	52	77	110.9
11	118.7	17.9	54	100.6	39.7	54	75.3	60
23	118.7	20.4	33	96.4	44.9	32	73.8	130.3
54	117.9	14.9	52	95.8	64.3	13	68.5	74.9
13	115.1	17.1	43	94.1	42.7	14	68.2	97.1
55	115	15.3	55	90.3	37.6	12	67.3	80.6
33	114.2	20.9	11	89.1	40	22	65.9	64.3
52	114.2	20.6	22	87.8	40.6	11	65.4	69.2
14	108.7	18.7	51	86.6	50	51	63.4	112.6
51	104.3	19	14	85.3	55.1	55	62.1	74.5

⁶⁷ TPS has amalgamated Division 54 and 55 into one division (known as Division 55), however, our review of the call for service data noted that activity from both divisions is still tracked separately in the call for service system.

Root cause analysis needed

While management has not yet completed a formal analysis, TPS indicated that increasing clearance times may be due to:

- the fact that the changing approach to policing is more time intensive, with more complex calls for service requiring more time to address;
- increasing demands on officers for documentation required for calls for service (note: *opportunities for automating the reporting process to free up officer time is discussed in Section B.4 of this report*); and,
- years-of-service/experience is declining on the front line, compounded by competing demands and resourcing issues for supervisory officers.

It will be important for TPS to better understand the root causes, including differences between divisions, in order to ensure calls for service are efficiently handled so that officers can respond to high priority calls for service as quickly as possible.

Response Time Calculation

Opportunities exist to refine response time calculation

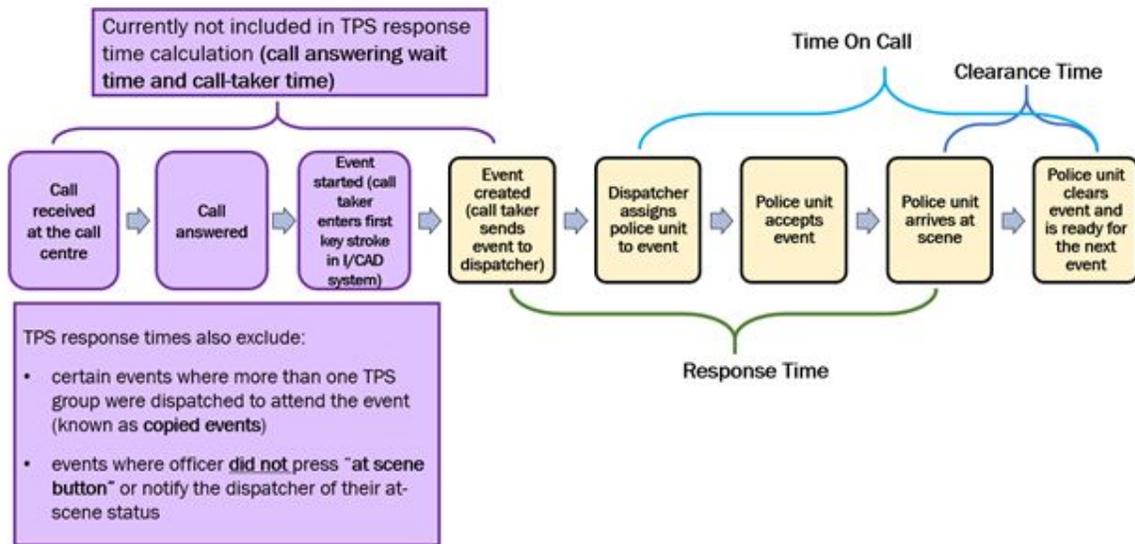
In addition to having targets, in order for response time to be an effective performance metric, the calculation of response time must be complete and representative of actual operating performance.

As noted in Figure 20, we noted several opportunities for TPS to improve its response time calculation/methodology, including:

TPS excludes call answering time and other variables from its response time calculation

- Response times start from the point where the call taker sends the call for service to the dispatcher to assign police officers and do not include the time between when the call is received, to when the event is sent to the dispatcher by the call taker.
 - There are other North American jurisdictions that measure police response time from the point the call for service is answered.
 - This issue is explored further in the *Audit of TPS 9-1-1 PSAP Operations* report.
- Response time methodology excludes certain events where more than one TPS group (e.g. both a PRU officer and non-PRU officer) were dispatched to attend the event (known as “copied events”)

Figure 20: TPS Response Time Calculation



"At-Scene" Compliance

Response time calculation excludes calls for service where "at-scene" arrival time is unknown

We also noted that TPS's response time calculation excludes calls for service where there is no time stamp to indicate when officers arrived "at-scene" (the point at which officers arrive at the call for service location in order to address the event).

When officers arrive at a call for service, they are required to push the "at-scene" button on the mobile data terminal in their vehicles to record the time in the call for service event system to notify the dispatcher that they have arrived at the event. Officers without a mobile data terminal, or who are unable to push the button, must advise their dispatcher that they have arrived at-scene, who will manually record their status in the call for service event system.

“At-scene” compliance rate was about 70% overall in 2019

Based on data provided by TPS, we noted the overall 2019 compliance rate for “at-scene” notification was approximately 70 per cent⁶⁸ and specifically:

- **67 per cent** for priority one calls for service
- **71 per cent** for priority two and three calls for service
- **69 per cent** for priority four to six calls for service

By excluding events without “at-scene” arrive times, response time calculations may not be representative of the entire population of calls for service where officers attended and may impact TPS’s ability to have a full picture of how long it takes to respond to calls for service.

“At-scene” compliance challenges are not a new issue

Ensuring compliance with “at-scene” compliance procedures has been an ongoing challenge for TPS for many years. A 2002 Service Performance Year-End report published by TPS included a performance objective to increase “at-scene” compliance rates for priority one calls for service, which were reported at 62 per cent at that time.

While some improvement has been made, TPS should continue to pursue strategies to increase compliance, including the use of automation to ensure response times are as representative as possible.

Recommendations:

6. **Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to evaluate the root causes for increasing response times and determine a strategy for meeting priority one to priority three response time targets. This should specifically include:**
 - a) **considering strategies for how to improve staff deployability rates, both across the organization and for individual TPS divisions;**

this could include reallocating officers across divisions when needed, and more active management of TPS members who are on accommodation, or long or short-term disability.

⁶⁸ The “at-scene” compliance rate for purposes of this project was calculated using response time data provided by TPS for only events where at least one PRU unit was dispatched to an event during the year 2019.

- b) assessing how implementing the recommendations in Section A of this report would assist with improving response times.
7. Toronto Police Services Board (TPSB) direct the Chief, Toronto Police Service (TPS) to:
- a) evaluate the root causes for increasing clearance times, particularly for non-emergency, low priority (priority four to six) calls for service, and consider the impact on response times; and,
 - b) in collaboration with TPSB, consider setting reasonableness thresholds for call for service clearance times by event type and evaluating/analyzing clearance times across divisions and event types to enhance performance measurement and operational monitoring at a high-level (e.g. divisional and/or TPS-wide).
8. Toronto Police Services Board, work in collaboration with the Chief, Toronto Police Service (TPS) to:
- a) review response time standards adopted as part of the Metropolitan Toronto Police Restructuring Task Force's "*Beyond 2000: Final Report*" and determine if any updates are needed;
 - b) once a reasonable set of response time standards have been agreed upon and formally adopted, communicate them across the organization and routinely measure progress against those standards;
 - c) consider publicly reporting out on its response time performance to increase transparency and accountability; and,
 - d) consider its current response time calculation methodology and consider including the impact of call taker time and any other relevant factors, including items which may not be currently included.

9. **Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to determine if an automated technology solution can be implemented to improve completeness of information for officer arrival times (or increase compliance with officers pressing the “at-scene” button), so that arrival time is recorded for all responses and that all responses are included in the response time calculation.**

Measuring Proactive and Reactive Time

TPS has set a goal of 70% of officer time for reactive service and 30% on proactive activities

In its 2021 and 2022 budget documents, TPS reported that a key strategic objective is to move to a 70/30 reactive/proactive service model. This model means that officers would aim to spend no more than 70 per cent of their time for reactive service (e.g. responding to calls for service and completing administrative tasks) and 30 per cent of their time on proactive activities, such as engaging with the community.

This model was adapted from a study published by the International Association of Chiefs of Police, and indicates that a general principle for the distribution of time for patrol units is 60 per cent of time towards completing operational (e.g. responding to calls for service) and administrative tasks, 30 per cent towards uncommitted time, and 10 per cent available as a flex factor. The study indicated that uncommitted time allows officers to engage in proactive activities.

Goal has not been measured since 2018

While TPS has communicated this goal as a strategic priority in its budget documents, it has not regularly assessed progress towards achievement. Management confirmed that the metric was last formally measured in 2018⁶⁹ and at that time, only four TPS divisions were close to the target. Management further indicated that no formal actions have been taken since to try to achieve that goal at the remaining TPS divisions.

Based on interviews with TPS members, we also noted that there was limited awareness of the strategy amongst front-line officers.

In order to ensure achievement of the 70/30 model, it will be important for TPS to regularly measure, assess any barriers/roadblocks, and take the necessary actions to resolve them. Better understanding and reducing barriers may also assist TPS with improving response times.

⁶⁹ Management indicated that this target has not been regularly measured primarily due to staffing issues and competing project demands.

Recommendation:

- 10. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to ensure its 70/30 reactive/proactive officer time goal is effectively communicated across the organization, understood by the front line, and regularly measured.**

In measuring achievement of this goal, TPS should identify divisions where the goal has not been met, identify the root causes, and develop strategies to enhance achievement.

B. Improving and Further Leveraging Technology and Data

Collecting and using data is an important aspect of police work

In today's environment with the benefits available from technology, it is expected that organizations are leveraging technology and data to manage organizational performance and to improve efficiency.

The need for better data and data analysis was a theme found throughout this project, as well as in the *Audit of TPS 9-1-1 PSAP Operations* report. In the *Way Forward* report, TPS identified technology and information management as one of its strategic priorities, including using data analytics and evidence-based decision making.

TPS Information and Technology Command is leading a number of information technology projects to improve data capacity

TPS's Information and Technology Command is leading TPS towards change in this area. For example, in February 2022, TPS's Chief Information Officer reported to TPSB that TPS had equipped 92 per cent of the Service with body worn cameras and decommissioned three major systems in its information technology rationalization program, achieving over \$500,000 of savings.

Progress has been made but much work lies ahead

Although progress has been made, much work still lies ahead, and a number of opportunities remain for TPS to move its technology programs forward. TPS should improve the collection and use of data to support more effective decision making and ensure efficient and effective use of PRU and other officer time.

We were limited in our ability to perform certain testing due to data issues

In completing our review, we encountered serious challenges with data. In reviewing calls for service, a lack of detailed data fields in the call for service system limited our ability to filter and analyze the entire population of calls for service for the event types we wanted to explore further. For example, to analyze whether certain calls for service involved people experiencing homelessness or mental health challenges, there was no easy way to filter the data in order to understand the nature of the calls for service and identify trends.

Given these challenges, it was necessary for us to primarily take a manual approach of reviewing a sample of calls for service, analyzing extensive documentation that included listening to caller audio files, and reviewing officer notes, reports and other documentation to better understand the nature of each call for service and the events that transpired.

Effective data analysis will be difficult without improvements to data

While detailed review of certain calls for service will sometimes be necessary to understand the nature of events, this approach is not sustainable for the necessary long-term, regular evaluation and analysis TPS will need to perform. It will not be possible for TPS to analyze and better understand the various calls for service it responds to, including those which may be appropriate for an alternative non-police response, without making the necessary improvements to its data.

We also encountered challenges with reliability in attempting to review staffing and disability and accommodation data.

Better data is needed for TPS to effectively carry out strategic change

Without better data that will allow for comprehensive analysis of the entire population, TPS will be limited in its ability to effectively implement important strategic initiatives, including alternative response delivery and ensuring PRU resources are used in the most efficient and effective way possible.

As illustrated in Figure 21, we've identified opportunities for TPS to improve the collection and use of data, and leverage technology which may help to divert certain calls for service, free up some call taker and officer time, and allow for better monitoring and more informed decision making. These opportunities include:

- improving time tracking and staffing data to better monitor resourcing;
- improving call for service data to better monitor how time is spent;
- assessing PRU response to frequently dispatched locations;
- opportunities to free-up officer time by automating and streamlining the reporting process; and,
- opportunities to use technological solutions for call for service diversion and to support call for service clearance.

Figure 21: Opportunities to Improve and Increase use of Data and Technology



B. 1. Improving Time Tracking and Staffing Data to Better Monitor Resourcing

Refining PRU Time Spent on Responding to Calls for Service

PRU time spent on calls for service can include report writing and other activities

Officers responding to calls for service are required to perform a number of steps relating to resolving and documenting the event. For example, officers may write and file police reports, complete forms and other paperwork, access databases and update notes relating to what they observed on-scene and actions taken by officers. These administrative notes and reports are often important as they can be used as legal evidence and can help TPS in understanding and monitoring performance.

Officers also spend time travelling back to one of the divisional police stations across the city to log into desktop computers to write and file reports, some of which are required by legislation and other necessary documentation, as well as to return phone calls and respond to emails.

During the call for service itself, officers may also perform a variety of activities such as mediating between parties, referring to other resources, investigating, etc.

Call for service system does not break down time on call

Management indicated that most reports will be completed prior to an officer clearing the call for service. However, the call for service system does not provide a breakdown on how much of the total time on call for service was spent addressing the call, and how much time was spent on administration, documentation, mediating between parties, etc. Capturing the time spent on these types of interactions may be helpful in analyzing clearance times.

Administrative Events

Administrative events in the call for service system can be broad and do not always clearly explain how time was spent

The call for service system also contains administrative event types (classified as priority eight) which are used by officers that respond to calls for service to record administrative functions that they perform in the course of their shifts. This includes activities such as following up on information received, finishing up reports, etc.

We noted that these administrative event types can be broad, and do not always clearly indicate what the officer did during that time. As illustrated in Table 6 below, there are multiple event types which appear similar and do not clearly explain how the time was spent by the officer.

Table 6: Administrative Event Types and Number of Events and Cumulative Hours Spent for January 2018 to July 2021

Event Type	Number of Events	Cumulative Hours Spent by PRU Units
Shift	175,000	45,000
Station – Information	80,000	53,000
Station – Activities	12,000	9,000
Station – Reports	15,000	18,500

TRMS System

The Time Resource Management System (TRMS) is TPS’s time and attendance and resource scheduling application. TRMS is an administrative system, tracking members’ time and attendance, as well as members’ availability and schedules. TRMS is also the data source for calculating TPS member pay, leave banks, court, and paid duty attendance.

Issues with reliability of data in TRMS

Based on interviews held with TPS members, there are issues with data reliability. For example, each TPS member has a default profile based on their job profile in the system and if a member is temporarily re-assigned to other duties, for example, to work on a special project with an investigative unit, this is generally not reflected in TRMS and it will appear as if they worked in their base unit.

TRMS also cannot accurately record maternity and parental leave as it calculates eight hours of leave on each timesheet, including weekends, when a member is on that type of leave. This can result in an overstatement of leave hours for reporting purposes.

TRMS does not include all time codes necessary to evaluate staffing resources

We also noted that TRMS did not have time codes to capture different types of reasons why PRU officers might not be deployable, such as being assigned to fill in for a station duty officer, being assigned to the officer general deployment program, participating in the general constable developmental program, and/or officers on temporary medical accommodation. This information is important in understanding the actual available complement of the PRU and what changes may be needed to ensure adequate coverage amongst divisions.

During the course of our review, management reported that these time codes had been added to the TRMS system with the aim of improving data quality by the end of 2022.

Quality Issues with Disability and Accommodation Data

Data quality issues limited our ability to review member disability and accommodations

During our review, we attempted to perform analysis of TPS members on short and/or long-term disability and accommodation, however encountered challenges with the integrity of the information in TPS's disability and accommodation management system.

For example, we noted a variety of data issues (e.g. instances where the date of the incident/accident or the return to work date was listed as occurring after the first day of the claim), instances where the disability and/or accommodation type (e.g. mental health, respiratory etc.) field was blank, inconsistent data entry in certain free text fields (for example the term "left foot" was entered at least five different ways).

High quality data will be key to operational and wellness planning

Management also acknowledged that there are significant data reliability and quality issues with disability and accommodation information due to past inconsistent approaches, which included:

- The system was acquired in 1997 and records in the system prior to 2019 are generally inconsistent in terms of the data contained within them. There have been efforts made to convert historical physical files into electronic records, but this has mostly involved attaching imaged documents to a file with basic tombstone data added. Also, only a small portion of files have been imaged so far;
- Case management staff historically used the system sparingly for tracking cases and instead mainly used a free-text based module which cannot easily be analyzed;
- Non-medical accommodations were being tracked separately by a coordinator and may not always be reflected in the system; and,
- The system is not integrated with TRMS and only has limited integration with TPS's Human Resource Management System. This means that manual efforts are required to ensure the various TPS systems reflect the current status of a member (e.g. deployable or not).

TPS management reported that recently it has relied on hand counts of TPS staff at divisions since there is no one reliable, central, source of staffing information.

Accurate and complete data will be important for TPS to further consider the impact of staffing on response times and in developing strategies to help both achieve response time targets and support the well-being of members.

TPS recently established a Workforce Planning and Insights unit which, among other functions, will oversee TRMS and other human resources related systems and applications.

Need for Enhanced and Reliable Information

More detailed time information would allow for enhanced decision making

More detailed and accurate time information would allow management to better assess how officers are spending their time and may help with more effective resource allocation and operational decision making. This information would also likely assist TPS with refining its 70/30 reactive/proactive metric and understanding clearance times discussed in Section A.2, so that a more accurate measure is obtained.

Recommendation:

11. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to improve TPS data quality and reliability by:

- a) establishing more detailed time categories in the Intergraph Computer Aided Dispatch system, so that TPS can have more detailed information on how time is being spent on a per call for service basis. For example, this could include time spent on activities such as reporting, time spent during calls for service on investigative activities, and time spent on customer service/dispute resolution/mediation.

In improving the usefulness of data for time tracking purposes, TPS should consider both the need to collect more enhanced, detailed information, and the operational demands on TPS members.

- b) improve the reliability of the data of the Time Resource Management System, including ensuring accurate reflection of leave hours, and members' work assignments;
- c) improve data reliability and quality related to members on disability and/or accommodation; and,
- d) consider opportunities for integration between staffing and accommodation/disability management systems, where appropriate, so that there is one clear, reliable source of information for making staffing, resourcing and wellness decisions.

B. 2. Improving Call for Service Data to Better Monitor How Time is Spent

Some call for service event types can be broad

Some call for service event types can be broad and cover a range of different scenarios. For example, as discussed in Section A.1 of this report, we noted that Check Address, which is one of the most commonly dispatched event types, can cover a variety of circumstances, from searching for stolen vehicles, to a request to check the well-being of an individual.

There are also a number of other broad event types. A few examples include:

- Unknown Trouble, generally used when a call taker hears screaming or a struggle on the call and is unable to discern the exact nature of the emergency;
- Advised, for calls for service where the call taker is providing referral information or advice; and,
- 311 Referral, for calls for service where a call taker refers the caller to contact 3-1-1 Toronto. Capturing the nature of the call for service (e.g. noise, animal complaint etc.) in an easy to analyze manner may be valuable information for both TPS and 3-1-1 Toronto and could assist in public education and awareness.

What transpires during calls for service not readily apparent without detailed investigation

Furthermore, the details of what transpired during a call for service cannot always be reliably or easily obtained, without listening to the caller audio, pulling the specific event chronology from the I/CAD system, obtaining the officer's memo book notes, and/or obtaining the report associated with the event, if one is available.

This limits TPS's ability to efficiently perform analysis that may assist in making effective operational decisions, such as understanding root causes of increasing response times, or calls for service with the potential to be diverted to an alternate response.

We recognize that some calls for service involving people experiencing homelessness or mental health challenges might still require a police response. However, collecting more readily available information on calls for service involving vulnerable people, such as those experiencing homelessness or mental health challenges, will be helpful in considering alternative responses and ensuring the best possible outcomes for these individuals.

TPS has designated event types, such as Persons in Crisis and Threatening Suicide, however TPS does not have a way to reliably or easily determine how many calls for service involve persons experiencing homelessness, or mental health challenges outside of these designated event types. This information could be helpful in considering alternative responses or resource planning. This may also provide insights that could be helpful to TPS in developing strategies for responding to calls for service involving vulnerable people where police will still be required to respond.

In collecting any personal health information, TPS will need to consider any relevant data collection and storage considerations, as well as compliance with applicable legislation, such as the *Personal Health Information Protection Act*.

Recommendation:

12. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to improve the collection and analysis of its call for service data so that it includes more detailed sub-categories or data fields for responding officers to indicate the nature of the calls for service. This will allow for more robust data analysis and provide data for calls for service that may be suitable for alternative responses. Specifically, this should include:

- a) sub-categories/data fields to better understand event types that are broad in nature. For example, Check Address, Unknown Trouble, Advised and 311 Referral;
- b) system flags/data fields to identify any calls for service that involved interaction with persons experiencing homelessness and/or mental health challenges, or any other factors that may be helpful in analyzing calls for service; and,
- c) text analysis on call for service notes in the call for service system to allow for more effective event analysis.

B. 3. Assessing PRU Response to Frequently Attended Locations

TPS does not routinely examine data to identify repeat addresses of concern.

TPS does not routinely conduct analysis on locations where the PRU attend frequently, to better understand if police are needed, the nature of police attendance, and if the number of times police attend can be reduced⁷⁰.

PRU officers routinely visit some locations

We identified locations where the PRU have attended hundreds of times since 2018⁷¹. For example, we identified four addresses which appear to be fast food restaurant locations where TPS officers cumulatively attended over 1,000 times between January 2018 to July 2021 for Unwanted Guest calls for service.

Table 7 below provides examples of some of the top locations where PRU officers attended repeatedly for some of the event types described in Section A.1 of this report. We have anonymized the addresses to protect privacy.

Table 7: Illustrative Examples of Single Locations Where PRU Repeatedly Attended for Select Event Types

Event Type	Address Type	Number of Events Where PRU Attended (from January 2018 to July 2021)
Check Address	Hospital	809
Check Well Being	Toronto Community Housing Corporation building (multiple units)	72
Dispute	Toronto Community Housing Corporation building (multiple units)	69
Landlord & Tenant Dispute	Residential address	26
Noisy Parties	Residential building	65
Unwanted Guest	Restaurant chain location	333

Check Address Calls for service at Hospitals

⁷⁰ We noted that TPS management have access to a dashboard which includes top locations for certain crime indicators, such as break and enters, auto thefts, and frequent offenders. Our report focuses on low priority, non-emergency events where PRU are being dispatched, which may not involve a crime or criminal charge

⁷¹ Given the data limitations we describe in Section B of the report, we were unable to determine the nature or circumstances of the events, beyond the explanations provided by management. The “address type” descriptions in Table 7 were based on research of the address locations provided in the call for service data. For example, we noted that the addresses in the call for service data corresponded to locations where restaurant chain locations or hospitals were presently located. However, some of these locations were operating in busy intersections in close proximity to other businesses/locations so it is possible that some calls for service at these locations may relate to other matters.

Many Check Address calls for service relate to hospital visits for missing persons investigations

We noted hundreds of Check Address calls for service were associated with addresses of various Toronto hospitals. Management indicated that the majority of these calls for service related to TPS initiated events related to missing persons cases.

The *Missing Persons Act* allows police officers to make an urgent demand for records if they believe the institution has relevant records that would assist in locating a missing person, such as if and when the person visited the hospital. TPS missing persons procedures include visiting hospital locations to assist with missing persons searches. Management indicated that generally, hospitals will not release information over the phone. Further, the *Missing Persons Act* requires this information to be requested using a prescribed form.

Automated solution may help free-up PRU time

A technological solution, such as an automated portal with authentication, may help reduce hospital visits and free-up officer time for more priority calls for service. TPS could also consider if district special constables or other TPS alternative response units could be used to complete this task.

Recurring Events at TCHC Buildings

A number of recurring PRU visits occur at TCHC buildings

We noted a number of Check Well-Being and Dispute calls for service occurring at addresses which were associated with Toronto Community Housing Corporation (TCHC) properties⁷². TCHC is the largest social housing provider in Toronto.

As an extension to the findings in Section A.1 of this report, there may be opportunities for TCHC, in collaboration with TPS and the City, to determine alternative strategies to resolving these repeat calls for service to free-up PRU officer time for other activities. While there are calls for service that will still need to be addressed by TPS, there may be opportunities to free up PRU time in certain situations.

TCHC is already performing wellness checks for some residents during COVID-19

For example, in 2020, TCHC reported having performed over 19,000 wellness checks by telephone and door knocks with all households identified as vulnerable. TCHC further reported having identified and supported over 1,000 households that needed help with daily tasks such as food and medicine delivered to their home.

⁷² In May 2021, City Council authorized the City Solicitor to establish the Toronto Seniors Housing Corporation (TSCH) to manage social housing designated for seniors in the City of Toronto. Council also directed the Boards of TCHC and TSHC to negotiate and arrange for the transfer and assumption of the operational responsibility of 83 seniors-designated buildings owned by TCHC ([Link to Council Decision](#)). Some of the TCHC properties we identified during our review are included as part of those seniors-designated buildings.

TCHC also operates a Community Safety Unit (CSU), which include special constables. According to the CSU webpage, staff work directly in the communities, conducting patrols and site visits, responding to calls at TCHC properties, helping to resolve complaints and disputes, building relationships within the communities, and partnering with other law enforcement, fire and social service agencies.

TCHC may be able to further leverage these models to address certain low-risk, non-emergency calls for service (e.g. Dispute, Check Well-Being, etc.) at TCHC buildings where PRU would have normally attended.

Community based mediation may help reduce PRU visits

The City and TCHC should also consider if community mediation models may help address some of these calls for service. For example, there was a pilot running at Ottawa Community Housing buildings aimed at helping residents resolve their problems proactively without external intervention (e.g. police or by-law enforcement). By supporting people in the community to build their own skills, the program aims to help residents address issues proactively.

Working with Businesses to Address Unwanted Guest Calls

Many repeat calls for service for unwanted guests occur at restaurant chain locations

There were hundreds of repeat unwanted guest calls for service at locations which appeared to be restaurant chain locations. TPS indicated that while they have been working with management at some locations to come up with strategies, these calls for service often relate to persons experiencing homelessness and are recurring.

As highlighted in Section A.1, pursuing alternative non-police strategies may help address some of the underlying causes in these situations and reduce PRU attendance.

City of London CIR team model may present lessons worth considering

We noted that the City of London, Ontario, operates a Coordinated Informed Response (CIR) team composed of City of London employees (including by-law officers), London Police Services, and the community outreach agency London CARES, who offer support and services to the people of London experiencing homelessness in the city. In addition to working with individuals experiencing homelessness, the City of London reports that the program is available to help local businesses handle issues and challenges that arise due to the city's street involved individuals.

Businesses looking for support can contact the team and London Police Services to register their consent. Businesses will then display a sticker in their front window which indicates to the team that they have permission to enter the property and help address issues.

Recommendations:

13. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration along with other agencies to:

- a) analyze low priority, non-emergency calls for service (e.g. Unwanted Guests, Check Address etc.) to identify instances where officers are repeatedly attending the same locations; to determine if an alternative resolution can be implemented. In developing solutions, TPS should consider if call for service volume can be reduced through implementing Recommendation 1 of this report; and,
- b) for calls for service at hospitals related to missing persons inquiries, consider if a technological solution, such as an automated portal with authentication, may help reduce hospital visits and free-up officer time for more priority calls for service.

This evaluation should consider legislative requirements and consultation with the Ministry of the Solicitor General and other stakeholders, as required.

14. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) and City Council request the City Manager to work in collaboration with the President & CEO, Toronto Community Housing Corporation (TCHC) to determine if strategies can be implemented to reduce instances of Priority Response Unit officers repeatedly dispatched to the same locations within TCHC properties.

B. 4. Opportunities to Free-Up Officer Time by Automating and Streamlining Reporting Process

Hard-Copy Documentation Processes

Officers are required to carry hardcopy memo books to document call for service details

TPS procedures require officers to carry memorandum books (known as memo books) or unit-approved notebooks while on duty to record notes of arrests, investigations, significant events and the activities that occur during their shifts. Officers take notes by hand in traditional paper memo books; a practice which has been occurring for many years in Canada.

Officers are required to scan and attach their notes to a copy of the report when investigating a major case, making an arrest, investigating a matter likely to be prosecuted, or when deemed necessary for other operational reasons. Past memo books are filed and stored by the division where the officer is currently working. If needed in the future, it can be a time consuming and burdensome process to physically retrieve and manually review these memo books.

TPS officers also complete a variety of reports for certain calls for services

In addition to keeping memo book notes, officers are also required to complete separate reports for some event types, for example, intimate partner violence, vehicle thefts, and hate/bias crimes.

Manual note taking may increase time spent on a call

Manual note taking is an inefficient process that can increase time spent on a call for service and may delay officers from attending other pending calls for service.

In addition, even though some officer notes are scanned into the records management system, because they are in handwritten form, and in some cases illegible, the notes cannot be easily analyzed against other sources of information. This limits their usefulness for insights that can potentially be used for generating police intelligence and other performance management purposes.

Redundancies in Reporting

Officers are entering the same information into multiple places

We also identified potential redundancies in reports generated by officers, whereby officers can sometimes be required to enter the same information into multiple systems.

For example, officers enter details about a call for service and what transpired in their memo books, but then also create reports for some calls for service with some of that same information that has already been recorded in the memo book. In addition, some officers may also choose to enter notes about the call for service into the call for service system.

Digital Officer Program

Digital Officer program aims to digitize note taking and reporting

In 2017, as part of the recommendations in the *Way Forward* report, TPS outlined the strategy for its Connected Officer Program, aimed at providing front-line officers with smart mobile devices to access police data and information, including an electronic memo book to replace hard copy memo book notes.

While progress has been made, expected completion is still years away

Since then, that initiative has evolved into the Digital Officer Program, which is more encompassing, and aims to enhance the experience of how officers use technology. This includes equipping officers with the physical devices, such as smart mobile devices and body worn cameras, and software needed to maximize their capability and utility.

Management reports that while over 2,600 officers have been issued mobile phones, moving to an effective electronic memo book solution will require a remediation/change of TPS's records management system and the development of platforms to automate and mobile-enable TPS processes, in order to fully realize the benefits of moving away from paperless processes.

The expected timeline on completing this initiative is still several years away.

Several other police agencies in Ontario have reported that they have or are in the process of transitioning from paper-based notes to an electronic platform. It may be helpful for TPS to consider if any "lessons-learned" can be leveraged from these projects to assist in helping move forward the Digital Officer program.

In order to achieve value-for-money and the most possible benefit, it will be important for TPS to ensure that any electronic memo book solution it implements is capable of integrating with its record management and other TPS systems. However, it is also important to recognize that TPS has been pursuing an electronic memo book solution for a number of years and that a more accelerated timeline may be needed to address the inefficiencies created by a manual memo-book system.

Recommendation:

- 15. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to:**
- a) accelerate the Digital Officer program and electronic memo book initiative, including any interfaces with other records management and reporting systems, to create efficiencies in how front-line officer time is spent.**
 - b) consider any best practices that can be leveraged from other jurisdictions, and if any aspects of a digital memo book can be implemented on a more short-term basis, even if full integration is not achieved.**

B. 5. Opportunities to Use Technological Solutions for Call for Service Diversion and to Support Call for Service Clearance

Technology and automation may help free up officer and call taker time

Historically, many calls for service were addressed by dispatching a PRU, or other officer, to a location to investigate and address the situation. For certain event types, TPS currently uses strategies to avoid on-scene call for service resolution, such as through the Citizen Online Report Entry (CORE) online reporting system or calls for service handled through phone by the Primary Report Intake, Management and Entry Unit.

However, there may be opportunities for TPS to leverage technology and automation further to reduce the number of calls for service where a PRU officer has to attend on-scene, and to improve the efficiency and effectiveness of collecting information relating to calls for service.

Digital Platform and Transformation Program aims to create digital workflows

Management reported that TPS has begun to explore new digital strategies that may help divert calls for service from front-line resources, through its Platform and Transformation Program. This program aims to use platform technologies to improve citizen services and front-line officer tools, while reducing service delivery costs.

Digital workflows and strategies could help TPS to also collect more data and make more informed decisions on how to best use limited PRU officers' time. Examples of how these digital strategies can be deployed are described below.

Live Video Technology

Live video technology may help in reducing the number of in person PRU calls

Addressing some calls for service through live video technology may be a way for TPS to avoid sending PRU officers on-scene to certain calls for service and free up officer time. This may be useful for low-priority, non-emergency calls for service.

Other police agencies are piloting this technology

The Winnipeg Police Service has established a Virtual Police Response Unit that enables members of the public to engage with an officer through video using a smartphone or tablet, and allows officers to conduct virtual, remote assessments. The City of Winnipeg reported that Virtual Police Response reduces the time significantly from a report being filed to an officer being dispatched to the scene, saving critical time in the investigative process.

Online dispute resolution, such as through the use of video calling, could be another digital strategy considered to help resolve disputes (for example where there is not an active dispute involving violence and/or a weapon between neighbours and other parties without the need to send officers).

Increasing Self-Reporting and Automating Call for service Interaction

Automating call for service information collection may assist with more effective and efficient response

Developing tools to allow callers to provide as much information as possible, and to allow two-way interaction with TPS without the need to speak to a call taker, including the need to call TPS back to provide updates, may assist with more effective and efficient call for service response.

This could include the ability for a caller to upload details, including documents or photos, relevant to the call for service, provide updates on the situation they are facing, and to cancel a call for service if the situation no longer exists, without speaking to a call taker. Automated status update texts, including notifications for when officers are on the way, could also help reduce instances of callers calling TPS back. These calls can sometimes tie up the 9-1-1 emergency line when callers call back to ask when police will arrive.

“Gone on arrival” is a common occurrence for TPS and ties up PRU officer time

This may help save officer and call taker time that can be redirected towards more high priority, emergency calls for service and reduce “gone on arrival”, which are a common occurrence for certain calls for service. For example, if a caller calls to report an unwanted guest and the unwanted guest has left before police arrived, the caller could conveniently report this update without taking up time of the call taker, and PRU officers would no longer need to attend.

PRU officers must generally still attend such a call for service (if the caller does not call with an update or the call taker is not able to reach the caller to confirm if the situation still exists), even if it is several hours later and the situation no longer exists.

Over 103K events or 66K hours spent to clear “gone on arrival” from 2018 to July 2021

From January 2018 to July 2021, there were over 103,000 events where at least one PRU officer arrived on-scene and marked the call for service with a “gone on arrival” status. Approximately 66,000 hours were spent to clear these calls for service⁷³. Of these events, over 46,000 of these calls for service (44 per cent) were for low priority events, non-emergency events (priority four to six).

\$2.4M cost in attending events when individual “gone on arrival”

Using the salary of a fourth class constable, we estimate that at least \$2.4 million in PRU gross salary costs have been incurred as a result of attending these events when the individual was gone on arrival from January 2018 to July 2021.

⁷³ Includes events where at least one PRU unit attended. Total hours are time spent by units, not by individual officers. As a result, this number is likely conservative since one unit may be composed of multiple officers.

For example, as shown in Table 8 below approximately 7,500 calls for service relating to Unwanted Guest events, and 1,500 calls for service relating to Noisy Party events from January 2018 to July 2021 had a “gone-on-arrival” status. Generally, unless the person who requested assistance calls back to cancel these calls for service, officers must still attend active calls for service that have not been cancelled.

Table 8: “Gone on Arrival” Calls for service for Noisy Parties & Unwanted Guests from January 2018 to July 2021 and Time on Call by Unit

Event Type	Number of Events	Time on Call (by unit)	Percentage of Events Marked as “Gone on Arrival”*
Noisy Parties	1,500	760 hours	15%
Unwanted Guests	7,500	4,400 hours	19%

*Based on calls for service where the I/CAD system showed that at least one PRU officer arrived on-scene. Due to system limitations we described in Section A.1 the “at-scene” status of officers is not always marked in the call for service system

Opportunities for increased online self-reporting

Increased use of online self-reporting could also potentially reduce on-scene PRU visits. In the *Way Forward* report, TPS indicated that while TPS has an existing online reporting portal, the existence of the portal is not well known, and the option is underutilized. Currently, only a limited number of event types are eligible for online reporting using TPS’s online reporting system, however there may be opportunities to expand this list.

We recognize that certain event types may still require an on-scene police resource at some point in the investigation process, however, there may be opportunities to reduce the overall use of on-scene officers, especially in the initial processing and investigation process.

Some police jurisdictions allow for online report of an expanded list of situations

We found that other police jurisdictions in Ontario allow for online reporting of an expanded list of situations. For example, the Barrie Police Service allows the public to report certain “disturb the peace” (i.e. unruly public behaviour) bullying and trespass to property incidents.

In addition, while TPS allows for reporting of theft and other events where the value of the loss is under \$5,000, other police jurisdictions in Ontario have set higher limits. For example, the Ontario Provincial Police allows the public to report theft events regardless of value, and the York Regional Police Service limit is under \$10,000.

Recommendations:

16. **Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to:**
 - a) continue to pursue digital strategies, such as video calling, as an alternative to front-line Priority Response Unit officer response and consider if there are any event types that can be addressed remotely without an on-scene police response.

In doing so, TPS should assess if there are any legislative or privacy requirements that would need to be examined in relation to increased use of technology such as video capability.
 - b) review event types and consider if there are any additional event types that the public can report through the online reporting system or if current reporting criteria (e.g. dollar value limits) can be expanded.
17. **Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to consider as part of its Digital Platform and Transformation Program, an interface for callers to communicate with TPS call takers and provide additional information, and provide confirmation, for certain event types, if a situation no longer exists, such as that an unwanted guest has gone or a noisy party has concluded.**

C. Increasing Integration and Information Sharing

Toronto has developed SafeTO: A Ten-Year Community Safety and Well-Being Plan

In 2021, City Council approved *SafeTO: the City's Ten-Year Community Safety and Well-Being Plan*. SafeTO, which was also endorsed by TPSB, provides a roadmap for how the City and social systems that serve the people of Toronto, such as community services, healthcare systems, education systems, justice systems, police and business, can work collaboratively across different sectors and across governments to support community safety and well-being. City staff, working with TPS, TPSB and other partners also developed the SafeTO Implementation Plan.

The plan highlights that growing evidence calls for proactive, multi-sector responses guided by a unified vision and a set of agreed upon priorities. One priority action outlined in that plan is to strengthen multi-sector collaboration through partnership and integrated investments.

TPS is a key partner in community safety and well-being of the people of Toronto, and should continue to work with other stakeholders

As highlighted in Section A of this report, while TPS receives a variety of calls for service from the public, not all are situations that TPS can effectively resolve on its own. There are further opportunities for TPS and the City as key partners and stakeholders in the well-being and safety of the people of Toronto, to increase collaboration with each other and other agencies to continue to work together to improve outcomes.

Not only will this ensure that residents receive the supports they need and are assisted by the appropriate service or agency, but in turn, this will also help TPS in directing its focus towards more priority police matters and better use its resources.

C. 1. Increased Integration and Collaboration with the City

Working Together with the City on Mental Health Pilots

Both the City and TPS have launched mental health pilots

As mentioned in Section A.1 of this report, we noted some calls for service related to mental health and homelessness are attended by front-line police, and that a preventive approach and wrap-around supportive responses by the City of Toronto and other agencies would likely provide more effective overall outcomes for these individuals and communities.

The City launched the Toronto Community Crisis Service in March 2022 and will explore the use of non-police led crisis response teams for certain calls for service involving mental health. At the same time, TPS has also launched its own pilot, the Gerstein Crisis Centre call for service diversion pilot, which includes diverting certain non-emergency mental health-related crisis calls for service that meet specific, non-imminent risk criteria and which may benefit from a non-police mental health crisis response, to trained mental health crisis workers, instead of police officers.

Joint collaboration and evaluation will be important in evaluating outcomes

While there are opportunities for synergy between the two pilots, there is also the potential for possible overlap, making it necessary for there to be careful joint evaluation and collaboration. Pilot evaluation strategies should include considerations regarding what data will be available to review, how it will be reviewed, and who will be able to access the data.

For example, we noted that the City and TPS have not conducted analysis of actual TPS call for service data to determine the proportion of calls for service received by TPS that would be suitable for resolution by the pilot. Management at the City indicated that the number of possible calls for service that could be diverted was based on Mobile Crisis Intervention Team (MCIT) figures and comparable examples in other jurisdictions.

Also, in deciding next steps for both pilot programs, TPS and City should consider the recommendations for alternative responses in Section A.1 of this report.

Recommendation:

18. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to:

- a) conduct joint program assessments of the outcomes from current mental health call for service diversion pilots, including the Gerstein Crisis Centre call for service diversion pilot, and the City's Toronto Community Crisis Service, to assess the effectiveness and outcomes of these programs;
- b) ensure mechanisms are in place so that both the City and TPS have access to the necessary data, including TPS call for service data (e.g. number of calls for service received, diverted) and relevant call for service details to complete effective evaluations of the current and any future pilots; and,
- c) ensure planning for future pilot programs are coordinated, involve both the City and TPS, and consider the recommendations from Section A.1 of this report, to ensure they are achieving the desired outcomes in the most efficient and effective way.

Opportunities to Automate and Better Track FOCUS and Direct Community Referrals

FOCUS Table and Direct Community Agency Referrals

FOCUS program is a collaborative approach to improving community well-being

Furthering Our Community by Uniting Services (FOCUS) is a community-based approach co-led by the City of Toronto, United Way of Greater Toronto and TPS, that aims to reduce risk, harm, crime, victimization, and improve community resiliency and well-being.

TPS's Community Partnership and Engagement Unit (CPEU) coordinates the aspects of the program relating to TPS.

The model brings together community agencies at a weekly situation table to provide a targeted, wrap-around approach to vulnerable individuals, families and places that are experiencing increased levels of risk in specific geographic locations. There are six FOCUS tables across Toronto, with catchment areas covering 13 TPS divisions.

The FOCUS process is based on referrals. For example, TPS members may identify individuals with need for supports and then make a referral to CPEU or divisional TPS FOCUS representatives. The FOCUS representative will then conduct follow-up inquiries to determine if they can bring the issue to a FOCUS table.

To qualify to be brought to a FOCUS table, a situation must meet certain criteria, including demonstrating acutely elevated risk, which is a high probability that the situation is or will eventually become an emergency involving social disorder, crime, harm or victimization. The situation must also require a multi-agency, wrap-around response.

For situations that do not meet the FOCUS criteria, or for divisions not covered by a FOCUS table, a TPS FOCUS representative can connect with a FOCUS community agency and make a direct referral to that agency.

FOCUS program may help free up PRU resources

The FOCUS program appears to be a potential solution to help free up front-line PRU resources through identifying situations where a non-police response would help reduce frequent/repeat contacts. An independent study⁷⁴ of the FOCUS program showed a 68.75 per cent reduction in the rate of police contacts during a two year post FOCUS table data follow-up period. An example provided by TPS is highlighted below.

Example of FOCUS outcomes
TPS management reported that officers attended a call for service for a family dispute where there had been 44 previous calls for service. They dealt with the initial call for service and recognized that the mother needed social services to help her with her family, not necessarily the police. The officers submitted the FOCUS referral to connect the family to some services and were successful. Since the FOCUS referral, police have not yet had to return to that location.

⁷⁴ We have not reviewed or verified the results or numbers of this study.

Automating FOCUS and Direct Community Referral Process and Analyzing Data

Automation could help increase FOCUS referrals

Currently, FOCUS and direct community agency referrals are made by TPS members contacting FOCUS representatives via phone or email. Divisional specific FOCUS data is largely captured manually in spreadsheets at TPS divisions.

TPS could consider automating the process to generate more referrals, such as through the use of flag /fields on calls for service, or a digital application, that automatically notifies CPEU or the divisional rep of the circumstances of the call for service that may potentially be suitable for a FOCUS table or direct referral.

In addition, a more proactive approach to referrals through increased data analysis at a TPS wide level, such as through analyzing call for service data for keywords or repeat dispatched locations (as highlighted in section B.3 of this report), may also be helpful.

Other Community Referrals

TPS members can also make community referrals outside of the FOCUS program

Apart from formal referrals through the FOCUS table or partner agencies, TPS members can also provide referrals to community support programs and agencies. For example, TPS's Mobile Crisis Intervention Team (MCIT) program provide referrals to community agencies for people that have had an interaction with the MCIT.

Management also reported that TPS is adding community referral training to courses at the Toronto Police College and directly to officers, to help them explain and make referrals to community supports in the course of their interactions with the public.

In its Mental Health and Addictions Strategy presented at the January 2022 TPSB meeting, TPS reported that it is working towards developing a process for capturing all community referrals, including those made directly by TPS officers, and is developing information management structures to support an application or digital platform for members to make referrals.

Recommendation:

- 19. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to:**
- a) consider automating and streamlining the process by which TPS members make and track referrals for community-based services, including the Furthering Our Community by Uniting Services (FOCUS) table and other community referrals, with the goals of making the referral process easier for officers, preventing further repeat calls for service requiring Priority Response Unit officer response, increasing diversion to supporting organizations, and improving the outcomes and quality of service to the public.
 - b) with these same goals in mind, TPS to also consider performing analysis of call for service data at a corporate level to identify trends or possibly situations that may also be suitable for referral.

Reducing Police Hospital Wait Times for Mental Health Apprehensions

Mental Health Act governs police apprehensions of persons in crisis

In Ontario, the *Mental Health Act* permits police officers to apprehend individuals suffering from a mental disorder under certain conditions that include if the officer has reasonable grounds to believe that a person is acting or has acted in a disorderly manner, and has reasonable cause to believe the person is a threat or at risk of causing harm to themselves or others⁷⁵. Under the act, when police officers make apprehensions, they must take the person in custody to be examined by a physician, which usually occurs in a hospital setting.

Police officer must retain custody of the person until hospital accepts care

The officer must wait with the apprehended person and retain custody until a person designated by the hospital as authorized to accept care does so.

⁷⁵ The full conditions can be found here: [Section 17 - Mental Health Act](#). In addition to police officer initiated apprehensions, the Mental Health Act also allows for other circumstances where police may be required to apprehend and transport an individual. For example, some apprehensions may be initiated at the request of a physician or justice of the peace or result from a community treatment order. As part of the community treatment order process, under certain circumstances police officers may be required to transport individuals to specific facilities.

PRU officers can spend hours in hospitals waiting

This can take hours, and every minute a PRU officer waits in a hospital waiting room reduces the time that officer is available to support public safety efforts, reactively and proactively, in their assigned divisions.

Using Alternative Police Response Units

District special constables may help free up PRU time, but capacity is limited

TPS has recently begun using its district special constables to wait at hospitals and free up PRU officers to respond to other calls for service, which helps to some extent. While only a limited number of district special constables are available, expanding their use could provide another alternative to free up PRU officer time.

Impact of Hospital Wait Times

Based on mental health apprehension data provided by TPS, from January 2018 to July 2021, the average wait-time for custody transfer to a hospital official was over 1.5 hours, with approximately 30 per cent of apprehensions resulting in waiting times of two hours or more. Table 9 breaks down wait time data further.

Based on the salary of a fourth class constable, we estimate that at least \$1.8 million in PRU gross salary costs have been incurred as a result of hospital waits from January 2018 to July 2021⁷⁶.

⁷⁶ Based on hospital wait time data provided by TPS for PRU officers. The data was generated from reports provided by officers on how long they waited, relating to mental health apprehensions. Given data reliability issues, we excluded events where the reported waiting time was 0 minutes or greater than 600 minutes since it was unclear if these were outliers. Also, the hospital location visited was not always indicated for each apprehension and in a small number of cases, it appeared that officers waited at non-hospital based, health-care facilities.

This number is likely conservative given that wait-time data provided was only available on a per-event basis, instead of per-officer basis. In some occasions, more than one officer will wait with an apprehended person and therefore the cumulative total number of hours spent waiting, and salary costs are likely greater than what is presented in this report.

Table 9: Hospital Wait Times from January 2018 to July 2021 for PRU Officers

Wait Time	Number of Apprehensions	% of Apprehensions	Total Time at Hospital in Hours	Minimum Wait Time (mins)	Maximum Wait Time (mins)
Less than 60 mins	8,352	26%	5,112	5	55
Greater/equal to 60 and less than 120 minutes	13,617	43%	17,584	60	115
Greater/equal to 120 and less than 180 minutes	6,428	20%	14,361	120	175
Greater/equal to 180 minutes	3,589	11%	13,352	180	600
Total	31,986	100%	50,409		

Officers transport apprehended persons to Toronto hospitals, sometimes outside Toronto

Based on the data we reviewed, we also noted that officers transported individuals to a variety of different hospitals across the City. In some cases, we noted that officers drove to hospitals outside Toronto, including Brampton, Markham-Stouffville and Richmond Hill.

Hospital Delays Are Not A New Issue

Hospital delays are not a new issue or unique to TPS

Hospital delays are not unique to TPS alone. Toronto Paramedic Services also reported that it continues to experience critical system workload pressures due to delays in transferring ambulance patients to the care of the hospital and that in-hospital times for paramedics waiting to transfer patients at hospitals is the most significant factor contributing to emergency medical system pressures.

Toronto Paramedic Services also faces hospital offload delays

In 2019, Toronto Paramedic Services management reported that ambulance offload times were approximately 1 hour, 90 per cent of the time.

This well exceeds the “30 minutes, 90 percent of the time” standard recommended by the *Hospital Emergency Department and Ambulance Effectiveness Working Group*, a provincial working group commissioned by the Province of Ontario in 2005 to advise the Ontario Ministry of Health and Long-Term Care (now the Ministry of Health) on ambulance offload times in emergency departments.

In her 2010 report, the Auditor General of Ontario also highlighted issues with ambulance offload delays. Her review noted instances where ambulance crews had to wait for over an hour—and in some cases up to three hours—for their patients to be attended to by the emergency department.

Preventative Approaches

Preventing mental health apprehensions can result in more effective outcomes for all

A preventative approach that looks to minimize the number of mental health apprehensions, such as through the Toronto Community Crisis Service pilot, may also help to alleviate the pressures on PRU officers tied up in hospital waiting rooms so that they are available to respond to other pending priority calls for service, and at the same time, help provide better outcomes for residents and community members.

With the launch of the Toronto Community Crisis Service and TPS's Gerstein 9-1-1 Crisis Call for service diversion pilot project related to mental health, it is possible that some mental health apprehensions may be prevented. This is an important indicator that should be measured and included in the evaluation of these pilots.

Increased officer training aims to provide alternatives

TPS reported it is pursuing increased officer training and awareness about community support programs. The aim is to help provide officers with the information necessary to develop confidence in explaining community supports to persons in crisis, in order to obtain their consent for referral and engage these agencies during a crisis, rather than apprehending the individual under the *Mental Health Act*.

Need for Community Supports

More community resources needed

As mentioned in Section A, the lack of mental health resources in Canada may be a contributing factor to more mental health apprehensions and resultingly, PRU officers waiting in hospitals.

According to the Ontario Human Rights Commission, “...starting in the 1960s, under a policy of deinstitutionalization, people were moved away from long-term psychiatric facilities with the goal that they would be provided services and supports in the community...Ultimately, the shift from institutional to community care was marked by a lack of community supports, such as affordable, safe housing and a lack of accountability for the care of people with severe mental health disabilities⁷⁷.”

This is a systemic issue that will require a collaborative approach with the provincial government, hospitals, TPS, and other agencies.

⁷⁷ From the 2014 Ontario Human Rights Commission publication “*Policy on preventing discrimination based on Mental health disabilities and addictions*” [Link to publication](#)

Minimizing Hospital Wait Times Where Apprehensions Cannot Be Avoided

Patient distribution logic system may be helpful

Management reported that while officers are trained to phone ahead to the hospital and provide the circumstances of the apprehension, there is no formal system in place in which information can be sent to hospitals ahead of time.

TPS also does not have a formal system in place to identify the optimal hospital for an officer to visit, for example in consideration of factors such as wait and travel times. Toronto Paramedic Services, which regularly transports individuals to hospitals as part of its mandate, utilizes patient distribution system software that assists with distribution of patients to the most appropriate hospital based on certain factors including the severity of the illness/injury, services required, and hospital proximity⁷⁸. TPS may want to explore if a similar system might help alleviate some wait time pressures.

Joint TPS hospital liaison committees work to resolve hospital wait time issues

Management advised that TPS has adopted some of the best practices from a framework developed by a provincial task force comprised of experts from across the healthcare and policing sectors. This includes establishing police-hospital liaison committees with some hospitals that work to address issues faced by both the police and the health care service providers. Management also reported that these hospitals have developed hospital specific transfer of care protocols in collaboration with TPS.

Several hospitals that officers visit do not have committees or protocols

However, committees have not been formed for several of the hospitals TPS routinely visits in Toronto. Establishing police-hospital liaison committees at these locations would formally establish communication or escalation protocols that may help TPS and hospitals effectively address concerns.

Dedicated offload pilot may be helpful

Management has also reported that one hospital recently received funding for an emergency department offload mental health nurse pilot position. The offload nurse works to expedite the transfer of care process by taking over care of the apprehended person until the hospital accepts responsibility, and police are generally only required to stay past the offload time in situations where there is violence.

⁷⁸ Documentation provided by Toronto Paramedic Services indicated that in certain cases, paramedics may be required to transport patients to a particular hospital (e.g. due to legislative requirements).

Pursuing Legislative Change

TPSB should consider pursuing legislative changes

In addition to strategies to reduce wait times, it may also be good timing for TPSB, in consultation with TPS and other stakeholders, to request changes to the legislation for mental health apprehensions, particularly regarding the requirement for a police officer to retain custody while waiting at hospitals.

In considering its request for potential changes, TPS and TPSB should also consider the impacts of any findings and recommendations from any relevant prior external reviews, as applicable (e.g. coroner's inquests, etc.)

Recommendations:

- 20. Toronto Police Services Board direct the Executive Director and Chief of Staff, Toronto Police Services Board Office, in consultation with the Chief, Toronto Police Service, and other stakeholders as necessary, to request changes to the legislation for mental health apprehensions regarding police custody while waiting at hospitals.**
- 21. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with the Chief, Toronto Paramedic Services and the Chief Executive Officers (or other appropriate executive liaisons) of Toronto hospitals to:**
 - a. leverage technology and/or the use of data to identify the most appropriate hospital for an officer to transport an individual in custody, with the view of minimizing wait times and travelling the least possible distance.**
 - b. develop police-hospital liaison committees and transfer of care protocols with all hospitals where TPS transports apprehended persons, to minimize wait times and develop protocols to create a workflow which will benefit both TPS and the hospitals.**

Working Together with 3-1-1 Toronto on Call for Service Diversion

TPS and City have considered strategies for call for service diversion to 3-1-1 Toronto

For some people, contacting the police through 9-1-1 has been their “go-to response” for assistance, including for non-emergencies. This is in part because 9-1-1 is free and an easy number to remember, they may not be aware of other numbers such as 3-1-1, and/or they may not be satisfied with the City’s response or may be referred by the City back to police.

Management indicated that police may be dispatched to these non-emergencies because if they don’t respond and something goes wrong as a result of that decision, there could be potential legal risks for TPS.

Joint Non-Emergency Calls and Dispatch Steering Group was established

As a result of the *Way Forward* report, a joint *Non-Emergency Calls and Dispatch Steering Group* between the City and TPS was set up with the goal of identifying the appropriate agency/organization to respond to non-emergency calls. The expected impacts were an increase in calls to 3-1-1 Toronto, and increased response by City divisions (MLS, and Transportation Services) to calls for service that would have otherwise gone to police.

Shared response model launched in 2018

One of the deliverables of the steering group was a non-emergency calls intake and response matrix to identify appropriate responder (either TPS or the City) for different types of calls for service. For example, the matrix included call types such as Animal Complaints, Check Traffic Signals, Traffic Obstruction and which agency would respond. The shared response model was launched in June 2018.

Examining Call Volumes Under the Shared Response Model

Calls for service assigned to the 3-1-1 Referral event type have not seen significant decline

Calls for service where TPS call takers refer callers to 3-1-1 Toronto are captured under the 311 Referral event type⁷⁹. As highlighted in Table 10, since 2018, the number of calls referred to 3-1-1 Toronto have not seen significant decline since the shared response model was developed. If the shared response model were functioning as intended, one expected outcome would likely be a general decline in the number of times TPS call takers have to refer callers to 3-1-1 Toronto.

⁷⁹ This only includes calls for service received through TPS’s Communications Services unit and classified by call takers using the 311 Referral event type. The public can also call 3-1-1 Toronto directly to open service requests about City related programs and services and these would not be tracked by TPS. Service requests made by residents directly to 3-1-1 Toronto were outside of the scope of our review.

As discussed in section B.2, this is a broad category and there is no way to easily identify the reason for the call for service without reviewing the call for service documentation or listening to the call audio. Understanding why callers still need to be referred to 3-1-1 Toronto may help provide insights to uncover if the shared response model is operating as intended.

Table 10: Calls for Service Assigned to the 311-Referral Event Type from January 2018 to July 2021

Event Type	2018	2019	2020	Jan to July 2021 (partial year)
311 Referral	4,580	4,880	9,090	3,020

3-1-1 Call Volumes

3-1-1 Toronto management reported that from 2018 to 2021, over 56,000 calls received through the 3-1-1 Contact Centre were transferred to TPS’s non-emergency line by 3-1-1 customer service representatives. However due to system limitations, the nature of the calls was not tracked. In November 2021, management reported that 3-1-1 upgraded to a new system and is now able to track the nature of these interactions.

Documenting and analyzing the reasons why callers are transferred to TPS may provide insights to help assess the effectiveness of call-diversion strategies and if roles and responsibilities are fully understood by staff.

Ensuring Roles and Responsibilities Are Clearly Understood and Communicated

City and TPS may want to assess if roles and responsibilities are clearly understood

We noted that the protocol between 3-1-1 Toronto and TPS may not always be clearly understood by staff. We reviewed complaints received by 3-1-1 Toronto from the public. In some cases, members of the public appeared to express displeasure about being re-directed between TPS and 3-1-1 Toronto for issues they required assistance with. The following are some examples from 2020 and 2021 quoted directly from 3-1-1 Toronto’s complaint log:

- *“...Called about the need for a sign to caution the vehicles getting in/out of the garage of the building at {address redacted} about the pedestrian sidewalk traffic. Was advised to call Police Traffic Safety Dept. claiming that installing traffic signs is the police responsibility not the City's. They said police dept. said the truth is the opposite...”*

- *“...I spoke to {3-1-1 Toronto customer service representative name redacted} about suspected animal cruelty at a condo. She was determined to not take the complaint. First, she said I had to call the police. I told her I had and was told to call 311...”*
- *“...resident said she called this morning about a construction fence that was blown down. 10ft deep hole. And the 311 agent transferred the call to Toronto Police instead of following {311 procedures}...”*
- *“...Caller is upset as he has been trying to report a noise complaint to 311... caller says he was incorrectly directed to the police who were angry to receive noise complaints from 311. Officer provided his badge number to have 311 made aware this is not the correct process...”*

Council member’s motion sought to investigate this issue further

This issue was highlighted at the June 2021 City Council meeting⁸⁰, where a member’s motion indicated that *“...Residents who report late-night noise issues (related to large parties, for example) are confused when told by the Toronto Police Service that it is a Municipal Licensing and Standards issue, while Municipal Licensing and Standards claims it is a Police issue. This gap leaves residents with no recourse, and there is apparently a lack of consistency in how 311 deals with these calls.”*

3-1-1 call for service diversion outcomes have not been formally evaluated since 2019

While TPS management conducted an analysis of calls for service referred to 3-1-1 Toronto at the beginning of 2019, no further analysis has been conducted since, to assess if the protocol is working as intended, if roles and responsibilities are clearly understood, and if there are any opportunities to increase calls for service that can be diverted to 3-1-1 Toronto. According to our review of meeting minutes, we also noted that the joint TPS and City steering group has not met since 2018.

Further evaluation is required to ensure optimal outcomes

Often what is measured is what gets actioned, and TPS advised us that one of the reasons why the number of calls for service diverted to 3-1-1 Toronto is not higher may be that this area is not regularly measured or reviewed. Regular joint evaluation between TPS and the City will be required to ensure that TPS is using its resources in the most effective way and that the people of Toronto receive a satisfactory level of service.

⁸⁰ [Link to Council Decision](#)

Increased Data Sharing Between TPS, 3-1-1, and Other City Divisions

Increased noise complaint data sharing can help proactively resolve issues

We also noted that TPS and the City do not routinely share noisy party and noise complaint data on a per event basis so that proactive management of noise issues can be addressed. For example, if TPS visits an address for a noise issue, and the caller does not also contact 3-1-1 Toronto separately to open a noise complaint about that address, MLS is generally not notified that the police attended that address.

We reviewed a list of noise complaints (including noisy party complaints) that MLS had investigated since October 2019 and noted addresses where TPS had visited for a noisy party event that did not have any noise complaints on file with MLS.

Privacy considerations should be reviewed

Increased data sharing may help the City and TPS perform more proactive management of by-law issues and reduce the reliance on dispatching TPS officers. However, before undertaking any data sharing, a review of relevant privacy considerations should be performed, in consideration of the *Municipal Freedom of Information and Protection of Privacy Act*, and any other relevant legislation.

Recommendations:

- 22. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to:**
- a) assess if current call for service diversion strategies to the City, through 3-1-1 Toronto, are working as intended, and if TPS and City staff clearly understand the roles and responsibilities.
- This should include evaluation of call volumes and outcomes at both TPS's Communications Centre and 3-1-1 Toronto for relevant call for service types.
- b) assess if there are opportunities to increase call for service diversion from TPS to the City.

23. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to consider through an interface or other means, increasing the information shared between City divisions (e.g. Municipal Licensing and Standards Division, 3-1-1 Toronto, etc.) and TPS on a per call for service basis (e.g. addresses where police respond to noisy parties) so that trends can be identified and the City can help address the root cause of issues that are not police matters.

Before undertaking any data sharing, TPS and the City should perform a legal review, which includes consideration of any relevant privacy considerations, specifically the requirements outlined in the *Municipal Freedom of Information and Protection of Privacy Act*.

C. 2. Increased Integration and Collaboration with Other Agencies

Using 2-1-1 Central Data and Community Resources

TPS should consider 2-1-1 data to help drive decision making

2-1-1 Central, operated by Findhelp Information Services, operates a 24 hours a day, seven days a week helpline and website to provide information on and referrals to community, social, health-related and government services. The public can contact 2-1-1 to inquire about and obtain referrals to these services.

2-1-1 also maintains data related to the services people are looking for, and when they contact 2-1-1. If analyzed in conjunction with TPS call for service data, this information may be helpful in providing insights to TPS on where front-line resources are regularly deployed, where demand for community services may exist, and assist with potential community-based alternative solutions.

However, before undertaking any data sharing, a review of relevant privacy considerations should be performed, in consideration of the *Municipal Freedom of Information and Protection of Privacy Act*, and any other relevant legislation.

Recommendation:

- 24. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to leverage 2-1-1 Central data in conjunction with call for service data, at an aggregate level, to identify neighbourhoods where there are a high number of low priority calls for service, and where community resources may exist to help divert front-line police resources.**

Before undertaking any data sharing, TPS and the City should perform a legal review, which includes consideration of any relevant privacy considerations, specifically the requirements outlined in the *Municipal Freedom of Information and Protection of Privacy Act*.

Increased Public Education and Awareness May Lead to Better Outcomes

Increased and ongoing public awareness and education may be needed

Increased and ongoing public awareness of the appropriate agency to call to resolve issues may help as a preventative measure to avoid some police calls for service and/or having front-line resources dispatched to calls for service and may help ensure that vulnerable individuals receive the community support they require.

In some calls for service we reviewed where we noted a PRU response may not have been needed, we noted that call takers or the officers attending on scene provided advice or education to callers on the agency/organization that would be most appropriate to contact, such as the Landlord and Tenant Board or 3-1-1 Toronto.

These instances may highlight the need for increased and ongoing public education on who is the appropriate agency to call to resolve the caller's issue, when to call the police for an emergency, as well as increasing awareness of 2-1-1 and the police non-emergency line (416-808-2222).

In its 2020-21 annual report, 2-1-1 Central reported that it received over 360,000 contacts from the public. By way of contrast, in 2021 TPS's Communications Services unit received over 1.7 million calls, and 3-1-1 Toronto responded to 1.4 million customer contacts. While each agency has a different mandate, this contrast may be a possible indicator that greater awareness of 2-1-1 and the services it offers could be helpful.

The last advertising campaign to educate the public on who to call was held in 2018

In 2018, the City and TPS launched a “Make the Right Call” advertising campaign to attempt to educate the public on knowing when to call 3-1-1, the police non-emergency line, or 9-1-1, to ensure they receive the right help, at the right time. No further formal campaigns have been held since then.

The Auditor General’s recent report *Audit of TPS 9-1-1 PSAP Operations* includes a recommendation on increasing public education campaigns on the appropriate number to call for issue resolution (2-1-1, 3-1-1, non-emergency police line – 416-808-2222, or 9-1-1).

Addressing Public Perceptions on Vulnerable Individuals

Need to address perceptions on the challenges faced by vulnerable individuals

There may also be a need to increase public awareness and challenge societal perceptions about people experiencing mental health issues and/or homelessness. These groups may experience stigma and discrimination, including fears that they may be violent. This could potentially lead to calls for service to police even in situations where there are no indicators to suggest the risk of violence or harm. For example, if a person experiencing homelessness is panhandling outside a restaurant and not exhibiting any dangerous behaviours, it may be more effective for a street outreach worker to help the person, and police do not need to be called.

The Canadian Mental Health Association reported that studies indicate that people with serious mental illnesses are no more likely to engage in violent behaviour than the general population, and in fact are more likely to be victims of violence themselves⁸¹.

“Toronto For All” initiative may be helpful in educating the public

The City reported that since 2016 it has collaborated with community partners through its “Toronto For All” initiative to create public awareness campaigns addressing implicit biases, negative attitudes and stereotypes, that can have an impact on ensuring Toronto is an inclusive and equitable city for everyone.

Campaigns in the past have used tools such as transit shelter posters, social media engagement, web-based resources and community information for the general public. There have been several campaigns to date, including a campaign on homelessness.

There may be an opportunity for the City to use this initiative to draw attention to these perceptions and to highlight when to consider if a non-police response, such as calling the City’s Streets to Homes Outreach Program, may be more appropriate, recognizing that police may still be needed depending on the circumstances.

⁸¹ [Violence and Mental Health: Unpacking a Complex Issue \(cmha.ca\)](https://www.cmha.ca/violence-and-mental-health)

Recommendation:

- 25. City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to consider implementing public awareness campaigns addressing the public's perceptions on people experiencing mental health challenges and/or homelessness and what type of response (e.g. police or non-police response) would be most appropriate.**

This process should include mechanisms for campaign evaluation (e.g. key metrics that will be measured), a process for including community engagement in the planning process and determining the most appropriate target audience.

Conclusion

TPS plays a key role in ensuring safety and well-being of Toronto

Toronto Police Service (TPS) plays a key role in ensuring the safety and well-being of the people of Toronto through its delivery of policing services. As first responders, TPS officers are on the front lines and respond to a variety of situations. However, not all of the calls for service that TPS has historically responded to are police matters.

In responding to these calls for service, TPS has effectively become the default response in some situations when alternative non-police responses are not in place or not available when needed.

TPS alone cannot support the needs of vulnerable individuals

Furthermore, a lack of adequate supports for vulnerable individuals, including people experiencing homelessness and mental health challenges, has sometimes resulted in a default police response to these calls for service. Supporting the complex needs of these individuals is not something that a police emergency response was intended to resolve and alternative community-based responses, if in place and available when needed, can help to provide the needed social supports for people.

Whole-of-government approach and investment in social service infrastructure and alternative strategies needed

In our view, based on our results, a transfer or “lift and shift” in funding from TPS to the City for these alternative non-police responses, created by freed up capacity of PRU officers, is currently not possible, and it is not enough. Until the alternative responses are effective and available when needed, PRU officers may still be required to attend these calls for service. In addition, we have identified concerns relating to increasing response times and there is a need to use freed up capacity of PRU officers to address this and other TPS strategic priorities.

A journey of change is needed

Improving community safety and well-being will require active leadership and commitment from the City, and multi-sector collaboration and partnership in pursuing alternative responses. Progress towards this goal will allow TPS to further focus on its strategic priorities. It is important for stakeholders to support one another to achieve the best possible outcomes for the people of Toronto.

Exploring alternative responses will not be a short-term project. A journey of change will be required, that involves methodical planning, informed data-driven decision making, and careful evaluation before effective decisions can be made.

It will be important for TPS, the City, and other stakeholders to develop concrete community-wide plans that include the desired outcomes and a framework to capture data, and track, evaluate and report out publicly on the progress of pilot outcomes. This will help the City, TPS, and other stakeholders to make evidence-based decisions and ensure transparency and accountability as all stakeholders move forward together.

Our review makes 25 recommendations that provide the starting point for the City, TPS and its partners to embark on this journey of change to build better outcomes together.

Objectives, Scope and Methodology

TPSB requested the Auditor General conduct a risk assessment and audits of TPS

In November 2020, at the request of the Toronto Police Services Board (TPSB), the Auditor General completed a risk assessment of the Toronto Police Service (TPS) to develop a risk-based audit plan. This plan was independently developed by the Auditor General and sets the audit priorities at TPS over the next five years.

In March 2021, TPSB, TPS and the Auditor General signed a Memorandum of Understanding which, established a five-year term during which the Auditor General will carry out performance audits examining whether TPS's programs or services are achieving objectives effectively, economically, and efficiently.

Project focuses on identifying opportunities

This project reviews TPS's policing responsibilities and service areas to identify opportunities for improving efficiency and effectiveness and potential alternative responses.

Our review looked to answer the following questions:

- Are there types of events for service that TPS is responding to that can be handled more efficiently through a non-uniformed response, by other entities, or through using a different approach, so that policing resources can be allocated towards the most value-added activities?
- Are there opportunities for TPS to maximize the use of resources and achieve efficiencies in staffing and other operational areas, while still achieving its objectives effectively in a cost-effective manner, through automation and the increased use of technology?
- Is TPS adequately managing and coordinating its activities with other entities, with the view of maximizing efficiency, effectiveness, and economy for the City as a whole?

Our scope

This project focused on the period from 2017 to 2021. Where relevant, we examined certain records and data outside of this period.

Due to the impacts of the COVID-19 pandemic, in some sections of our project we focused on 2019 data since it represents the most recent, normalized, full year of data. TPS reported that call for service data and response times in 2020 and 2021 may not accurately reflect the true state of operations due to the impacts of the COVID-19 pandemic.

Our methodology

Our work included the following:

- Review of TPS and TPSB policies and procedures;
- Review City by-laws and other relevant City agency policies and procedures;
- Review of relevant legislation, including the *Police Services Act* and upcoming changes;
- Review of TPS budget information, strategic plans, and internal and external reviews;
- Interviews with staff from TPS, TPSB, Toronto Police Association, Toronto Paramedic Services and various City divisions;
- Review of previous external and internal reviews of TPS for potential cost savings;
- Analysis of calls for service through a review of various sources of information including caller audio, the chronological history of the call for service and officer response, general occurrence report, officers' memo book notes, audio of body cam footage and dash cam footage, where available; and,
- Research and benchmarking with other jurisdictions.

Experts were used to validate results

In selecting and interpreting the sample described in Section A.1, we used statistically valid, randomly selected, sampling techniques using a 90 per cent confidence level and 15 per cent margin of error.

For sample items where we noted that PRU may not be required, our conclusions were informed in consultation with a panel of experts which included former law enforcement officers with many years of policing experience.

Limitations	Our findings and conclusions were based on information and data provided by TPS at the time the review was completed.
Data integrity issues	<p>We used data provided by TPS to perform our analysis, but we are unable to provide assurance on the reliability and accuracy of the data due to system limitations and weaknesses in controls and the information systems used by TPS, in particular relating to call for service data and staffing/accommodation related data.</p> <p>During the review we identified discrepancies in the number of records between the various database tables of the I/CAD system. At our request, TPS management raised this issue with the I/CAD system third-party vendor. The vendor identified that this may have been as a result of potential system failures during the database update process, however, the vendor indicated that further investigation would be required to confirm the cause. As the cause is still unknown, we are unable to determine the impact of this issue on the data we relied on during our review.</p>
Changes to legislation may impact our recommendations	Further, our recommendations are based on the <i>Police Services Act</i> , as enacted at the time of our review. In March 2019, the Government of Ontario passed the <i>Community Safety and Policing Act</i> and once in force, will replace the current Act. Regulations which are expected to clarify the new legislation, including the types of policing services functions allowed under section 14, have not yet been finalized. The <i>Community Safety and Policing Act</i> has not yet come into force and any changes from the current <i>Police Services Act</i> may impact the recommendations contained in this report.
The work we describe in this report was not an audit	The work performed in relation to this report does not constitute an audit conducted in accordance with Generally Accepted Government Auditing Standards. However, we believe we have performed sufficient work and gathered sufficient appropriate evidence to provide for a reasonable basis to support our observations and recommendations.

Appendix 1: Toronto Police Service Management’s Response to the Auditor General’s Report Entitled: “Review of Toronto Police Service - Opportunities to Support More Effective Responses to Calls for Service, A Journey of Change: Improving Community Safety and Well-Being Outcomes”

Recommendation 1: City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration along with other agencies, to determine the feasibility of setting up adequately resourced, non-time restrictive, alternative responses for events where police are currently attending and where such attendance is likely not essential.

In doing so, the City and TPS should:

- a) identify call for service event types, including but not limited to, the six event types discussed in our report that may be suitable for an alternative response;
- b) develop reasonable criteria for each event type to assess the calls for service within those event types that may be suitable for an alternative response, including defining the level of acceptable risk and liability and how these factors will be managed;
- c) consider alternative response pilot programs (e.g. community dispute mediation), with adequate evaluation mechanisms, to provide information and insights on the effectiveness of any established responses. This should include an assessment of the feasibility and cost-effectiveness of providing these alternative responses;
- d) consider existing City or other community programs that could provide an alternative response and where needed, the feasibility and cost-effectiveness of changing the approach and resourcing to provide a timely and effective non-police response (e.g. Municipal Licensing and Standards Division for noisy small gatherings, Shelter, Support & Housing Administration Division street outreach teams);
- e) consider a gradual and informed approach to establishing responses and assess the factors that would be needed for an effective and efficient full transition, including consultation with the public; and,
- f) develop and regularly update a plan that includes key milestones and targets so that progress can be tracked.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation and will plan with the City. Indeed the TPS has embraced opportunities and is an active partner with the City and other organizations in the creation of other response models for the appropriate types of calls, as is most recently demonstrated by our assistance in the creation of the Toronto Community Crisis Service (TCCS) pilot, and by our own Gerstein Crisis Centre pilot.

Additionally, in any situation where dispute calls are diverted to non-police mediation, the TPS will need a mechanism to ensure police can still access important information (reports, etc.) related to these types of calls. In some cases, these dispute reports indicate a pattern of behavior that can escalate to violence and/or child abuse. Case Managers rely on these patterns of behavior to assist their investigations.

For 1d, implementation is dependent on these resources being available 24/7.

Implementation also requires the appropriate resourcing of the TPS Communications Unit and the incremental infrastructure to manage dispatch to alternative service providers, and hand-offs back and forth between existing first responders and these alternative providers.

The TPS already meets weekly with City managers from SDFa to discuss aspects of the TCCS pilot and will leverage this existing relationship to work with staff to implement this recommendation.

As this report notes, there are areas of core service that require action and improvement in service delivery by the TPS. Any efficiencies found through the implementation of this (and other) recommendations will be used by the TPS to invest in and improve the delivery of those core policing services. As a result, and as noted by the Auditor General, it is important to view the process contemplated by this recommendation not as a budgeting exercise, but rather, an evidence-based process through which public resources are better aligned with appropriate service delivery options. The reality may be that funding levels overall will not see a reduction – especially as the city continues to grow – but, that with better alignment, the best outcomes are being achieved through the most appropriate deployed service, and that the funding needs for any option are better managed and made more sustainable than would otherwise be the case over the long-term.

Recommendation 2: City Council request the City Manager, in consultation with the Toronto Police Services Board, to reiterate the City’s requests for funding commitments from the Government of Canada and the Ontario Government to support permanent housing options and to provide supports to address Toronto’s mental health and addictions crises.

In doing so, the City should communicate to the other governments that a “whole-of-government” funding approach in these areas will be critical to building the infrastructure needed to support effective alternative response delivery and ensure the best possible outcomes for the people of Toronto.

Management Response: **Agree** **Disagree**

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation and will provide support to the City to implement. Discussions can occur immediately.

Recommendation 3: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with the Toronto Police Association, to:

- a) **assess the impact of expanding the Primary Report Intake, Management and Entry (PRIME) Unit, Community Investigative Support Unit (CISU) and District Special Constable programs, and, where appropriate, if it would assist with supporting and/or further reducing the time spent on events currently attended by Priority Response Unit (PRU) officers. For the PRIME and CISU units, consider both sworn members (including retired officers) and potentially civilian members, where appropriate, for potential expanded capacity.**
- b) **consider if all TPS Special Constables, including Court Officers and District Special Constables, can be cross-trained to increase the pool of Special Constables available to assist the PRU in call for service diversion.**

Management Response: **Agree** **Disagree**

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

An analysis will begin by Q4 of 2022, with a report back to the Toronto Police Services Board by Q2 2023. The Service will develop a hiring strategy to ensure that sufficient special constables are available to fill vacancies created by those that leave to pursue police constable positions as they become available. This strategy may require hiring beyond the current authorized strength to avoid the inherent lag time created by the recruitment, onboarding and training process.

For 3a, an expansion of the PRIME Unit, CISU or DSC programs will require a review of impacts related to funding and resource allocation. This will ensure that increasing resources in these areas will not reduce resources in other TPS areas that must be maintained for adequate core service delivery (e.g. PRU). Another avenue that will be reviewed is expanding part-time roles for retired officers, which is far less expensive than having a full-time officer do the job. For example, having retired officers responsible for reports will allow this investigative task to be completed effectively and more efficiently than, perhaps, through other options.

CISU members are now required to "log in" to the PRIME system and are to be dispatched to events by the PRIME Sergeants, thereby expanding the functionality of the PRIME Unit. Early feedback indicates a much improved response to these calls. TPS is planning to further train CISU members to process on-line reports to further increase efficiencies and deployment of this alternative response.

For 3b, the Special Constable Generalist Program was approved by Command in March 2022. The Program will allow for a multi-functional special constable role with greater versatility and flexibility, and enables special constables to perform all three functions – district special constable, booker, and court officer. In this way, the TPS is very much proceeding in the direction recommended by the Auditor General.

A job call has been posted with a class starting in Q3 and another in Q4. A 'patch' course for all current special constables has been developed which will start in Q1 2023.

Recommendation 4: Toronto Police Services Board direct the Chief, Toronto Police Service to examine if:

- a) **aspects of the Primary Report Intake, Management and Entry Unit and Community Investigative Support Unit (CISU) can be centralized together, so that the workload can be shared and calls for service can be handled more efficiently.**
- b) **For aspects that cannot be centralized, (e.g. mobile CISU units) consider more clearly defining the responsibilities and expectations, including workload allocations, to both units.**

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation. For 4a, CISU members are now required to "log in" to the PRIME system and are to be dispatched to events by the PRIME Sergeants, thereby expanding the functionality and deployment of the PRIME Unit. Early feedback indicates a much improved response to these calls. TPS is planning to further train CISU members to process on-line reports to further increase efficiencies. For 4b, the Investigative Review project, currently underway, will include a review of CISU functions. The Investigative Review final report is anticipated to be completed by Q4 2022, with related recommendations being implemented throughout 2023.

Recommendation 5: City Council request the Chief, Toronto Paramedic Services, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to review current protocols for when Priority Response Unit (PRU) officers are requested for See Ambulance calls for service. This should include:

- a) **determining if there are any opportunities to further refine the See Ambulance protocol so that the attendance of PRU officers is based on an articulable risk to paramedic safety, specific to the unique circumstances of each call for service;**
- b) **re-evaluating the criteria for when police are requested. This evaluation should specifically consider, but not be limited to, if the presence of alcohol, in absence of other risk factors, requires an automatic PRU response;**
- c) **ensure that the rationale for requesting PRU attendance and other important information is clearly documented in the Toronto Paramedic Services call for service details. Both entities should also consider documenting which entity initiated the request for attendance from the other entity;**
- d) **in situations where TPS would have sent PRU officers to calls for service irrespective of a request from Toronto Paramedic Services, TPS should consider documenting this in its call for service system;**

- e) regular, joint evaluation of calls for service where PRU attendance is requested, to assess the effectiveness and efficiency of the revised protocol and consider any changes as necessary; and,
- f) consider if additional training is needed for TPS and Toronto Paramedic Services call takers to ensure requests for police attendance are well documented and comply with policies and procedures.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: The TPS agrees with this recommendation and will work with our partners at Toronto Paramedic Services to implement. Discussions will commence by Q3 2022. Specific to 5e, the TPS would like to emphasize the importance of ensuring that issues are addressed in a timely manner, and welcomes the assistance of Toronto Paramedic Services with implementation.

Recommendation 6: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to evaluate the root causes for increasing response times and determine a strategy for meeting priority one to priority three response time targets. This should specifically include:

- a) considering strategies for how to improve staff deployability rates, both across the organization and for individual TPS divisions;

 this could include reallocating officers across divisions when needed, and more active management of TPS members who are on accommodation, or long or short-term disability.
- b) assessing how implementing the recommendations in Section A of this report would assist with improving response times.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation. The TPS has engaged the services of a criminal justice management consultant to assist in the review and establishment of a deployment model that will allow the TPS to more reliably meet its Reactive/Proactive policing goal (70/30, where PRU members spend an average of 70% of their time responding to calls for service in a timely manner, and 30% of their time on proactive community safety functions). To that end, after appropriate consideration of the consultant’s analysis and recommendations, the TPS will adopt a Response Time target that will be public, with regular public reporting on how the TPS is faring in relation to that target. Discussions and a readiness assessment are currently underway. Work on this recommendation is ongoing and will require dedicated analytical and information design work (project staff and project plan). This recommendation aligns with the Information Management (IM) Framework project, which includes the vision, principles, pillars, and strategic focus areas that will be collectively applied to mature overall data management for the Service. This Framework has been created using industry best-practices and is designed for the Service’s

unique needs. This recommendation could also potentially align with NG9-1-1 project. It is expected that Implementation of this recommendation is a 2 year project, requiring 2 IM specialists to redesign, implement, map data and migrate reports.

Additionally, several projects are in progress that will investigate other potential correlating factors to increased response times. These projects include an evaluation of the shift schedule pilots and a staffing levels analysis. Information gained from these projects will help TPS inform approaches for improving deployability rates and response times to emergency calls for service.

For 6a, disability management IT Systems require investment and potentially overhaul. TPS will lead this work.

Recommendation 7: Toronto Police Services Board (TPSB) direct the Chief, Toronto Police Service (TPS) to:

- a) evaluate the root causes for increasing clearance times, particularly for non-emergency, low priority (priority four to six) calls for service, and consider the impact on response times; and,
- b) in collaboration with TPSB, consider setting reasonableness thresholds for call for service clearance times by event type and evaluating/analyzing clearance times across divisions and event types to enhance performance measurement and operational monitoring at a high-level (e.g. divisional and/or TPS-wide).

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

In addition to reasonableness thresholds, TPS notes that proper supervision will also be an important factor in operational monitoring or compliance. This will require more focused capacity for supervisors than is currently available and may require an increase in staffing.

Work on this recommendation is ongoing and will require dedicated analytical and information design work (project staff and project plan). In part, the analytical work required stems from the reality that there are no well-established 'clearance standards' in policing. TPS notes that setting benchmarks for clearance times is very difficult. It should be studied carefully and then tested in a controlled manner to guard against unintended consequences. Benchmarks should also be compared to long-term averages, and used for analyses of systemic barriers, rather than as a "target" or "maximum" time used for individual discipline. However, the TPS is prepared to undertake this work itself and establish standards that make sense within the Toronto community safety context. This recommendation also aligns with the Information Management Framework project and could potentially align with NG9-1-1 project. Implementation will require dedicated project staff and project plan and at least 1-2 years for foundation. A working group will be struck to begin this work in Q4 2022.

For 7b, work is ongoing, but requires dedicated analytical and information design work for implementation.

Recommendation 8: Toronto Police Services Board, work in collaboration with the Chief, Toronto Police Service (TPS) to:

- a) review response time standards adopted as part of the Metropolitan Toronto Police Restructuring Task Force’s “*Beyond 2000: Final Report*” and determine if any updates are needed;
- b) once a reasonable set of response time standards have been agreed upon and formally adopted, communicate them across the organization and routinely measure progress against those standards;
- c) consider publicly reporting out on its response time performance to increase transparency and accountability; and,
- d) consider its current response time calculation methodology and consider including the impact of call taker time and any other relevant factors, including items which may not be currently included.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation. The TPS has engaged the services of criminal justice management consultant to assist in the review and establishment of a deployment model that will allow the TPS to more reliably meet its Reactive/Proactive policing goal (70/30). To that end, after appropriate consideration of the consultant’s analysis and recommendations, the TPS will adopt a Response Time target that will be made public and in relation to which the TPS will regularly and publicly report. Work should begin after the consultant gives their report back, likely to be Q4 of 2022. TPS notes this needs to be undertaken in a very thoughtful way with input from stakeholders across the Service. The TPS may establish a Steering Committee, and the development of a formal implementation plan and training to ensure targets are being used correctly. Implementation should likely be included as a deliverable in our Information Management Framework project. Work on this recommendation is ongoing and will require dedicated analytical and information design work (project staff and project plan). This recommendation aligns with the Analytics Framework project. For 8d, public consultation is essential to ensure the public understands and has an opportunity to inform the components of the public-facing elements of this work.

Recommendation 9: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to determine if an automated technology solution can be implemented to improve completeness of information for officer arrival times (or increase compliance with officers pressing the “at-scene” button), so that arrival time is recorded for all responses and that all responses are included in the response time calculation.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation and will consider methods to improve officer compliance in notifying the arrival at scene time.

As attending officers are now equipped with Body Worn Cameras, we may be able to determine their arrival time by integrating the BWC data, however further analysis is required. TPS will investigate whether implementation is possible through augmented GPS accuracy with telematics and leveraging the Digital Officer Mobile Devices.

Messaging will be prepared in response to this recommendation and others reminding members that when assigned to an event they must acknowledge with their dispatcher when they are At Scene of the event. It is not within the understanding of every member of the value of this metric, and as members are more focused on solving the problem the value of acknowledging At Scene is not always top of mind.

The police sergeant on the road during these calls is constantly aware of where his/her team resources are and how long they are taking to process events. The constraint is when the platoon has only one supervisor and they are operationalized at a major event or an event that procedurally they are required to be present. Sergeants will be reminded again of the importance of what members are doing, and that members are acknowledging with the dispatcher when they are at scene, either by voice or by MWS, and then consecutively when they are clear from the event.

Further, the on road supervisor works in partnership with their dispatcher to understand capacity, to approve lunch hours or remaining in service. The supervisor can also instigate dialogue with the dispatcher to clarify or communicate an At Scene acknowledgment. This response is dependent on the availability of supervisors which is a constant resourcing challenge for TPS.

TPS will strike up a working group by Q4 of 2022.

Recommendation 10: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to ensure its 70/30 reactive/proactive officer time goal is effectively communicated across the organization, understood by the front line, and regularly measured.

In measuring achievement of this goal, TPS should identify divisions where the goal has not been met, identify the root causes, and develop strategies to enhance achievement.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

TPS is currently refining KPIs across the organization to allow us to build strategies based on the results of data analysis. This will include an analysis of officer-generated event types that map to community engagement-related events in Q4 2022

TPS notes that proper staffing levels in the PRU and other support units will have to be achieved for this recommendation to ultimately be met. The staffing level will also be influenced by the response time target that is selected, and be impacted by alternative service delivery approaches that are sustainability implemented. TPS is currently working with an external consultant to perform a readiness assessment prior to beginning a more fulsome staffing analysis. As stated in Recommendation 8 work should begin after the consultant gives their report back, likely to be Q4 of 2022.

Recommendation 11: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to improve TPS data quality and reliability by:

- a) **establishing more detailed time categories in the Intergraph Computer Aided Dispatch system, so that TPS can have more detailed information on how time is being spent on a per call for service basis. For example, this could include time spent on activities such as reporting, time spent during calls for service on investigative activities, and time spent on customer service/dispute resolution/mediation.**

In improving the usefulness of data for time tracking purposes, TPS should consider both the need to collect more enhanced, detailed information, and the operational demands on TPS members.

- b) **improve the reliability of the data of the Time Resource Management System, including ensuring accurate reflection of leave hours, and members' work assignments;**
- c) **improve data reliability and quality related to members on disability and/or accommodation; and,**
- d) **consider opportunities for integration between staffing and accommodation/disability management systems, where appropriate, so that there is one clear, reliable source of information for making staffing, resourcing and wellness decisions.**

Management Response: **Agree** **Disagree**

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation. The Service will develop a more specific plan to address these issues by Q1 2023. There are many co-dependencies in this area that will need to be addressed in the plan.

This requires a co-design process to define which systems will measure which dimensions to then be combined in analytics.

For 11b-d, implementing these recommendations will require process and system enhancements, such as modules for staff scheduling or labour allocation.

The Information Management Framework supports this, however some system enhancements may be required. Implementation will take approximately 2 years from receiving funding approval.

For 11c, there will be a requirement to balance access to data with member privacy, however the TPS realizes that it must better track this data.

Recommendation 12: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to improve the collection and analysis of its call for service data so that it includes more detailed sub-categories or data fields for responding officers to indicate the nature of the calls for service. This will allow for more robust data analysis and provide data for calls for service that may be suitable for alternative responses. Specifically, this should include:

- a) sub-categories/data fields to better understand event types that are broad in nature. For example, Check Address, Unknown Trouble, Advised and 311 Referral;
- b) system flags/data fields to identify any calls for service that involved interaction with persons experiencing homelessness and/or mental health challenges, or any other factors that may be helpful in analyzing calls for service; and,
- c) text analysis on call for service notes in the call for service system to allow for more effective event analysis.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

Implementing this recommendation will require process and system enhancements, focused on data architecture and technology to support electronic officer notes. Additionally, an impact study on the cumulative time effort for completing this additional data entry will be required prior to implementation. This is to ensure that the cumulative impact of implementing this and other recommendations (e.g. *Missing & Missed*) will not introduce any additional load or delay in critical officer work operations. TPS wishes to avoid unintentionally increasing time on call and decreasing officer availability for emergency calls.

For Recommendation 12c, AI/ML application for analysis will also be required. The Information Management Framework project supports this, but system enhancements will be required. Attention to potential increases in processing time for Call takers will also need to be considered.

In operationalizing this data, TPS will be mindful of the way data is captured, labeled and used, so as not to stigmatize any impacted persons. TPS recognizes the need to be mindful about how and what kinds of information we will be capturing. TPS has been criticized in the past for how we have handled and shared personal health information within our RMS and interfaces such as CPIC. For example, we now have more stringent rules for capturing and storing information when police attend an attempt or threaten suicide call. Also, a person's mental health challenges can be fluid, and it may be problematic to label an individual within our systems, based on one point in time, without a mechanism to update their health status between interactions with police.

Collecting more information related to mental health will require consultation with the Ontario Information and Privacy Commissioner and a review of [PHIPA](#).

Implementation of this recommendation is a 2 year project, requiring 2 IM specialists to redesign, implement, map data and migrate reports. The Service will be providing interim updates on progress to the Board.

Recommendation 13: City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration along with other agencies to:

- a) analyze low priority, non-emergency calls for service (e.g. Unwanted Guests, Check Address etc.) to identify instances where officers are repeatedly attending the same locations; to determine if an alternative resolution can be implemented. In developing solutions, TPS should consider if call for service volume can be reduced through implementing Recommendation 1 of this report; and,
- b) for calls for service at hospitals related to missing persons inquiries, consider if a technological solution, such as an automated portal with authentication, may help reduce hospital visits and free-up officer time for more priority calls for service.

This evaluation should consider legislative requirements and consultation with the Ministry of the Solicitor General and other stakeholders, as required.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

Implementation is quite feasible and will require the involvement of other entities. Work is ongoing, however several dependencies will drive our implementation timeline, including Recommendation 12 above. Work will commence in Q3 2022.

Once we are able, we will perform the requested analysis to identify trends in order to make ourselves ready to engage with other stakeholders who may volunteer to assist in handling these incidents; or, indeed, take ownership of them completely.

For 13b, any technological solution will have to be implemented in partnership with the Ministry of the Solicitor General and may not be possible without an amendment to the *Missing Persons Act*. In addition, the implementation of this recommendation will require cooperation of the Ministry of Health and hospitals.

Recommendation 14: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) and City Council request the City Manager to work in collaboration with the President & CEO, Toronto Community Housing Corporation (TCHC) to determine if strategies can be implemented to reduce instances of Priority Response Unit officers repeatedly dispatched to the same locations within TCHC properties.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation and will work with our external partners to implement. Work will commence in Q3 2022.

An increase to the TCHC Special Constable program would assist in alleviating calls for service to the TPS at TCHC properties, especially if TCHC implemented a similar strategy to our NCO program by having Special Constables embedded in smaller defined areas of their properties for a minimum of 2-4 years. They would be able to address ongoing, longer term issues and, likely, eliminate the need for TPS to attend many of the calls we currently attend by focusing in a more sustained way on community safety and well-being issues.

Recommendation 15: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to:

- a) **accelerate the Digital Officer program and electronic memo book initiative, including any interfaces with other records management and reporting systems, to create efficiencies in how front-line officer time is spent.**
- b) **consider any best practices that can be leveraged from other jurisdictions, and if any aspects of a digital memo book can be implemented on a more short-term basis, even if full integration is not achieved.**

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

An enhanced Records Management System (RMS) and IM data models to integrate systems are required to implement this recommendation without significant sub-optimization. Other jurisdictions have been examined for first-generation electronic notes and lessons learned point to high degree of RMS integration for functionality, supportability and future friendliness. Implementation will need to include analysis to ensure that other PRU functions will not be negatively impacted.

Planning is ongoing for the RMS project. We anticipate this will take at least 2 years; however, we will seek any opportunity to accelerate this work, while remaining cognizant of potential risks that must be addressed or mitigated.

Recommendation 16: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to:

- a) **continue to pursue digital strategies, such as video calling, as an alternative to front-line Priority Response Unit officer response and consider if there are any event types that can be addressed remotely without an on-scene police response.**

In doing so, TPS should assess if there are any legislative or privacy requirements that would need to be examined in relation to increased use of technology such as video capability.

- b) review event types and consider if there are any additional event types that the public can report through the online reporting system or if current reporting criteria (e.g. dollar value limits) can be expanded.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

We will also be reviewing monetary thresholds, to determine whether offences over \$5000 can also be reported online (theft, fraud, mischief and damage) and will also perform analysis to ensure there is no elevated risk of harm to the complainant resulting from implementing this recommendation.

TPS will need to be mindful that some of these instances are reported by, or involve, community members who may not be able to access technology, or may have barriers to technology (e.g. elderly residents who are not comfortable with the web/texting). We will also need to ensure that this technology would not unintentionally lead to unintended negative outcomes (e.g. an individual cancelling a call made by their partner as a result of intimate partner violence).

Work to achieve this outcome is underway and is a core focus of the Platforms and Transformation Program initiated in 2021. The first use cases are to be delivered at the end of 2023 with the project continuing to deliver use cases up to video interaction. The program is expected to achieve this milestone in 2-3 years and will be ongoing thereafter.

Recommendation 17: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to consider as part of its Digital Platform and Transformation Program, an interface for callers to communicate with TPS call takers and provide additional information, and provide confirmation, for certain event types, if a situation no longer exists, such as that an unwanted guest has gone or a noisy party has concluded.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation. The Service will provide a more specific plan in Q1 2023 and will provide regular updates to the Board.

Abort type functionality is envisioned as part of the delivery of this digital service.

TPS plans to limit this option to very specific call types, to avoid scenarios where someone in a dangerous situation is compelled to cancel a call under duress (e.g. intimate partner violence or offences in which an individual is being exploited).

Recommendation 18: City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to:

- a) **conduct joint program assessments of the outcomes from current mental health call for service diversion pilots, including the Gerstein Crisis Centre call for service diversion pilot, and the City's Toronto Community Crisis Service, to assess the effectiveness and outcomes of these programs;**
- b) **ensure mechanisms are in place so that both the City and TPS have access to the necessary data, including TPS call for service data (e.g. number of calls for service received, diverted) and relevant call for service details to complete effective evaluations of the current and any future pilots; and,**
- c) **ensure planning for future pilot programs are coordinated, involve both the City and TPS, and consider the recommendations from Section A.1 of this report, to ensure they are achieving the desired outcomes in the most efficient and effective way.**

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation and will undertake this work in partnership with the City. Work on 18a and 18b is already in process. Implementation will require full Information Management data design for calls for service. An analysis of existing data plus gaps, and a strategy to address, are all required. For 18a, TPS is in the process of securing a third party to perform this evaluation. For 18b, TPS will continue to share data with the City to inform the Community Safety and Wellbeing Plan (SafeTO) and will work to provide greater access to the necessary data, including TPS call for service data and relevant call for service details to complete effective evaluations. For 18c, TPS has recently done this in the design and implementation of the Toronto Community Crisis service (TCCS). The Service will replicate the methods used in the creation of the TCCS when implementing this recommendation.

Recommendation 19: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to:

- a) **consider automating and streamlining the process by which TPS members make and track referrals for community-based services, including the Furthering Our Community by Uniting Services (FOCUS) table and other community referrals, with the goals of making the referral process easier for officers, preventing further repeat calls for service requiring Priority Response Unit officer response, increasing diversion to supporting organizations, and improving the outcomes and quality of service to the public.**
- b) **with these same goals in mind, TPS to also consider performing analysis of call for service data at a corporate level to identify trends or possibly situations that may also be suitable for referral.**

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation and recognizes obvious benefits of implementing this recommendation. TPS will need to coordinate with other partners, including but not limited to FOCUS, to ensure capacity for increased intake. Additionally, training-related considerations will have to be factored into implementation planning. The project is underway with IM design and partner engagement. The timeline is highly dependent on partners for the full vision. Expectation is to pilot the referral tools to the front-line is by summer 2023.

Recommendation 20: Toronto Police Services Board direct the Executive Director and Chief of Staff, Toronto Police Services Board Office, in consultation with the Chief, Toronto Police Service, and other stakeholders as necessary, to request changes to the legislation for mental health apprehensions regarding police custody while waiting at hospitals.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation. Further discussions with external justice partners will be required prior to implementation, to ensure they would also support these changes. TPS will also consult with the Board’s Mental Health and Addictions Advisory Panel. Many TPS processes, policies and procedures related to MHA apprehensions are also informed by Coroner’s Inquest recommendations, most notably the Inquest into the deaths of Mr. Andrew Loku, and the inquest commonly referred to as “JKE”. TPS is also guided by Justice Iacobucci’s 2014 review “Police Encounters with Persons in Crisis”. Any review of strategies related to MHA apprehensions should also be informed by those past recommendations and reviews. Consultations needed to implement this recommendation will be completed by the end of Q4 2022 and will be followed by recommendations from the TPS to the Board concerning opportunities for legislative reform.

Recommendation 21: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with the Chief, Toronto Paramedic Services and the Chief Executive Officers (or other appropriate executive liaisons) of Toronto hospitals to:

- a) leverage technology and/or the use of data to identify the most appropriate hospital for an officer to transport an individual in custody, with the view of minimizing wait times and travelling the least possible distance.

- b) develop police-hospital liaison committees and transfer of care protocols with all hospitals where TPS transports apprehended persons, to minimize wait times and develop protocols to create a workflow which will benefit both TPS and the hospitals.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation and will work with our external partners to implement. A working group will be struck by Q1 2023.

Recommendation 22: City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to:

- a) assess if current call for service diversion strategies to the City, through 3-1-1 Toronto, are working as intended, and if TPS and City staff clearly understand the roles and responsibilities.

This should include evaluation of call volumes and outcomes at both TPS's Communications Centre and 3-1-1 Toronto for relevant call for service types.

- b) assess if there are opportunities to increase call for service diversion from TPS to the City.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation and will undertake this work in partnership with the City. The Service will initiate this conversation by end of Q4 2022.

TPS agrees that an examination of why 3-1-1 use has only grown modestly during the TPS's modernization initiatives would be worthwhile, and would help determine if there are any issues associated with 3-1-1 call resolution and/or wait times.

Recommendation 23: City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to consider through an interface or other means, increasing the information shared between City divisions (e.g. Municipal Licensing and Standards Division, 3-1-1 Toronto, etc.) and TPS on a per call for service basis (e.g. addresses where police respond to noisy parties) so that trends can be identified and the City can help address the root cause of issues that are not police matters.

Before undertaking any data sharing, TPS and the City should perform a legal review, which includes consideration of any relevant privacy considerations, specifically the requirements outlined in the *Municipal Freedom of Information and Protection of Privacy Act*.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation and will plan with the City by leveraging the current collaborative partnership formed as a result of the work done on the TCCS. Discussions can occur immediately.

Recommendation 24: City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to leverage 2-1-1 Central data in conjunction with call for service data, at an aggregate level, to identify neighbourhoods where there are a high number of low priority calls for service, and where community resources may exist to help divert front-line police resources.

Before undertaking any data sharing, TPS and the City should perform a legal review, which includes consideration of any relevant privacy considerations, specifically the requirements outlined in the *Municipal Freedom of Information and Protection of Privacy Act*.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation and will plan with the City. A framework through a working group will be set up by the end of Q4 2022. Data enhancements projected to be made during the TCCS project will assist with implementing this recommendation.

Recommendation 25: City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to consider implementing public awareness campaigns addressing the public’s perceptions on people experiencing mental health challenges and/or homelessness and what type of response (e.g. police or non-police response) would be most appropriate.

This process should include mechanisms for campaign evaluation (e.g. key metrics that will be measured), a process for including community engagement in the planning process and determining the most appropriate target audience.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation and will plan implementation with the City. Discussions will begin in Q4 2022 and we expect work will commence in Q1 2023. TPS will also consult with the Board’s Mental Health and Addictions Advisory Panel to support implementation.

Appendix 2: City Management's Response to Relevant Recommendations to the Auditor General's Report Entitled: "Review of Toronto Police Service - Opportunities to Support More Effective Responses to Calls for Service, A Journey of Change: Improving Community Safety and Well-Being Outcomes"

Recommendation 1:

City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration along with other agencies, to determine the feasibility of setting up adequately resourced, non-time restrictive, alternative responses for events where police are currently attending and where such attendance is likely not essential.

In doing so, the City and TPS should:

- a) identify call for service event types, including but not limited to, the six event types discussed in our report that may be suitable for an alternative response;
- b) develop reasonable criteria for each event type to assess the calls for service within those event types that may be suitable for an alternative response, including defining the level of acceptable risk and liability and how these factors will be managed;
- c) consider alternative response pilot programs (e.g. community dispute mediation), with adequate evaluation mechanisms, to provide information and insights on the effectiveness of any established responses. This should include an assessment of the feasibility and cost-effectiveness of providing these alternative responses;
- d) consider existing City or other community programs that could provide an alternative response and where needed, the feasibility and cost-effectiveness of changing the approach and resourcing to provide a timely and effective non-police response (e.g. Municipal Licensing and Standards Division for noisy small gatherings, Shelter, Support & Housing Administration Division street outreach teams);
- e) consider a gradual and informed approach to establishing responses and assess the factors that would be needed for an effective and efficient full transition, including consultation with the public; and,
- f) develop and regularly update a plan that includes key milestones and targets so that progress can be tracked.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

City Manager's Office:

The City Manager and relevant City divisions will work with the TPS on these recommendations and will commence discussions by Q3 2022.

Regarding part c), the City Manager will work with the Executive Director of SDFA to continue its pilots of the Toronto Community Crisis Service related to mental health calls and will continue its regular meetings and communication with TPS on this. Other pilot program opportunities will be explored, such as community dispute mediation. The implementation of those potential additional pilots may be longer term goals for the City, depending on the results of the analysis and the funding available.

Regarding part d), the City Manager will work with the General Manager of SSHA to determine the feasibility of setting up alternative responses to 911 calls seeking support for people experiencing homelessness. Such alternatives will include public education on the supports provided through the Streets to Homes Program.

The City Manager will also work with the Executive Director of MLS, TPS, and other stakeholders, keeping in mind the strategic direction from the Transformational Taskforce, to assess whether there are any additional measures or alternative strategies to consider in light of the importance of the additional information and context brought forward in the Auditor General's report. This will take time and discussion, and the costs and benefits will need to be considered.

A report back will form part of the City's overall response plan to the recommendations in the Auditor General's report.

Recommendation 2: City Council request the City Manager, in consultation with the Toronto Police Services Board, to reiterate the City's requests for funding commitments from the Government of Canada and the Ontario Government to support permanent housing options and to provide supports to address Toronto's mental health and addictions crises.

In doing so, the City should communicate to the other governments that a "whole-of-government" funding approach in these areas will be critical to building the infrastructure needed to support effective alternative response delivery and ensure the best possible outcomes for the people of Toronto.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

City Manager's Office:

The City Manager is supportive of this recommendation. The City continues to engage with other governments and partners for adequate funding commitments for health services that adequately support individuals who are homeless and for wrap around services required for supportive housing units.

Recommendation 5:

City Council request the Chief, Toronto Paramedic Services, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to review current protocols for when Priority Response Unit (PRU) officers are requested for See Ambulance calls for service. This should include:

- a) determining if there are any opportunities to further refine the See Ambulance protocol so that the attendance of PRU officers is based on an articulable risk to paramedic safety, specific to the unique circumstances of each call for service;
- b) re-evaluating the criteria for when police are requested. This evaluation should specifically consider, but not be limited to, if the presence of alcohol, in absence of other risk factors, requires an automatic PRU response;
- c) ensure that the rationale for requesting PRU attendance and other important information is clearly documented in the Toronto Paramedic Services call for service details. Both entities should also consider documenting which entity initiated the request for attendance from the other entity;
- d) in situations where TPS would have sent PRU officers to calls for service irrespective of a request from Toronto Paramedic Services, TPS should consider documenting this in its call for service system;
- e) regular, joint evaluation of calls for service where PRU attendance is requested, to assess the effectiveness and efficiency of the revised protocol and consider any changes as necessary; and,
- f) consider if additional training is needed for TPS and Toronto Paramedic Services call takers to ensure requests for police attendance are well documented and comply with policies and procedures.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: Toronto Paramedic Services: Toronto Paramedic Services has no concerns with this recommendation and will work in collaboration with Toronto Police Service on these areas.

Recommendation 13:

City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration along with other agencies to:

- a) analyze low priority, non-emergency calls for service (e.g. Unwanted Guests, Check Address etc.) to identify instances where officers are repeatedly attending the same locations; to determine if an alternative resolution can be implemented. In developing solutions, TPS should consider if call for service volume can be reduced through implementing Recommendation 1 of this report; and,
- b) for calls for service at hospitals related to missing persons inquiries, consider if a technological solution, such as an automated portal with authentication, may help reduce hospital visits and free-up officer time for more priority calls for service.

This evaluation should consider legislative requirements and consultation with the Ministry of the Solicitor General and other stakeholders, as required.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: City Manager's Office: The City Manager will work with the TPS on this recommendation.

Recommendation 14:

Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) and City Council request the City Manager to work in collaboration with the President & CEO, Toronto Community Housing Corporation (TCHC) to determine if strategies can be implemented to reduce instances of Priority Response Unit officers repeatedly dispatched to the same locations within TCHC properties.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: City Manager's Office: The City Manager will work with the TPS and TCHC on this recommendation. Toronto Community Housing Corporation (TCHC): TCHC agrees with the recommendation and will meet with TPS and the City, as appropriate, by Q4, 2022 to establish a plan to ensure repeated dispatch locations for TCHC is part of on-going TPS/TCHC operating protocols. The Community Safety Unit (most specifically Special Constables) will most likely be involved in this process; however, this will be confirmed as part of planning process. It should be noted that the timing of the recommendations spans the creation of Toronto Seniors Housing Corporation (TSHC) and some of the locations identified by the Auditor General may now be part of TSHC. TCHC will coordinate as directed by the City with TSHC to achieve the recommendations of this review.

Recommendation 18:

City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to:

- a) conduct joint program assessments of the outcomes from current mental health call for service diversion pilots, including the Gerstein Crisis Centre call for service diversion pilot, and the City's Toronto Community Crisis Service, to assess the effectiveness and outcomes of these programs;
- b) ensure mechanisms are in place so that both the City and TPS have access to the necessary data, including TPS call for service data (e.g. number of calls for service received, diverted) and relevant call for service details to complete effective evaluations of the current and any future pilots; and,
- c) ensure planning for future pilot programs are coordinated, involve both the City and TPS, and consider the recommendations from Section A.1 of this report, to ensure they are achieving the desired outcomes in the most efficient and effective way.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: City: TPS is leading the review of the Gerstein Crisis Centre co-located pilot as the City was not involved in setting up that pilot. The City & TPS are working together on the joint evaluation of the TCCS.

Recommendation 21:

Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with the Chief, Toronto Paramedic Services and the Chief Executive Officers (or other appropriate executive liaisons) of Toronto hospitals to:

- a) leverage technology and/or the use of data to identify the most appropriate hospital for an officer to transport an individual in custody, with the view of minimizing wait times and travelling the least possible distance.
- b) develop police-hospital liaison committees and transfer of care protocols with all hospitals where TPS transports apprehended persons, to minimize wait times and develop protocols to create a workflow which will benefit both TPS and the hospitals.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: Toronto Paramedic Services: Toronto Paramedic Services has no concerns with this recommendation and will consult with and support Toronto Police Service on these areas.

Recommendation 22:

City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to:

- a) assess if current call for service diversion strategies to the City, through 3-1-1 Toronto, are working as intended, and if TPS and City staff clearly understand the roles and responsibilities.

This should include evaluation of call volumes and outcomes at both TPS's Communications Centre and 3-1-1 Toronto for relevant call for service types.

- b) assess if there are opportunities to increase call for service diversion from TPS to the City.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: City: 311 Toronto is supportive of the collaborative approach that is recommended and notes the importance of documenting new and changing processes and identifying subject matter experts so that expectations of response times and resolutions can be communicated to the public.

Recommendation 23:

City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to consider through an interface or other means, increasing the information shared between City divisions (e.g. Municipal Licensing and Standards Division, 3-1-1 Toronto, etc.) and TPS on a per call for service basis (e.g. addresses where police respond to noisy parties) so that trends can be identified and the City can help address the root cause of issues that are not police matters.

Before undertaking any data sharing, TPS and the City should perform a legal review, which includes consideration of any relevant privacy considerations, specifically the requirements outlined in the *Municipal Freedom of Information and Protection of Privacy Act*.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

City:

Both MLS and 311 appreciate this recommendation to share information between systems as this allows for a better understanding of the issues. The importance of reviewing privacy considerations is noted. In addition, the recommendation to look at ways to have an interface and/or backend integration, and ensuring data could be shared in real time is welcome.

Recommendation 24:

City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to leverage 2-1-1 Central data in conjunction with call for service data, at an aggregate level, to identify neighbourhoods where there are a high number of low priority calls for service, and where community resources may exist to help divert front-line police resources.

Before undertaking any data sharing, TPS and the City should perform a legal review, which includes consideration of any relevant privacy considerations, specifically the requirements outlined in the *Municipal Freedom of Information and Protection of Privacy Act*.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

City Manager's Office:

The City Manager will work with the TPS on this recommendation and note the importance of reviewing privacy considerations.

Recommendation 25:

City Council request the City Manager, and the Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to work in collaboration to consider implementing public awareness campaigns addressing the public's perceptions on people experiencing mental health challenges and/or homelessness and what type of response (e.g. police or non-police response) would be most appropriate.

This process should include mechanisms for campaign evaluation (e.g. key metrics that will be measured), a process for including community engagement in the planning process and determining the most appropriate target audience.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

City Manager's Office:

The City Manager will work with TPS on this recommendation.

**AUDITOR
GENERAL**

TORONTO



Toronto Police Service - Audit of 9-1-1 Public Safety Answering Point Operations Better Support for Staff, Improved Information Management and Outcomes

Date: June 14, 2022
To: Toronto Police Services Board
From: Auditor General
Wards: All

SUMMARY

Toronto Police Service (TPS) operates a Communications Centre (call centre) that acts as the Public Safety Answering Point (PSAP) for the City of Toronto. The communications operators at the call centre answer all emergency 9-1-1 calls across the City. Depending on the emergency response needed, the operators transfer the calls to fire services, ambulance, and/or other agencies, and dispatch police services when needed.

As the 9-1-1 PSAP for the City, the TPS call centre has a crucial role in ensuring the safety and security of the people of Toronto and their properties. It is the first point of contact for those who call for emergency assistance during times of distress. The timeliness of call answering is critical so that people receive the appropriate emergency response needed as soon as possible, as a person's life or safety can often be at risk. The assessment made by communications operators determines the priority level, which impacts the timeliness of emergency response. Also, the decision on whether a call is dispatched or not for police services has a direct impact on the first level of front-line police resourcing required.

Both internal and external factors affect the success of the 9-1-1 PSAP operations. Internally, TPS needs to support the 9-1-1 PSAP operations by ensuring it has the resources and capacity to answer calls in a timely manner. TPS also needs to ensure there are modernized information systems with the data, information and analysis available for regular monitoring and informed decision-making for the 9-1-1 PSAP operations. The information system is also needed for supporting other analytical needs, such as identifying opportunities for alternate response strategies, and informing and developing strategies for public education campaigns.

Externally, the efficiency and interactive communication with the secondary emergency communications centres (e.g., Toronto Fire Services) in answering transferred calls affects the 9-1-1 PSAP operations. The public also plays a key role in the success of the 9-1-1 PSAP operations by calling the 9-1-1 line for emergency situations that require immediate police, fire, and/or ambulance assistance, and using the non-emergency line, online reporting, or other available non-police alternatives for other situations.

This report contains 26 recommendations to the Toronto Police Services Board (TPSB) in the following five key areas to further improve TPS's ability to keep Toronto safe.

1. Answering calls
2. Assigning call event types and priority levels
3. Dispatch and response times to emergency events
4. New technology, 9-1-1 levies, and other opportunities
5. Community education and awareness

The implementation of the recommendations for the five key areas will assist all stakeholders to have a 9-1-1 PSAP operations that provides callers with timely call answering and appropriate emergency responses, and a system that supports the public in obtaining their emergency, non-emergency, or alternative response in the future.

This report makes 26 recommendations to the TPSB, and also recommends that the TPSB forward this report and its actions to City Council for information through the City's Audit Committee.

RECOMMENDATIONS

The Auditor General recommends that:

1. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to re-evaluate and establish new minimum staffing requirements for Communications Services, ensuring staffing levels are sufficient to achieve TPS's 9-1-1 service level standard, and using improved data and information to include:
 - a. Consideration of staff absenteeism rates and other detractors/ factors, the underlying causes of not adhering to the current minimum staffing requirements, and aiming to minimize overtime where possible, for the different timeslots. (considering peak and non-peak periods)
 - b. Re-balancing the workload amongst staff and staffing resources as needed throughout the day to meet operational needs while also enhancing staff's mental health and well-being.
2. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to review the current staffing levels, shift deployment and start hours, and scheduling system for communications operators to ensure the assignment of the actual number of operators at work aligns with its planned minimum staffing requirements (that TPS re-

evaluates as part of Recommendation 1) as required to achieve its service levels and handle its call volume. Depending on the results of TPS's evaluation of minimum staffing requirements, TPS should consider:

- a. Requesting an overall staffing increase of communications operators for TPS Communication Services.
- b. Hiring part-time call takers, particularly to help address peak periods and spike incidents.

3. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to improve TPS's data to understand the time required for communications operators to meet operational needs, by establishing separate time codes to track the time a communications operator:

- a. Spends on processing a previously answered call.
- b. Needs after handling a traumatic call (either at their desk or away from their desk).
- c. Needs to recuperate before being available for the next call.

This will allow TPS to have more information on how certain calls affect the mental health and well-being of its communications operators, and the actual occupancy time needed to handle and complete a call, as well as the processing time.

4. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to analyze TPS's data (using new time tracking codes from Recommendation 3) on the time needed by communications operators to handle traumatic calls, in combination with additional feedback received from staff, and use these insights in developing additional strategies to assist the communications operators in their mental health and well-being. In doing so, TPS should leverage strategies used by other agencies.

5. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with TPS's Corporate Services Command, to determine the feasibility of filling vacancies sooner than the required two-year time lapse for communications operators who are on Injured on Duty assignment (but not replacing the position), to address its operational requirements.

6. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with TPS's Corporate Services Command – Legal Services, and the Toronto Police Association, to evaluate the 'return to work' criteria for those communications operators Injured on Duty, so that either they are only fit to return if that means fit to return to their previous job site, working at the 9-1-1 Communications Centre, or if TPS needs to employ them elsewhere, that TPS is able to hire additional surge positions in the 9-1-1 Communications Centre to address its operational requirements.

7. Toronto Police Services Board direct the Chief, Toronto Police Service, in consultation with the Toronto Police Association, to explore and develop recruitment strategies to address the shortage in communications operators and challenges in retaining trainees and full-time permanent staff, including:

- a. The feasibility of hiring dedicated call taker/ dispatcher positions, and potential to retain qualified individuals who did not pass dispatcher training as call taker only beyond one year permanently, depending on the results of the pilot program.
- b. Increasing the probation period for communications operators beyond one year permanently, depending on the results of the pilot program that recently began.

8. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with TPS's Corporate Services Command, to identify and provide the necessary human resources and hiring supports to Communications Services, so the communications operators can maximize their time in performing call answering and dispatching services.

9. Toronto Police Services Board direct the Chief, Toronto Police Service, to review and determine the management information needs of Communications Services and improve the data available, ensuring the data is accurate, collected efficiently, and readily available in a timely manner.

The results of data analysis should be used to inform strategies and action plans to address operational improvements, including but not limited to:

- a. Enabling accurate and robust data analysis of its calls for service, workload, deployment of staffing resources, and communications operators' activities.
- b. Developing strategies for how to improve timeliness of answering 9-1-1 dialed calls.
- c. Identifying further areas of training opportunities for communications operators.
- d. Identifying areas where further call diversion can be made.

10. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to ensure the data and information management needs of Communication Services are included and addressed in TPS's data strategy, Next Generation 9-1-1 implementation related to data analysis, and any future upgrade of TPS's Intergraph Computer Aided Dispatch system, including the need for interconnection between the information systems.

11. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to regularly provide the information on timeliness of transferred 9-1-1 calls to Toronto Paramedic Services, Toronto Fire Services, and other agencies where appropriate, with the view to working together to meet the 9-1-1 emergency call service level standards.

TPS and the other agency(ies) should meet, when needed, to determine if any changes are needed to established protocols to ensure the safety of citizens.

12. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to analyze TPS's call-for-service data to identify callers and locations that repeatedly call 9-1-1 for non-emergency matters (priority 4 to 8), or those who repeatedly call the police non-emergency line for non-police matters.

The results of this analysis should be used to inform a targeted education/awareness program to raise awareness of the proper use of 9-1-1, the police non-emergency line, and the availability of other non-police City resources.

13. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to accelerate the Digital Workflows project and use data analytics to identify other opportunities and technological tools to create efficiency in the call handling process for communications operators, and to further explore other areas for call diversion. In implementing this recommendation, TPS should consider any best practices and leverage any existing tools already used by other agencies.

14. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to use TPS's data to identify callers who are repeatedly making pocket dials, abandoned, and hang-up calls on the 9-1-1 line. TPS should consider a strategy to reduce these types of calls, in consultation with its Corporate Services Command -- Legal Services, and the Toronto Police Services Board, including the feasibility of introducing a fee for this unwanted behaviour that impacts TPS's resources.

15. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to explore technological tools that can assist TPS's communications operators in assigning event types and in prioritizing the urgency of the call for service, to ensure the assessment is consistent with TPS policies and to help reduce stress levels for TPS's communications operators.

16. Toronto Police Services Board direct the Chief, Toronto Police Service to identify where system upgrades can be made to automate manual processes that must be made by communications operators during the call. Such processes can include but are not limited to:

- a. Adjusting the default priority rating for certain factors on calls.
- b. Selection of call source for 9-1-1 dialed call.
- c. Adjusting the event type and priority rating for certain types of calls based on the amount of time elapsed from when the event started.

17. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to review and update TPS's Call Taker Manual to ensure:

- a. Clarity of all event types and the related procedures.

- b. That the event type's default priority rating is consistent with police response expectation and urgency of the type of event.

When reviewing and updating the manual, also consider the following potential changes to specific event types and priority ratings outlined in the report:

- Whether danger to life versus damage to property (in situations where it may be lower priority) could be better distinguished in priority ratings.
- Default priority ratings for events relating to civil matters.
- Further defining 'catch-all' event types (e.g. check address).

18. Toronto Police Services Board direct the Chief, Toronto Police Service to explore training opportunities for communications operators to further improve their skills, particularly regarding assignment of event type, adjustment of the default priority rating, updating an event based on information on related subsequent call(s), and inclusion of key notes in the event chronology.

19. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to analyze TPS's call answering data to identify the call taker time that impacts the police response time, and evaluate the feasibility to further reduce this time interval in the view to understand and improve the overall response times for citizens, especially for high priority emergency (priority 1 to 3) calls.

20. Toronto Police Services Board direct the Chief, Toronto Police Service to ensure the clearance of a call-for-service event is communicated in a timely manner by officers, so that the dispatcher is aware of the availability of the officer units to be assigned for other calls for service.

21. Toronto Police Services Board direct the Chief, Toronto Police Service, in collaboration with Toronto Paramedic Services and Toronto Fire Services, to achieve live-time interconnectivity in communication on 9-1-1 calls and events amongst these entities, both currently, and in the implementation of the Next Generation 9-1-1 solution moving forward. This should include consideration of an interface of the Intergraph Computer Aided Dispatch system to allow for improved communication during 9-1-1 call transfers and events, and to specifically assist with communication where Toronto Police Service are no longer required by Toronto Paramedic Services and/or Toronto Fire Services as applicable, so as to avoid unnecessarily committing police resources.

22. Toronto Police Services Board, in consultation with the Chief, Toronto Police Service and its Corporate Services Command -- Legal Services, to engage with the City and City Council for the collection of the 9-1-1 levy or request a change in legislation with the provincial government, so that a 9-1-1 levy can be collected by the telecommunication service providers and remitted to the Public Safety Answering Point, particularly given the fiscal sustainability issues with the implementation of mandated Next Generation 9-1-1 requirements, and given this is the current practice in most other provinces in Canada.

23. The City Manager, in consultation with Toronto Police Services Board, Toronto Police Service (TPS), and City's Legal Services, to include the following to inform its feasibility review of whether to move the 9-1-1 operations to a non-police City Service:

- a. Fulsome cost/benefit analysis that includes the potential impact to call answer and call response time of police, fire, and ambulance, and the other related functions of the call centre such as audio and data requests including for court proceedings, and maintenance of radio communications.
- b. Cost impact and feasibility with regards to staffing, given the current collective agreement of communications operators.
- c. Legislative feasibility given the current draft and forthcoming legislative requirements related to the delivery of policing and related services, in particular, the involvement of the police service in the Public Safety Answering Point (PSAP) dispatching function.
- d. Legal risk and who would be responsible for those 9-1-1 calls and/or alternate non-police response where police are not dispatched, and it results in a negative outcome.
- e. Governance model for PSAP with the view to enhance interoperability and coordination of emergency response services delivered.
- f. The goals and outcomes that are intended through a potential move of the 9-1-1 operations, and whether other strategies may be more effective, efficient, and economical to achieve those, such as offering another phone number for non-police response such as 2-1-1, and/or working together with TPS on other strategies, including but not limited to, updating the 9-1-1 communications operators manual, additional training, data and technological supports for communications operators and police officers, and increased public education and awareness.

24. Toronto Police Services Board direct the Chief, Toronto Police Service, in collaboration with the City, to undertake public education campaigns (including targeted awareness programs) and ongoing public education initiatives to improve public awareness and understanding on distinguishing between the various lines and the proper use of 9-1-1, the non-emergency line (416-808-2222), online police reporting, and other non-police alternative resources, including promotion of 2-1-1 (assistance in connecting people with community and social service resources) and 3-1-1. Assessment should be made to evaluate the effectiveness of these campaigns and initiatives on call behaviours. The campaign and/or initiatives should:

- a. Include strategies to increase public awareness on what to do when the caller dials 9-1-1, including the specific information that needs to be provided to the call taker in order to shorten police response time, how to prevent pocket dials, and what to do when an individual dials 9-1-1 by mistake.
- b. Be multi-lingual.

c. Be refreshed and refocused periodically to address the 9-1-1 call analysis results to reduce unnecessary or avoidable non-emergency related calls to 9-1-1.

25. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in collaboration with the City, to consider a shorter and easier to remember number (if possible three digits) for TPS's dedicated non-emergency line.

26. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to further improve TPS's website so that it is easy for the public to navigate and to find information on the 9-1-1, non-emergency line (8-2222), and online reporting.

27. Toronto Police Services Board forward this report and its actions to City Council for information through the City's Audit Committee.

FINANCIAL IMPACT

We estimated a potential annual 9-1-1 levy revenue of \$28.8 million (\$144 million over five-year period) using a monthly levy of \$1 per mobile device subscriber in Toronto, contingent on an approved change to legislation in Ontario so that telecommunication service providers can charge and remit to these levies to the PSAP, which is the practice in most other provinces. This potential revenue will increase as Toronto's population and number of mobile phone subscribers continues to increase and if it also applies to landline phone number. This potential funding could assist with implementing the NG9-1-1 requirements and some of the recommendations in this report.

The precise extent of any resources required or non-quantifiable benefits to the safety of people of Toronto and their properties from the improved 9-1-1 PSAP operations and related emergency and alternative responses resulting from implementing the recommendations in this report is not determinable at this time.

DECISION HISTORY

At the request for the Toronto Police Services Board (TPSB), the Auditor General completed a risk assessment of TPS to develop a risk-based audit plan. This plan was independently developed by the Auditor General and sets the audit priorities at TPS over the next five years.

The Auditor General's 2021 Audit Plan included an audit of the TPS's 9-1-1 operations with a focus on examining its effectiveness and efficiency.

The Auditor General's 2021 work plan can be found at:
[Agenda Item History - 2020.AU7.5 \(toronto.ca\)](#)

As part of City Council's decisions discussing the Community Crisis Support Service at its February 2, 3, and 5, 2021 meetings, recommendation 10 requested the Auditor

General to prioritize her planned 2021 audit of the Toronto Police Service's 9-1-1 operations. City Council's recommendation 12 directed the City Manager for a review of TPS 9-1-1 operations including an analysis of the feasibility of moving 9-1-1 operations from TPS to a non-police City service. The City Manager's analysis is to be informed by any findings made by the Auditor General in the context of her audits of the TPS.

[Agenda Item History - 2021.EX20.1 \(toronto.ca\)](#)

COMMENTS

A high-level summary of the key audit findings is provided in the Audit at a Glance.

The attached audit report provides the Toronto Police Services Board (TPSB) with the detailed audit results and recommendations together with management's response. Management has agreed to all 26 recommendations.

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SIGNATURE

Beverly Romeo-Beehler

Beverly Romeo-Beehler
Auditor General

ATTACHMENTS

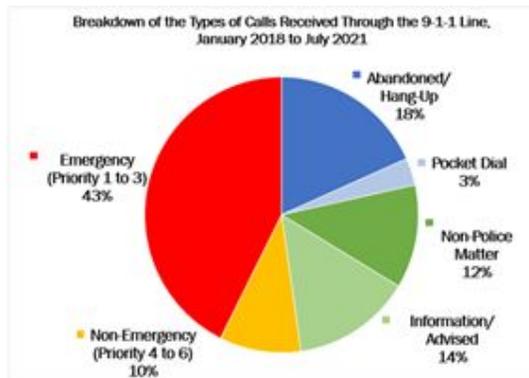
Attachment 1 -
Toronto Police Service – Audit of 9-1-1 Public Safety Answering Point Operations
Better Support for Staff, Improved Information Management and Outcomes

WHY THIS AUDIT MATTERS

Toronto Police Service (TPS) operates the 9-1-1 Public Safety Answering Point (PSAP) for the City. The PSAP is the first point of contact for those dialing 9-1-1 to receive emergency assistance from fire, ambulance, and police. It plays a crucial role in ensuring the public's safety and security. It also drives the first level of front-line police resourcing. Operators must answer calls quickly and direct resources appropriately so that those in need will get the appropriate emergency assistance they need.

BY THE NUMBERS

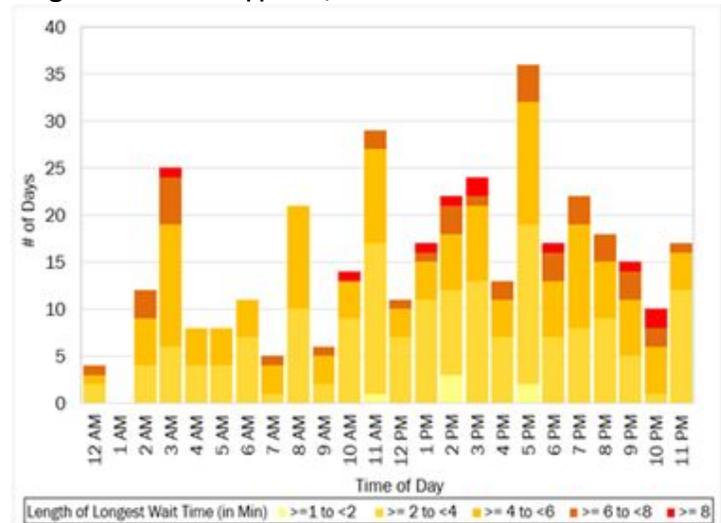
- **1.8 M:** average yearly calls for service received 2018 to 2021 (**1.1 M 9-1-1 calls;** 0.7 M calls to police non-emergency line)
- **5,000:** average calls received per day (almost **3,000** for **9-1-1 calls**)
- **57%:** proportion of calls to **9-1-1 not for emergency assistance** (in addition to calls received on police non-emergency line), 1/3 of which were for abandoned, hang-ups and pocket dial calls



- **2 days in 2018 vs. 10 days in 2021:** days meeting the 9-1-1 service level standard (answer 90% of calls within 15s)
- **7s (non-peak period) vs. 28s (highest peak period 2:45 to 9:30 pm):** average 9-1-1 call wait times in 2021
- **13,260 and 424:** 9-1-1 calls that waited more than 1 min and more than 4 min in 2021
- **3 days:** days with no staff absences between 2018 and 2021
- **\$1.6M:** average yearly overtime cost
- **\$28.8M:** potential annual 9-1-1 levy to support NG9-1-1 and PSAP operations
- **10 to 11 min:** longest wait time for some calls on a few days from 2018-2021

- **3 to 4 min:** most often longest daily wait time for a 9-1-1 call for 2018, 2019, and 2021 (**2 to 3 min** for 2020)

Breakdown on the Timeslot of the Day in which the Longest 9-1-1 Wait Happened, 2018



WHAT WE FOUND

A – Answering Calls – 9-1-1 PSAP Operations

- PSAP operators have a difficult and stressful job and must make quick decisions that could affect people's safety. It takes about 1.5 years to recruit, hire, and train a 9-1-1 PSAP operator.
- TPS does not have complete, accurate, and readily available data, information and analysis to support effective workforce management, regular performance monitoring, and inform decision-making.
- The lack of data also limited some of our audit work and resulted in a scope limitation in the audit.
- PSAP operations should ensure more available and/or deployable staff are in place, particularly for peak periods to improve call answering times and factoring in staff availability.
- Strategies are needed to better support PSAP operators by managing and reducing daily absences, Injured on Duty, overtime, and to improve the retention, health, and well-being of the PSAP operators.

B – Assigning Call Event Types and Priority Levels

- In over 85% of our statistically valid sample, call takers appropriately assessed the event type and priority rating of the reported event. Given that 9-1-1 calls often involve people's lives or safety, it is important to further improve this.
- Better supports (technological changes, improved clarity in operational manual, and additional training) should be provided for communications operators.

C – Dispatch and Response Times

- TPS’s police response time measurement does not include all components, such as the time to answer the 9-1-1 call. TPS should update its response time methodology to track and include response from the time a call is received until when the needed assistance arrives on scene.
- Dispatch time for a call event can be long but is affected by the police officers’ availability. A dispatcher cannot dispatch a call for service until an officer is available. Police officers need to advise dispatchers of arrival and clearance times of call events consistently so that dispatchers are aware of when an officer unit is available for the next call for service.

D – New Technology, 9-1-1 Levies, and Other Opportunities

- Unlike most provinces, Ontario’s telecommunication service providers do not charge and remit a 9-1-1 levy to the PSAP.
- This 9-1-1 monthly levy (e.g., other provinces charge between \$0.43 and \$1.88 a month) is needed to modernize the 9-1-1 PSAP. The potential funding from this levy could assist with implementing the mandated Next Generation 9-1-1 requirements, and with implementing some of the recommendations in this report, including modernized information systems and better data needed to manage the PSAP operations.

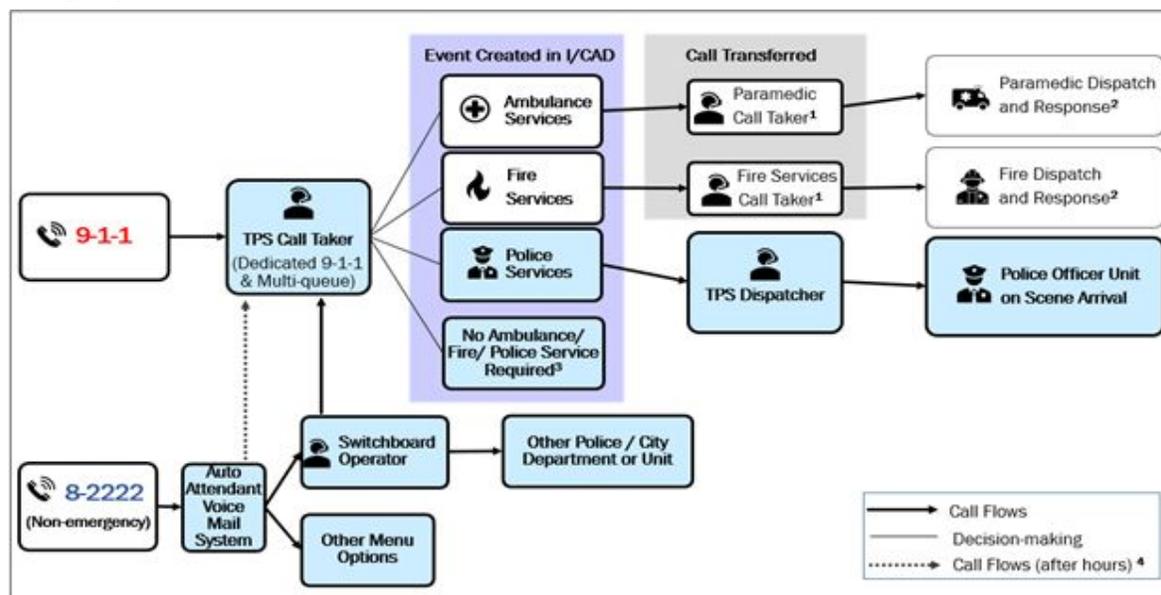
E – Community Education and Awareness

- More public education and awareness is also needed to help reduce the unnecessary or avoidable call volume to 9-1-1, by providing callers with better clarity of when to use the 9-1-1 emergency line and the options of TPS’s non-emergency line (416-808-2222) or alternative non-police numbers and resources.

HOW RECOMMENDATIONS WILL BENEFIT THE CITY

Implementing the 26 recommendations in our report will strengthen the 9-1-1 PSAP operations to improve its ability to keep Toronto safe.

Call Flow Process for a Call for Service to the PSAP through the Emergency 9-1-1 Line or the Dedicated Non-emergency Line 8-2222



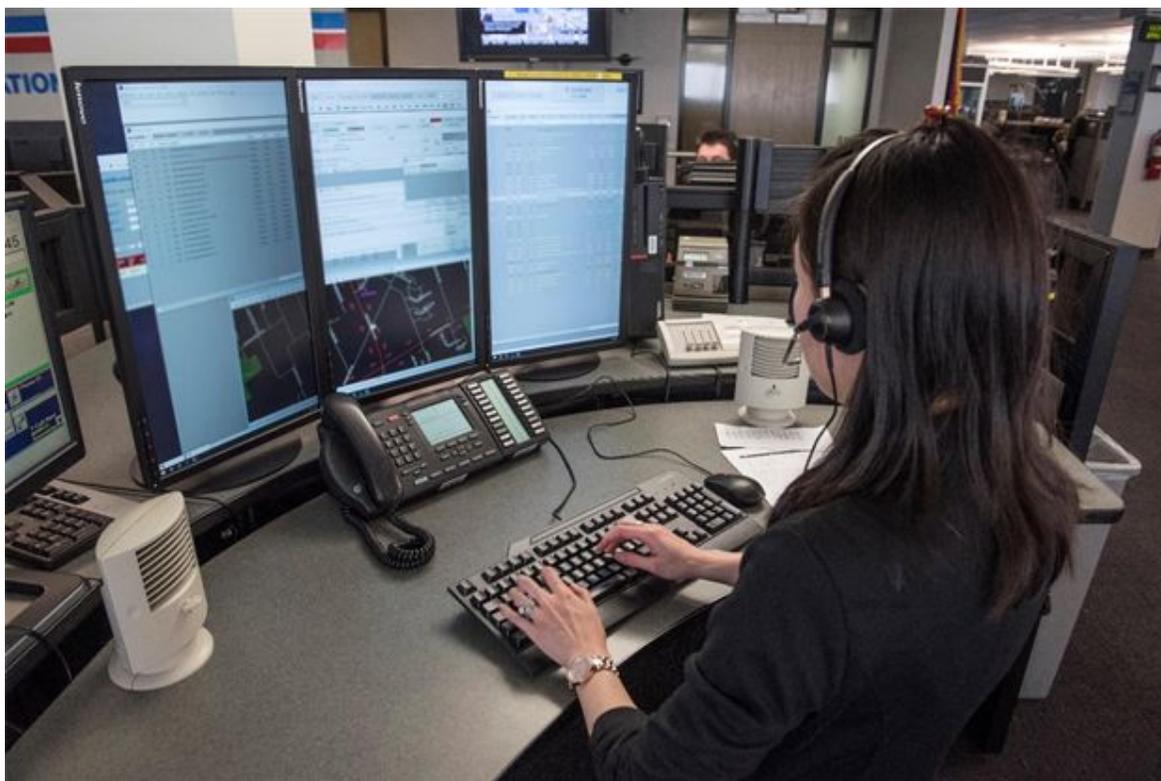
The blue shaded boxes in the diagram above are under TPS’s responsibilities.

¹ The call takers remain on the line after the call is answered by the paramedic and/or fire services call takers to determine if police are also required for the call or not

² Not in the scope of this audit

³ Some of these calls could be diverted to other agencies (e.g. 3-1-1 for information on City services) or community-based alternative responders (e.g., 2-1-1 as part of the Toronto Community Crisis Service pilot project) or passed on to the crisis worker who is recently co-located in the call centre as part of TPS’s pilot with the Gerstein centre.

⁴ During the operating hours (Monday to Friday from 7am to 10:45pm), the switchboard operator answers the call when the caller presses “0” using the auto attendant system. The switchboard operator may transfer the call to a call taker by routing it to the emergency queue or non-emergency queue depending on the assistance required. When the callers press “0” outside of these hours, the call will be routed directly to the call takers.



Toronto Police Service – Audit of 9-1-1 Public Safety Answering Point Operations

***Better Support for Staff, Improved Information
Management and Outcomes***

June 14, 2022

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Auditor General

**AUDITOR
GENERAL**

TORONTO

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Executive Summary

TPS is one of the largest municipal police services in North America

The Toronto Police Service (TPS) delivers law enforcement and policing services in the City of Toronto. As one of the largest municipal police services in North America, TPS and its Communications Centre serve the city with the largest population in Canada¹. With a 2022 budget of \$1.262 billion, TPS ranks as the second-largest gross expenditure in the City of Toronto's annual operating budget.

Call centre answers all emergency 9-1-1 calls for police, fire and ambulance

TPS Communications Services Unit operates a Communications Centre (call centre) that acts as the Public Safety Answering Point (PSAP) for the City of Toronto. The communications operators at the call centre answer all emergency 9-1-1 calls, including those for fire and paramedic services, across the City and dispatch police services when needed.

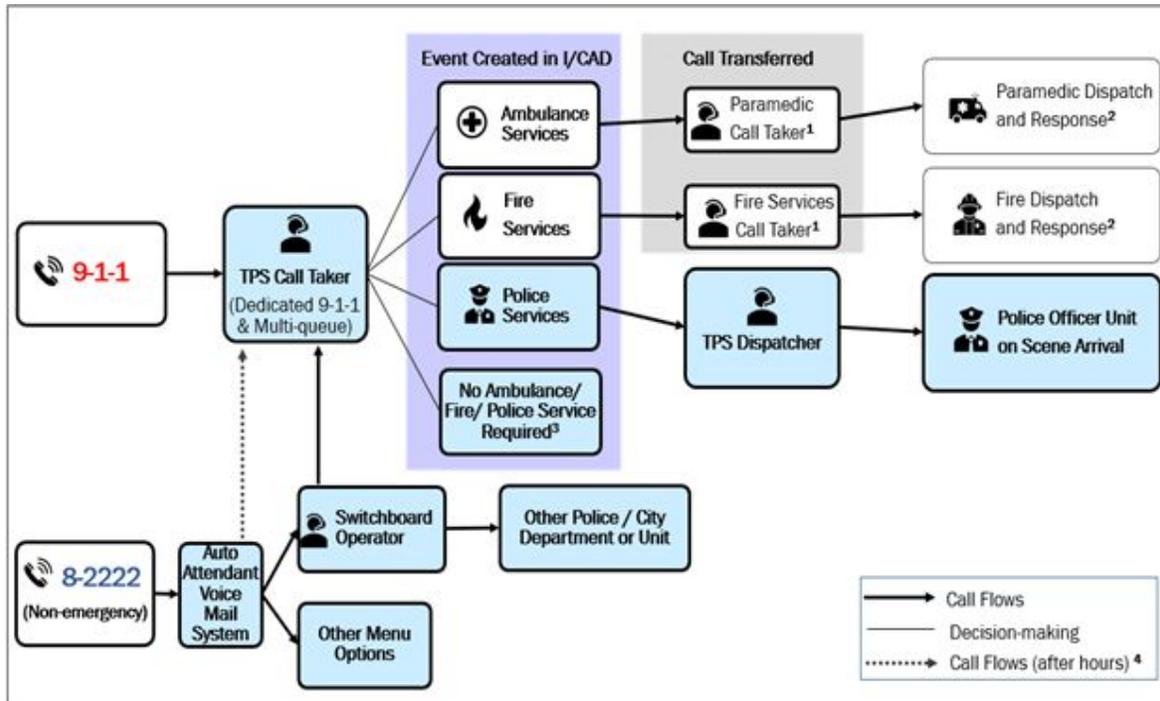
Call centre also answers dedicated non-emergency police line (416-808-2222)

As shown in Figure 1 below, they also transfer calls that request fire and/or ambulance services and answer calls from the dedicated non-emergency police line 416-808-2222 (8-2222) that are transferred from the switchboard operators. The blue shaded boxes in Figure 1 are under TPS's responsibilities. This audit assessed the entire call flow process except the call taking² and dispatching functions at Toronto Paramedic Services and Toronto Fire Services.

¹ Based on 2021 Canadian Census data

² We analyzed the timeliness of answering the transferred calls from TPS but not the actual call taking functions at Toronto Paramedic Services and Toronto Fire Services.

Figure 1: Call Flow Process for a Call for Service to the Call Centre through the Emergency 9-1-1 Line or the Dedicated Non-emergency Line 8-2222



¹ The call takers remain on the line after the call is answered by the paramedic and/or fire services call takers to determine if police are also required for the call or not

² Not in the scope of this audit

³ Some of these calls could be diverted to other agencies (e.g. 3-1-1 for information on City services) or community-based alternative responders (e.g. 2-1-1 as part of the Toronto Community Crisis Service pilot project) or passed on to the crisis worker who is recently co-located in the call centre as part of TPS's pilot with the Gerstein centre.

⁴ During operating hours (Monday to Friday from 7 am to 10:45 pm), the switchboard operator answers the call when the caller presses "0" using the auto attendant system. The switchboard operator may transfer the call to a call taker by routing it to the emergency queue or non-emergency queue, depending on the assistance required. When callers press "0" outside of these hours, the call will be routed directly to the TPS call takers.

Call centre received and responded to over 1.9M calls annually in 2018 and 2019, just under 60% of the calls were to the 9-1-1 line

As shown in Table 1 below, in 2018 and 2019, prior to the COVID-19 pandemic, the call centre received and responded to over 1.9 million calls annually for service, with slightly less than 60 per cent of them on the emergency 9-1-1 line. The remaining calls were received through the dedicated non-emergency line (8-2222). In 2020, the calls for service dropped to 1.7 million and rose slightly to 1.8 million in 2021 - the decrease from 2019 was likely due to COVID-19 pandemic. However, the proportion of emergency 9-1-1 dialed calls was slightly more than 60 per cent for 2020 and 2021 during the pandemic. Over this period from 2018 to 2021, the call centre received an average of about 5,000 calls per day, almost 3,000 of which were 9-1-1 calls.

Table 1: Total Emergency Calls that Dialed 9-1-1, Non-emergency Calls that Dialed 8-2222, and Total Events Dispatched to Police, 2018 to 2021

	All Calls ¹	Emergency 9-1-1- Line ²	% of Total	Non-emergency 8-2222 Line ³	% of Total	# of Dispatched Events to Police ⁴
2018	1,932,545	1,094,182	57%	838,363	43%	702,307
2019	1,943,326	1,136,110	58%	807,216	42%	733,317
2020	1,682,108	1,039,663	62%	642,445	38%	671,096
2021	1,749,074	1,101,970	63%	647,104	37%	534,344 ⁵
Yearly Average	1,826,763	1,092,981		733,782		

Source: Management Morning Statistics Reports and information from management

¹A portion of the calls are transferred to other agencies (fire, ambulance, Ontario Provincial Police, etc.). In 2018 and 2019, there were 349,214 and 270,596 transferred calls to other agencies (discussed in Section A.6.).

²Calls that dialed 9-1-1 directly, not including those transferred to 9-1-1 queue by the switchboard.

³Calls that dialed 8-2222 and switchboard operators transferred to the TPS call takers.

⁴The total number of dispatched events include dispatch to divisions, Primary Report Intake Management and Entry (PRIME), and parking enforcement. It does not include the vehicle subject related dispatch (e.g. vehicle stops, vehicle pursuits, subject stops) that are initiated by police officers.

⁵ TPS could not provide information for November and December at the time of the audit. We were informed that TPS is experiencing technical issues with the new Intergraph Computer Aided Dispatch (I/CAD) reporting repository. TPS advised they will be working directly with the vendor to address and correct all issues that impact the ability to report and analyze data.

TPSB requested the Auditor General to conduct a risk assessment and audits of TPS

At the request of Toronto Police Services Board (TPSB), the Auditor General completed a risk assessment of the Toronto Police Service (TPS) to develop a risk-based audit plan. This plan was independently developed by the Auditor General and sets the audit priorities at TPS over the next five years.

Audit of 9-1-1 in the 2021 Audit Plan

The Auditor General's 2021 Audit Plan included an audit of the Toronto Police Service's 9-1-1 operations.

Objectives for this audit

Our audit objectives were to assess whether the Toronto Police Service's 9-1-1 Communications Centre provides access to emergency services in an effective and timely manner, as well as identifying potential areas of improvement to the efficiency and economy of operations.

Two of the questions we wanted to answer included:

1. Are 9-1-1 services provided in a timely manner, leading to a timely emergency response?
2. Is there optimal use of resources in Toronto for the 9-1-1 Communications Centre?

The Auditor General's other project entitled "[Review of Toronto Police Service – Opportunities to Support More Effective Responses to Calls for Service](#)" examines the use of front-line officer resources and the area of response times is examined further.

City Council requested the Auditor General to prioritize the 9-1-1 operations audit and directed the City Manager for an analysis of the feasibility of moving 9-1-1 operations

As part of City Council's decisions discussing the Community Crisis Support Service Pilot at its February 2, 3, and 5, 2021 meetings³, Recommendation 10 requested the Auditor General to prioritize her planned 2021 audit of the Toronto Police Service's 9-1-1 operations. City Council's Recommendation 12 directed the City Manager for an overview of 9-1-1 operations and an analysis of the feasibility of moving 9-1-1 operations from TPS to a non-police City service. Further, that the City Manager's analysis be informed by any findings made by the Auditor General in the context of her audits of TPS.

Why this audit is important

The call centre operates on a demand-based model. This means TPS cannot directly control the volume of calls the call centre receives – that is based on demand from the public. Communications operators answer the calls and depending on the emergency response needed, transfer the calls to fire or ambulance, or dispatch police services when required. The call centre drives the first level of front-line police resourcing responding to the incoming demands.

The 9-1-1 PSAP operation is an important area to audit for these reasons:

1. The timeliness of call answering is critical so that people receive the emergency response needed as soon as possible, as a person's life or safety can often be at risk.
2. The assessment made by communications operators determines the priority level which then impacts how timely the emergency response is, based on the event type selected and whether the default priority was adjusted or not. If the assigned priority level is too low, the timing of the emergency response could negatively impact the life or safety of a person. If the assigned priority level is too high, it impacts the availability of police officers for other higher priority calls and the efficient use of resources.
3. The decisions and actions of the communications operators determine whether a call is dispatched or not for police services, which has a direct impact on the level of front-line police resourcing required. The majority of calls that require a police response are dispatched to TPS's Primary Response Unit officers.

³ [Agenda Item History - 2021.EX20.1 \(toronto.ca\)](#)

Findings in 5 areas

We categorized our key findings as follows:

- 1) Answering calls
- 2) Assigning call event types and priority levels
- 3) Dispatch and response times to emergency events
- 4) New technology, 9-1-1 levies, and other opportunities
- 5) Community education and awareness

1) Answering Calls

The timeliness of call answering is critical so that people receive the emergency response needed as soon as possible, as a person's life or safety can often be at risk.

9-1-1 service level standard not being met

TPS adopted the NENA industry standard as its service level standard – answer 90% of all 9-1-1 calls within 15 seconds

Throughout 2018 to 2021, the 9-1-1 PSAP did not generally meet its service level standard for answering 9-1-1 calls, which it adopted from the widely accepted industry standard established by the National Emergency Number Association (NENA). The service level standard requires 90 per cent of all 9-1-1 calls to be answered within 15 seconds⁴.

There were a limited number of days when the service standard was met. From our research on publicly available information and consultation with our expert advisor, we noted many other jurisdictions are also challenged in meeting the timeframe required in this standard.

Improvement in daily average wait time – more days with a lower daily average wait time in 2021 than in 2018

From TPS's management reports, we found that over this period, there was an improvement in the daily average wait time. As shown in Table 2 below, based on the daily average wait time, the number of days in a year that a caller who dialed 9-1-1 needed to wait for more than 30 seconds to be answered had decreased from 2018 to 2021. For example, in 2018 there were 117 days in which a 9-1-1 call on average needed to wait for more than 30 seconds to be answered, and this decreased to 67 days in 2021.

⁴ NENA 9-1-1 call processing standard (<https://www.nena.org/page/CallProcessingStdnd>) requires that "90% of all 9-1-1 calls be answered within 15 seconds and 95% answered within 20 seconds". The Toronto's 9-1-1 PSAP adopts and measures its performances against the first standard but not the second one.

Table 2: A Breakdown on the Number of Days by 9-1-1 Calls Daily Average Wait Time, 2018 to 2021

	Daily Average 9-1-1 Wait Time (# of days)			
	2018	2019	2020	2021
15 sec. or less (the wait time target in service level standard) ¹	66	170	216	123
More than 15 sec. to 30 sec.	182	157	121	175
Subtotal	248	327	337	298
More than 30 sec. to 1 min.	103	38	29	62
More than 1 min. to 2 min.	13	0	0	5
More than 2 min.	1	0	0	0
Subtotal	117	38	29	67
Total	365	365	366	365

Source: Audit analysis of the Morning Statistics Reports

¹The wait time target in the service level standard prior to December 2020 was 10 seconds

Call answering wait time varies significantly throughout the day

Call volume and available staff resources impact 9-1-1 call answering wait time. We found that the **average 9-1-1 call answering wait time varies significantly throughout the day** (i.e. how timely a call can be answered depends on the time of the day a caller calls for assistance). During non-peak hours in 2021⁵, the average answering wait time was seven seconds, but during peak hours⁶ it was 28 seconds, which is almost twice the industry standard. In 2021, **at least 13,260 calls** that dialed 9-1-1 **waited more than a minute** to be answered, of these **at least 424 waited more than four minutes**.

The longer the wait, the greater the risk and potential life or safety impact

Since the 9-1-1 line is for emergency situations that require immediate assistance, the longer a caller waits for the call to be answered, the greater the risk and potential impact on the life or safety of people or property as it delays the time for emergency response.

More available staff may be needed for 9-1-1 PSAP to achieve its service levels along with other strategies to support staff and operational needs

TPS should ensure more available and/or deployable staff are in place, particularly during peak period times, to improve 9-1-1 call answering times and achieve its service levels of answering 90 per cent of all 9-1-1 calls within 15 seconds. Also, other strategies are needed to minimize staff sick time, injured on duty, overtime, and to improve the recruitment process, retention, and the health and well-being of the communications operators.

TPS's data and information management are keys to improving its workforce management

TPS's data and information management are keys to improving its workforce management, so that peak and non-peak periods are better staffed to achieve its service levels and reduce answering wait time. This may also improve staff health and well-being, which in turn may help to reduce daily staff absences, unavailable time on the phone, and injured on duty (discussed in Section A.4).

⁵ From 11:30 pm to 10:30 am

⁶ From 2:45 pm to 9:30 pm

TPS needs better data and information to better manage its workforce and inform decision-making

Data and information are also key for monitoring and improving operational performance. TPS does not currently track the data it needs to conduct the level of analysis required to properly inform their decision-making. The issue with a lack of data and information was also noted in past TPS internal and external reviews of the call centre conducted in 2015 and 2019. It is critical that TPS improve its data and information management in this area, as it can impact the lives and safety of people.

The lack of available data and limitations with TPS's information management created challenges for our audit and a scope limitation

The lack of available data and limitations with TPS's information management created many challenges in completing this audit (described in Exhibit 1) and the results presented in this report required an enormous effort and amount of time by our audit team. These results would be more easily and quickly produced if TPS had the data it needs in an easily accessible and automated format. It's also important to note that the upcoming new system for Next Generation 9-1-1 (NG9-1-1)⁷ will not address this issue. The need for better data and information systems should be incorporated into TPS's data strategy going forward. We had a scope limitation for this audit as a result of the limitations with the data available, further described in the Audit Objectives, Scope and Methodology section, and Exhibit 1 in this report.

Answering time for transferred calls can be improved further, particularly for Fire

Transfer time to other emergency service agencies (fire, ambulance, Ontario Provincial Police) averaged less than 30 seconds and is dependent on the call taker availability at those other agencies. The timeliness of answering TPS's transferred calls could be improved further, particularly for Toronto Fire Services calls.

Total non-emergency calls made up 57% of 9-1-1 dialed calls

The emergency 9-1-1 line is for situations that require immediate emergency assistance. However, we found that from January 2018 to July 2021, **of the calls dialed to the 9-1-1 emergency line**, total non-emergency related calls made up **57 per cent** of those calls dialed. The breakdown is shown in Figure 2 below and included:

⁷ This is a new digital-based system that will replace the call centre's Enhanced 9-1-1 system.

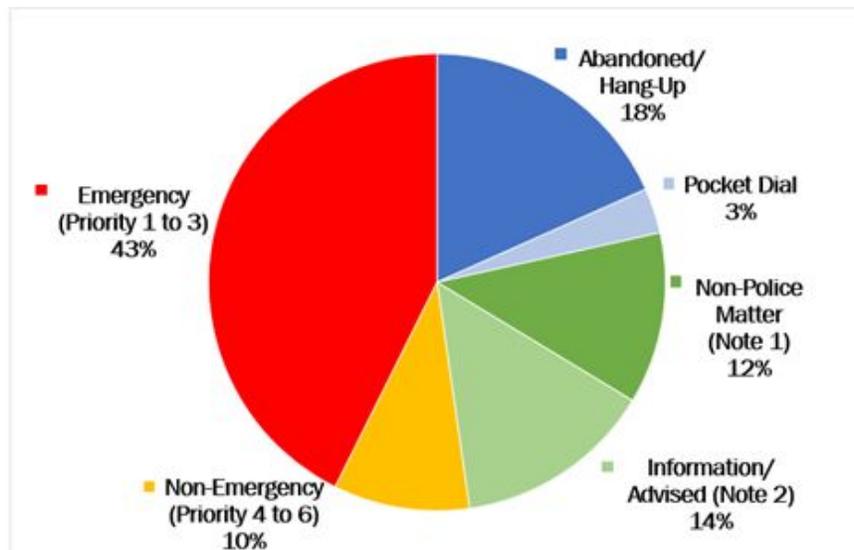
- **18 per cent** were **abandoned or hang-up calls**. A call back had to be made for each of these calls to confirm that emergency assistance was indeed not needed.
- **3 per cent** were related to **pocket dials** from cellular devices. Unless it was clear from the background noise that it was a misdial, call takers had to call back these calls to confirm the misdial.
- **12 per cent** of calls were **not police or other emergency services matters**. The calls were either referred to 3-1-1 or 2-1-1, or the call takers determined that no police response was required.
- **14 per cent** of these calls where callers were asking for **referral information or advice (i.e. “Advised” event type)**(e.g. Collision Reporting Centre, Animal Control, see a lawyer, civil matter, etc.). We found that police service was not dispatched for almost all of these calls. However, these calls took up the time that call takers could use to respond to other calls.
- **10 per cent** of these calls were for **lower priority events** where imminent or potential danger and/or injury was not a factor. Police attendance may be required for some of these events. We found police service was not dispatched for 40 per cent of these calls⁸. However, the call takers’ time was occupied by answering these calls rather than other higher priority calls.

Repeat callers dialed 9-1-1 for non-emergency matters

In addition, we found many callers **repeatedly** calling 9-1-1 for low priority non-emergency events where police were not dispatched, as well as for abandoned, hang-up or pocket dialed calls.

⁸ This does not represent all lower priority non-emergency calls-for-service that police attended. There were additional lower priority events that came from the dedicated non-emergency line (8-2222), or were officer initiated, walk-ins to police station, etc.

Figure 2: Breakdown of the Types of Calls Received Through the 9-1-1 Line, January 2018 to July 2021



¹ Non-police matter calls were either 3-1-1 or 2-1-1 referrals, or it was determined by the communications operators that no police response was required for a 9-1-1 dialed call.

² These calls were for information / advice and assigned as “Advised” event type by call takers. This event type has a default priority 6 and is categorized as a miscellaneous non-emergency event type. It is used when a caller is asking for referral information or advice (e.g. information on Collision Reporting Centre, Animal Control, see a lawyer, civil matter, etc.).

Public needs better clarity on when to call 9-1-1; public education and awareness can help

The high proportion of non-emergency calls that dialed 9-1-1 indicates the need for better clarity and communication to the public on when to use the 9-1-1 emergency line, and the options of TPS’s non-emergency line (8-2222) or other alternative non-police resources like 2-1-1 and 3-1-1. Public education and awareness should help to lower the volume of calls for lower priority non-emergency events and calls that do not require police assistance.

TPS initiatives may not be reaching target audiences

TPS has not had a general public education campaign since 2017 and has not had any recent targeted awareness programs. In 2017, TPS and City 3-1-1 staff held a 9-1-1 awareness campaign at the Canadian National Exhibition aimed to increase public awareness on the use of 9-1-1, the 8-2222 line, and the City 3-1-1 number. Afterwards in 2018 the City and TPS launched a “Making the Right Call” advertising campaign. TPS mainly utilizes its website and social media accounts, which may not reach certain target audiences. Also, educational materials should be refreshed and refocused periodically based on results of analysis of calls received with the aim to reduce unnecessary calls to 9-1-1.

Opportunities for TPS to collaborate with the City to improve public awareness

There are opportunities for TPS, in collaboration with the City, to improve public awareness and understanding of the emergency and alternatives including the dedicated non-emergency line and other non-police alternative resources.

2) Assigning Call Event Types and Priority Levels

Communications operators have a very difficult job

Communications operators have a very difficult job – they need to use a high level of judgement and make quick decisions, often under high stress. The potential for making decisions that could have life or death consequences can be a daily occurrence.

Over 85% of the calls in our sample were assessed properly for event type and priority rating

Over 85 per cent of the time, in our statistically valid sample, call takers appropriately assessed the event type of the reported incident and priority rating of the urgency for police response. However, there is room for improvement, particularly for priority rating assignment. The assessment made by communications operators of the event type and priority level impacts how timely the emergency response will likely be. If the priority level selected is too low for that event, the timing of the emergency response could negatively impact the life or safety of a person. If the priority level is too high, it impacts the availability of police officers for other higher priority calls and the efficient use of resources.

Example of a call event that should have been assessed a higher priority level

Here is one example of a call event that should have been assessed at a higher priority level:

A person was randomly fighting and kicking cars in public, throwing himself into traffic, and reportedly almost got hit by vehicles. This was a risk to life and danger to the person, the civilians around the person, and the drivers on the road, and the reported event was in progress. Multiple calls were received about this incident.

The call was assigned as a Hazard event type and remained with a default priority 2 instead of upgrading it to a priority 1. The incident was taking place during a busy period around 5 pm. Police arrived 19 minutes after the event was sent to dispatch.

Important to further improve for assignment of event type or priority rating as these are 9-1-1 calls

It is important to note that even though we did not find a high percentage of samples with an inappropriate event type or priority rating assigned, given that 9-1-1 calls often involve the life or safety of people, further improvement in this area is needed.

Calls are often not upgraded or downgraded from system default priorities

Communications operators did not often upgrade or downgrade the system default priorities that are set for each type of event. However, we found that sometimes it is necessary to adjust the default priority, depending on the event type and the circumstances and nature of the call.

Opportunities to better support communications operators

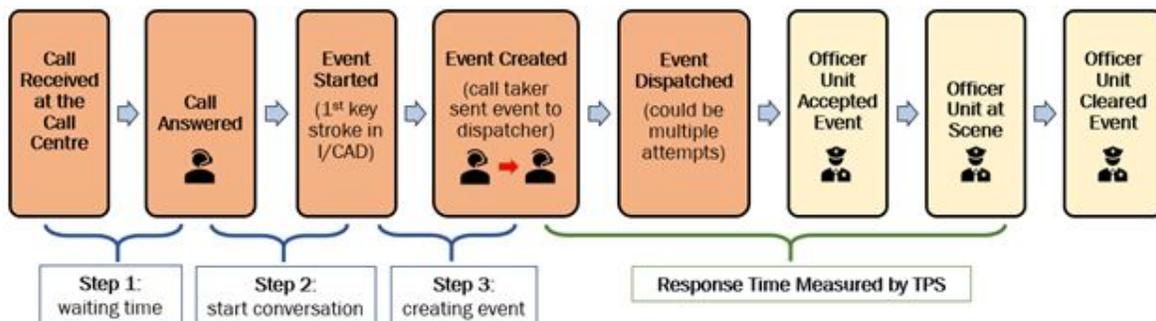
Other opportunities to better support communications operators in performing their call taking and dispatching functions include technological changes to help guide and make their decision-making easier and potentially less stressful, providing improved clarity in their operational manual, and providing additional training.

3) Dispatch and Response Times to Emergency Events

Police response time measurement can be improved

TPS's police response time measurement can be improved by including the time from when a call is received by the call centre and waiting to be answered to when the event for the call is created by a call taker in the system and sent to the dispatcher (represented by Steps 1 to 3 in Figure 3 below).

Figure 3: Action Points (Steps 1-3) that are Currently Excluded from TPS Response Time Measurement



Dispatchers are reliant on the availability of police officers to dispatch events

Dispatch times are included in TPS's response time measurement and can be quite long, however the dispatchers are reliant on the availability of police officer units to accept a dispatched event. They do not dispatch another event to an officer who has not cleared a previously accepted event, as they presume that the officer is addressing the event until it has been cleared. At times, dispatchers may estimate the completion of an event based on the officers' reported "at scene" arrival time and check on the officer unit. However, since there are no TPS guidelines for expected clearance times on the various event types, dispatchers can only use their judgement and experience.

Police officers need to improve communication with their dispatchers

Dispatchers are further challenged in knowing whether officer units are available if officers do not report their "at scene" arrival time or do not inform the dispatchers that they have cleared the previously accepted event and are ready for the next one.

21% of dispatched calls did not report arrival time

We found that from January 2018 to July 2021, about 21 per cent (268,450) of dispatched events did not report “at scene” arrival time. We examined the Automatic Vehicle Location (AVL) records and relevant documentations for 16 of these cases and found that in four of them, there was a delay in the range of 32 minutes to over 1.5 hours for the officer unit to clear the accepted event.

Officers need to consistently advise dispatchers of their arrival and clearance times on call events

If an officer unit does not communicate their availability after finishing the assigned event, the dispatcher would not know the officer unit is available to attend another event.

4) New Technology, 9-1-1 Levies, and Other Opportunities

Changes to system for mandated NG9-1-1 requirements increases risk of fiscal sustainability

Toronto’s 9-1-1 PSAP, as well as the PSAPs in other jurisdictions, are facing a fiscal sustainability issue with implementing the mandated changes to 9-1-1 services requirements. The Canadian Radio-television and Telecommunications Commission has mandated a country-wide upgrade to a new digital-based system commonly called Next Generation 9-1-1 (NG9-1-1). This new system will allow callers to send text messages, photos, videos, and other types of data to the call centre. The 9-1-1 PSAP is in the process of implementing the NG9-1-1 requirements. The uptake and impact on the facility requirements, service delivery, and staffing levels of other forms of communication are yet to be determined.

Some funding is in place, but it may not be sufficient

The NG9-1-1 project has an approved project cost of \$10.3 million (\$8.9 million approved budget and \$1.4 million life to date cost) in TPS’s 2022 and 2031 Capital Budget. However, it is not clear if that is sufficient funding to upgrade to NG9-1-1 requirements, including the necessary equipment, renovation, facilities, and staffing. An expected cost of \$78 million for a new facility requirement is not yet approved.

Police, fire and ambulance NG9-1-1 solutions should be integrated

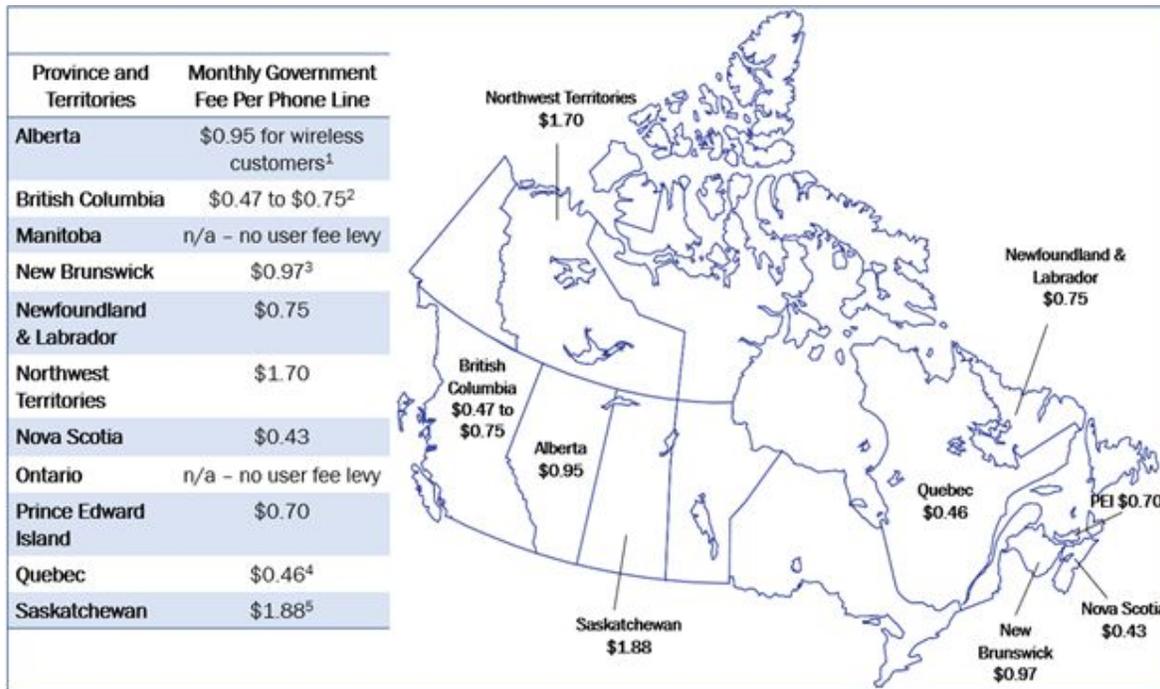
It will be important to ensure that police/fire/ambulance systems (as well as future alternate response) are integrated in the new 9-1-1 solutions. Also, TPS’s strategy for 9-1-1 data analysis tools should include the data needs identified in our report.

Potential for 9-1-1 levies in Ontario that are legislated in most other provinces

In most other provinces, legislated government 9-1-1 levies are charged to each phone line and remitted by telecommunication service providers to the provincial or local governments, which then distribute the funds to PSAPs. These 9-1-1 levies range from \$0.43 to \$1.88 per month as shown in Figure 4 below. Legislation does not exist in Ontario for these 9-1-1 levies to be remitted to PSAPs, but Section 259 of the *City of Toronto Act* allows for it.

Telecommunication service providers in Ontario are charging subscribers of certain service plans a non-government 9-1-1 access fee for their own infrastructure costs.

Figure 4: Breakdown of Current Monthly Legislated 9-1-1 Government Levies Charge in Other Provinces, Municipalities, and Territories



¹ Fee increased from \$0.44 since September 2021

² Municipal levies, varying from different municipalities and not all municipalities are charging the levy. Those municipalities that have levies are charging wireless and/or landline.

³ Fee increased from \$0.53 since January 1, 2021

⁴ Fee increased from \$0.40 since August 2016

⁵ Fee increased from \$0.94 since April 7, 2021

Opportunity for potential funding source from government 9-1-1 levies

We were informed that TPS raised the issue of charging 9-1-1 levies in the past with the City and the province but did not receive approval. TPS and TPSB are part of the Interagency Advisory Panel formed in June 2019, and this group is advocating with the Provincial Government for a provincial strategy concerning the implementation and long-term sustainable funding for NG9-1-1 investments and requirements.

Given the fiscal sustainability issues with the upcoming changes, and the need for better data and information systems for the 9-1-1 PSAP operations as outlined in this audit, it would be timely to raise the potential funding source of 9-1-1 levies again.

A government 9-1-1 levy could raise an estimated \$28.8M annually for Toronto, or \$144M over a five-year period

According to the Canadian Radio-television and Telecommunications Commission – Communications Market Reports open data on retail mobile sector, 85.8 per cent⁹ of the total population in Ontario were mobile device subscribers in 2019. Based on this penetration rate and Toronto’s population in 2021 of 2.8 million, we estimated a **potential annual 9-1-1 levy of \$28.8 million (\$144 million over a five-year period)** using a monthly levy of \$1 per mobile device subscriber in Toronto. This funding will increase as the population and number of mobile phone users continues to increase and if it also applies to landlines as well.

This potential funding could assist with implementing the NG9-1-1 requirements, as well as with implementing some of the recommendations in this report, such as technological solutions to better support communications operators, improving data and information, and increasing call diversion for non-emergency calls.

City Manager should consider factors and risks outlined in the audit when looking at feasibility of moving 9-1-1 operations to a non-police City service

Toronto’s 9-1-1 PSAP model is commonly used in many other jurisdictions. There are other PSAP models used in some other jurisdictions but there is no one best model as it should be designed to meet the unique needs of a given jurisdiction and local context. City Council has directed the City Manager to conduct a review on the feasibility of moving the 9-1-1 PSAP operations from TPS to a non-police City service. This feasibility review should consider the factors listed below and other risks outlined in this audit:

- the potential impact on call answer and response times
- legislative feasibility
- cost/ benefit analysis
- staffing challenges and current collective bargaining agreement
- legal implications of any changes including legal risks, and legal requirements (e.g. using 9-1-1 audio and data records as evidence) for court proceedings
- governance model for PSAP operations
- emerging requirements (e.g. NG9-1-1).

The City’s feasibility review should also consider whether the goals and outcomes can be more effectively and efficiently achieved through other strategies.

⁹ Mobile subscriber penetration rates, as a per cent of total population. The penetration rate represents the number of subscribers as a percentage of the population.

5) Community Education and Awareness

Opportunities to improve public awareness to better manage call volume

There are opportunities for TPS, in collaboration with the City, to improve public awareness and understanding, including when to call 9-1-1 (and the information to provide upon calling), police non-emergency line (8-2222), TPS online reporting, and other helpful numbers such as 3-1-1 and 2-1-1.

Conclusion

The 9-1-1 PSAP has a crucial role

As the 9-1-1 PSAP for the City of Toronto, TPS call centre has a crucial role in ensuring the safety and security of the public and their properties. It is the first point of contact for those who call for emergency assistance. It also drives the first level of front-line police resourcing responding to the call-for-service demands.

Key success factors of the 9-1-1 PSAP operations

Both internal and external factors affect the success of the 9-1-1 PSAP operations. Internally, TPS needs to support the 9-1-1 PSAP operations by ensuring it has the resources and capacity to answer calls in a timely manner. TPS also needs to ensure there are proper information systems with the data, information and analysis available for regular monitoring and informed decision-making for the 9-1-1 PSAP operations. A proper information system is also needed for supporting other analytical needs such as identifying opportunities for alternate response strategies and informing and developing strategies for public education campaigns.

Externally, the efficiency of the secondary emergency communications centres (e.g. Toronto Fire Services) in answering transferred calls affects the 9-1-1 PSAP operations. The public also plays a key role in the success of the 9-1-1 PSAP operations by calling the 9-1-1 line only for emergency situations that require immediate police, fire, and/or ambulance assistance, and using the non-emergency line or other available non-police alternatives for other situations.

26 recommendations

We made 26 recommendations to TPS in the five key areas outlined in this report. In our view, the implementation of the recommendations contained in this report will further improve TPS's ability to keep Toronto safe.

Thank you

We express our appreciation for the co-operation and assistance we received from management and staff of Toronto Police Service, particularly TPS Communications Centre, Toronto Police Services Board, and Toronto Police Association. We would also like to express our appreciation for the cooperation we received from City Manager's Office, Toronto Paramedic Services, and Toronto Fire Services, in completing our audit.

Background

TPS is responsible for law enforcement in Toronto

Toronto Police Service (TPS) delivers law enforcement and policing services in the City of Toronto. As one of the largest municipal police services in North America, TPS and its Communications Centre serve the city with the largest population in Canada¹⁰. With a 2022 budget of \$1.262 billion, TPS ranks as the second largest gross expenditure in the City of Toronto's annual operating budget.

TPS's call centre is the Public Safety Answering Point for the City

TPS established the 9-1-1 Communications Services Unit to provide an efficient and effective Communications Centre (call centre). This call centre acts as the Public Safety Answering Point (PSAP) for the City of Toronto. It ensures access to emergency services in the City with an objective to generate the appropriate response to calls for service in a timely and appropriate manner.

TPSB requested the Auditor General to conduct a risk assessment and audits of TPS

At the request of the Toronto Police Services Board (TPSB), the Auditor General completed a risk assessment of the TPS to develop a risk-based audit plan. This plan was independently developed by the Auditor General and sets the audit priorities at TPS over the next five years.

Audit of 9-1-1 in the 2021 Audit Plan

The Auditor General's 2021 Audit Plan included an audit of Toronto Police Service's 9-1-1 operations with a focus on examining its effectiveness and efficiency.

City Council requested the Auditor General to prioritize the 9-1-1 operations audit and directed the City Manager to analyze the feasibility of moving 9-1-1 operations

Further, as part of City Council's decisions discussing the Community Crisis Support Service Pilot at its February 2, 3, and 5, 2021 meetings¹¹, recommendation 10 requested the Auditor General to prioritize her planned 2021 audit of the Toronto Police Service's 9-1-1 operations. City Council's recommendation 12 directed the City Manager for an overview of 9-1-1 operations and an analysis of the feasibility of moving 9-1-1 operations from TPS to a non-police City service. Further that the analysis be informed by any findings made by the Auditor General in the context of her audits of TPS.

¹⁰ Based on 2021 Canadian Census data

¹¹ [Agenda Item History - 2021.EX20.1 \(toronto.ca\)](#)

**Chief oversees operations;
TPS Board is the
governing body**

TPS is led by the Chief of Police with governance and oversight provided by TPSB¹². The Chief of Police is responsible for administering the police services and overseeing its operations in accordance with the objectives, priorities and policies established by the Board¹³.

**Legislated 24/7
communications centre**

Section 5 of the *Ontario Regulation 3/99 "Adequacy and Effectiveness of Police Services"*¹⁴ under the *Police Services Act* requires that police services must have a communications centre that operates 24 hours a day to answer emergency calls for service. The communications centre can be "*provided by the police force, by another police force, by another municipal emergency service or on a combined or regional or co-operative basis*".

Upcoming new regulations

We were informed that the Government of Ontario is drafting new regulations to be made under the *Community Safety and Policing Act, 2019*, which will replace the *Police Services Act* once it is in force. The new regulations, expected to take effect in 2022, may impact the provision of 9-1-1 PSAP operations as they examine who can legally provide the services of communications centre, what services are to be related to 9-1-1 communications centre operations, and how the adequacy of those services is defined.

**Legislatively, dispatching
9-1-1 calls in Ontario
appears to be a function
that can only be
performed by a police
service under draft
regulation**

The draft regulation for section 14 Alternative Provision of Policing Functions of the *Community Safety And Policing Act, 2019*¹⁵, indicates that the "dispatching members of a police service" is a prescribed policing function where the police service board may enter "into an agreement with another police service board or Commissioner to provide the policing function in the area...". There is also no relevant prescribed entity listed under the draft regulation for the provision of communications centre services.

Accordingly, the dispatching of police services seems to be a function that only a police service will be allowed to perform. It is unclear if the call taking function is included as part of the policing functions at this time.

¹² As stated in Section 31 of the [Police Services Act](#), which outlines the Board's specific statutory responsibilities, the Board is "*responsible for the provision of adequate and effective police services*" in Toronto.

¹³ [Toronto Police Services Board - Board Mandate \(tpsb.ca\)](#)

¹⁴ [O. Reg. 3/99: ADEQUACY AND EFFECTIVENESS OF POLICE SERVICES \(ontario.ca\)](#)

¹⁵ [showAttachment.do \(ontariocanada.com\)](#)

Financial Highlights

The Communications Services Unit had net operating expenditures of approximately \$36.4 million in 2021, an approved operating budget of approximately \$40.1 million for 2022, and a total staff complement of 379¹⁶. Most of the expenditures are for salaries and benefits.

As at January 1, 2022, there were 225 civilian communications operators and 20 supervisors¹⁷. These staff work on a platoon basis rotating through day, afternoon, and night shifts to provide services covering 24 hours, seven days a week.

Communications Services Unit is responsible for the call centre and other services

In addition to receiving and responding to incoming calls for service, the other responsibilities of the Communications Services Unit include:

- working with other agencies and groups, including other police and emergency service providers to deliver communication systems.
- responding to requests for court and ongoing investigations requirements for audio and data records on 9-1-1 calls.
- maintaining radio communications with police units.
- training and development of communications operators.

Estimated \$78 million for new communications centre is placed in unfunded category

In its 2022 Budget Notes, TPS management identified the need for a new communications centre requiring an estimated \$78 million, noting that current and future operations cannot be accommodated in the current facility. It was also noted that the required funding needs to be jointly coordinated with other City Emergency Services and that it has currently placed this in the unfunded category. According to the Budget Notes, TPS will be conducting a feasibility study to review requirements and recommend a plan.

TPS call centre answers and transfers the 9-1-1 calls for Toronto Fire Services and Toronto Paramedic Services; Fire and Paramedic do not contribute resources to the 9-1-1 PSAP

Toronto Fire Services and Toronto Paramedic Services rely on TPS to answer and transfer the 9-1-1 calls for their emergency services in the City. These City Divisions maintain their own call taking and dispatching functions and do not contribute any resources to TPS for the emergency call taking function. The Toronto Fire Services and Toronto Paramedic Services call takers answer the calls transferred from the TPS call takers that need fire services and/or ambulance.

¹⁶ The staff complement number excludes PRIME officers. The overall budget of \$40.1 million includes the budgeted cost of about \$5.9 million relating to PRIME officers.

¹⁷ In addition, there was one Manager and two Assistant Managers who oversee the operations, as well as 10 switchboard operators.

Overall Call Volume

Call centre responded to over 1.9 million calls annually in 2018 and 2019 prior to COVID-19 pandemic

In 2018 and 2019, prior to the COVID-19 pandemic, the Communications Services Unit received and responded to over 1.9 million calls annually for service. Slightly less than 60 per cent of these were received on the 9-1-1 emergency line, while the remaining were received through the dedicated non-emergency line 416-808-2222 (8-2222).

In 2020, the total calls for service dropped to 1.7 million. The decrease from 1.9 million in 2019 was likely due to COVID-19 pandemic, starting with the first Emergency Order issued by the province on March 17, 2020. During the pandemic in 2020 and 2021, 9-1-1 calls were slightly more than 60 per cent of the total calls received. In 2021, the total calls rose slightly from 2020 to 1.8 million mainly due to the increase in emergency 9-1-1 calls, while the non-emergency calls remained consistent with the 2020 level during COVID-19.

From 2018 to 2021, call centre received an average about 5,000 calls a day, about 3,000 of these were 9-1-1 calls

Over this period, the call centre received an average of about 5,000 calls per day, almost 3,000 of which were 9-1-1 calls. Table 3 shows the breakdown of total calls that dialed the 9-1-1 emergency line and those that dialed the 8-2222 non-emergency line, for the years 2018 to 2021.

Given the impact of the COVID-19 pandemic, the 2018 and 2019 data may be more representative of typical call volume and proportion of emergency and non-emergency calls.

Table 3: Total Emergency Calls that Dialed 9-1-1, Non-emergency Calls that Dialed 8-2222, and Total Events Dispatched to Police, 2018 to 2021

	All Calls ¹	Emergency 9-1-1 Line ²	% of Total	Non-emergency 8-2222 Line ³	% of Total	# of Dispatched Events to Police ⁴
2018	1,932,545	1,094,182	57%	838,363	43%	702,307
2019	1,943,326	1,136,110	58%	807,216	42%	733,317
2020	1,682,108	1,039,663	62%	642,445	38%	671,096
2021	1,749,074	1,101,970	63%	647,104	37%	534,344 ⁵
Yearly Average	1,826,763	1,092,981		733,782		

Source: Management Morning Statistics Reports and information from management

¹A portion of the calls are transferred to other agencies (fire, ambulance, Ontario Provincial Police, etc.). In 2018 and 2019, there were 349,214 and 270,596 transferred calls to other agencies (discussed in Section A.6.).

²Calls that dialed 9-1-1 directly, not including those transferred to 9-1-1 queue by the switchboard.

³Calls that dialed 8-2222 and switchboard operators transferred to the TPS call takers.

⁴The total number of dispatched events include dispatch to divisions, Primary Report Intake Management and Entry (PRIME), parking enforcement. It does not include vehicle subject related dispatch (e.g. vehicle stops, vehicle pursuits, subject stops) that are initiated by police officers.

⁵TPS cannot provide information for November and December at the time of the audit. We were informed that TPS is experiencing technical issues with the new Intergraph Computer Aided Dispatch (I/CAD) reporting repository. TPS will be working directly with the vendor to address and correct all issues that impact the ability to report and analyze data.

9-1-1 Public Safety Answering Point (PSAP) Operations

Call centre is the PSAP for the City with standard to answer 90% of 9-1-1 calls within 15 seconds

As the PSAP for the City, the call centre answers all 9-1-1 calls and then depending on the service requested, may re-route the caller to Toronto Fire Services, Toronto Paramedic Services, or another police force if the requested service is outside of TPS jurisdiction. It also receives and answers non-emergency calls.

Since there is no legislated standard for emergency call-answering, the Communications Services Unit aims to answer emergency calls for service in accordance with the widely accepted industry standard established by the National Emergency Number Association (NENA). This standard was recently revised such that 90 per cent of 9-1-1 emergency calls be answered within 15 seconds.

Call centre answers calls from both the 9-1-1 emergency line and the 416-808-2222 police non-emergency line

The calls for service from the public can reach the call centre either through the 9-1-1 emergency line or TPS police non-emergency line 416-808-2222 (8-2222).

The 9-1-1 line is intended to be used in emergency situations that require immediate assistance from police, fire, and/or ambulance services. The 8-2222 non-emergency line is intended for situations that are not an emergency but still require police assistance¹⁸.

Dispatchers at call centre dispatch for police services

Once a call is determined to be a request for police service, it is then dispatched by the dispatcher at the call centre.

Communications operators are fully trained for both call-taking and dispatching functions

The call centre is divided into a call taking area and a dispatch area. All the communications operators are fully trained to perform both call taker and dispatcher functions. The communications operators assigned as “call takers” answer emergency 9-1-1 calls¹⁹, calls that are transferred from the switchboard operators to the operational floor²⁰, and handle internal requests. The communications operators assigned as “dispatcher” assign calls for service to police officers where police presence is required, handle requests for information from officers, and manage multiple radio equipped units.

There is a maximum number of emergency and non-emergency lines

At any time of the day, the call centre must assign a communications operator to each of its dispatch desks because there must be an operator to assign the event to an officer unit for the divisional area. Depending on staff scheduling and the actual number of operators at work, the call centre then assigns the call taker desks. There is a maximum number of phone lines dedicated to answering 9-1-1 emergency calls and non-emergency calls (8-2222). Calls are answered on a “First In – First Out” basis. 9-1-1 calls are prioritized over the calls received from the non-emergency lines. If calls in the 9-1-1 queue already occupied all the phone lines dedicated to 9-1-1 calls, any subsequent incoming 9-1-1 calls would receive a busy signal.

¹⁸ The switchboard operators are the first point of contact for the calls to 8-2222. The switchboard hours are Monday to Friday from 7am to 10:45 pm. When the switchboard is staffed with operators, callers pressing “0” will be answered by the switchboard operators, who then may transfer the call to the operational floor handled by call takers. The call could be routed to the emergency queue or the non-emergency queue depending on the circumstances. When callers press “0” after hours, the call will be routed directly to the call takers on the operational floor.

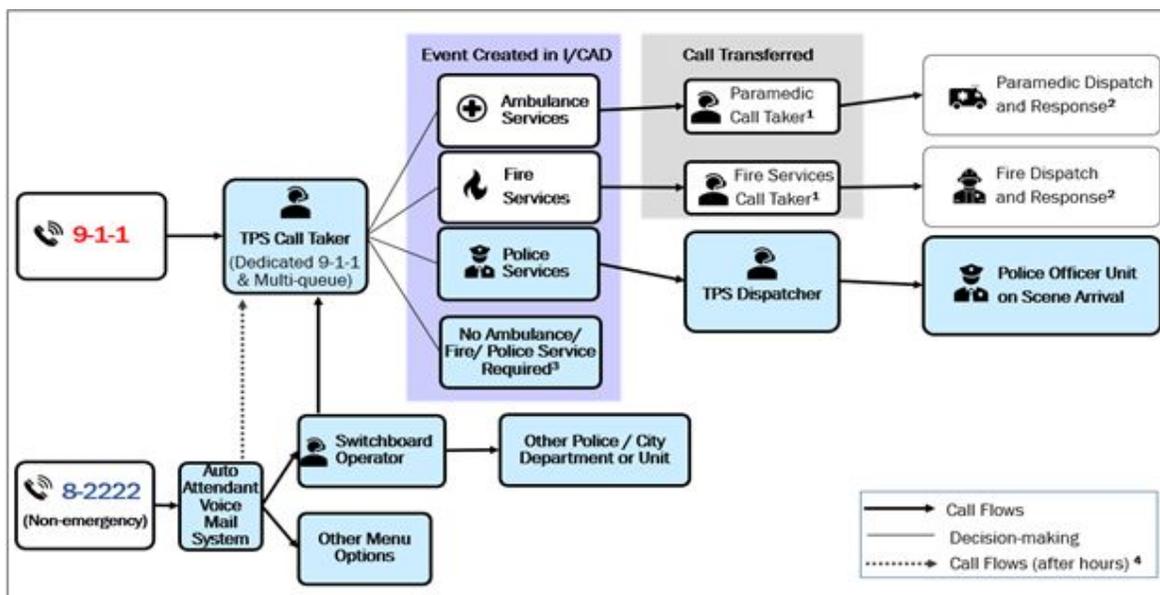
¹⁹ At times, communications operators could be assigned as “dedicated 9-1-1 call taker” who only answer calls that come through the 9-1-1 line.

²⁰ Calls that dialed 8-2222 would be first answered by an auto attendant voice mail system with options for callers to choose. The caller can also choose to speak to a switchboard operator, who after determining the service requested, may transfer the call to the required unit or the operational floor to be answered by a call taker in the emergency 9-1-1 queue or non-emergency queue.

Recorded message played if no operator immediately available

If there is no available communication operator to answer the call, it is placed in queue and a recorded announcement is played to the first six callers; a second message is played if the call is still not picked up. If there are more than six callers in queue, the seventh call would not get the recorded announcement but just continue ringing until answered. Figure 5 shows the call flow process. The blue shaded boxes in the figure are under TPS's responsibilities. This audit assessed the entire call flow process except the call taking²¹ and dispatching functions at Toronto Paramedic Services and Toronto Fire Services.

Figure 5: Call Flow Process for a Call for Service to the Call Centre through the Emergency 9-1-1 Line or the Dedicated Non-emergency Line 8-2222



¹ The call takers remain on the line after the call is answered by the paramedic and/or fire services call takers to determine if police are also required for the call or not

² Not in the scope of this audit

³ Some of these calls could be diverted to other agencies (e.g. 3-1-1 for information on City services) or community-based alternative responders (e.g. 2-1-1 as part of the Toronto Community Crisis Service pilot project)) or passed on to the crisis worker who is recently co-located in the call centre as part of TPS's pilot with the Gerstein centre.

⁴ During operating hours (Monday to Friday from 7 am to 10:45 pm), the switchboard operator answers the call when the caller presses "0" using the auto attendant system. The switchboard operator may transfer the call to a call taker by routing it to the emergency queue or non-emergency queue depending on the assistance required. When callers press "0" outside of these hours, the call will be routed directly to the TPS call takers.

²¹ We analyzed the timeliness of answering the transferred calls from TPS but not the actual call taking functions at Toronto Paramedic Services and Toronto Fire Services.

Recent Changes

Recent initiatives for crisis calls requiring mental health support

Recent changes include the City and TPS working together on four Community Crisis Support Service pilots for crisis calls requiring mental health support, as part of an alternative community-based response model. Two of these pilots have started in March and April 2022 and the other two will start in July 2022. These pilots cover four areas of Toronto (i.e. Downtown East, North East, Downtown West – Kamaamwizme wii Naagdiwendiiying, and North West) and are partnered with the community agencies to provide a community-based response six days a week to non-emergency crisis calls and wellness checks relating to individuals 16 years of age and older.

The pilots include the dispatch option of a referral to a community crisis support service for 9-1-1 calls where the cause is mental health or addiction crisis and there is no public safety component. As part of the pilot, individuals experiencing or witnessing a mental health crisis can also call 2-1-1 directly for this service.

In addition, TPS began its pilot of a crisis call diversion program in November 2021. This initiative puts a community crisis worker in the 9-1-1 call centre to help divert mental health related calls to a community agency when a police response is not required.

Audit Results

This section of the report contains the findings from our audit work followed by specific recommendations.

A. Answering Calls

A.1. Timeliness to Answer Emergency Calls

Important for 9-1-1 dialed calls to be answered quickly

The 9-1-1 line is for situations in which the caller requires immediate emergency services. The longer an answer delay to a 9-1-1 call, the greater the risk and potential impact on life or safety of the caller or property. A longer call wait time leads to delayed timing to activate the appropriate emergency assistance, resulting in a delay to providing the actual emergency services (i.e. police service, fire service, and/or ambulance), which may be a matter of life and death at times. It is critical and of utmost importance that a 9-1-1 dialed call is answered quickly.

TPS adopted the industry 9-1-1 call answering standard

Unlike some provinces in Canada that have legislation to establish or enhance provincial authority to oversee Public Safety Answering Point (PSAP) operations such as setting standards, policies and guidelines, the Ontario provincial government has not played a direct role in providing oversight of the PSAP or enacting legislation that sets standards for emergency call-answering. As a result, TPS voluntarily adopted the industry 9-1-1 call answering standard developed by the National Emergency Number Association (NENA)²² as its service level standard for emergency calls.

Standard for call answering wait time for 90% of calls increased by 5 seconds from “within 10 seconds” to “within 15 seconds” since December 2020

NENA updated the 9-1-1 Call Processing standard in April 2020 by requiring **90 per cent of all 9-1-1 calls arriving at the PSAP to be answered within 15 seconds**. TPS adopted this updated standard in December 2020. The previous NENA standard required 90 per cent of all 9-1-1 calls arriving at the PSAP be answered within 10 seconds during the busy hour (i.e. the hour each day with the greatest call volume). Although the previous NENA standard was for the hour with the greatest call, TPS applied it to all 9-1-1 calls not just those received during the busy hour.

²² NENA is a non-profit organization that is solely focused on improving 9-1-1. Its work includes developing standards for 9-1-1 technology and operations, providing education and training for 9-1-1 professionals, and informing policy makers about issues facing 9-1-1. <https://www.nena.org/page/mission2017>

Service Level Not Met and Average Answer Delay More than 15 Seconds

9-1-1 PSAP not meeting service level standard

Due to the data limitation (discussed in Section A.5), we reviewed the limited available service level data and found that the 9-1-1 PSAP did not generally meet its service level standard for answering 9-1-1 calls throughout 2018 to 2021; there were a limited number of days when the service level was met. From our research on publicly available information and consultation with our expert advisor, we noted many other jurisdictions are also challenged in meeting the timeframe required in this standard.

Table 4 provides a breakdown of the number of days that the 9-1-1 PSAP met its service level on a daily basis. The limitation in data resulted in a scope limitation on the information available to us for this audit (discussed in Audit Objectives, Scope and Methodology Section of this report).

Table 4: Number of Days TPS Met 9-1-1 Service Level Standard on a Daily Average Basis

	2018		2019		2020		2021	
	# days	% of days						
Met Standard ($\geq 90\%$) ¹	2	1%	6	2%	53	14%	10	3%
Not Met Standard ($< 90\%$) ²	363	99%	359	98%	313	86%	355	97%
Total	365		365		366		365	

Source: Audit analysis of the Morning Statistics Reports

¹Prior to December 2020, the 9-1-1 answering service level was measured using 90 per cent of all answered within 10 seconds; afterwards it is measured using the 15 seconds threshold.

²Of these, the number of days under 65 per cent were: 233 days in 2018; 210 days in 2019; 79 days in 2020; and 166 days in 2021. TPS management uses 65 per cent as an operational guideline to flag significant 9-1-1 answering wait time.

Improvement in daily average wait time – more days with shorter daily average wait time in 2021 than in 2018

TPS management uses various reports for monitoring, including the report which shows the daily average answering wait time. From these reports, we noted that there was an improvement of the **daily average wait time** for 9-1-1 calls from 2018 to 2021. As shown in Table 5 below, based on the daily average wait time, the number of days in a year that a caller who dialed 9-1-1 needed to wait for more than 30 seconds to be answered decreased from 2018 to 2021. For example, in 2018 there were 117 days in which a 9-1-1 call on average needed to wait for more than 30 seconds to be answered, which decreased to 67 days in 2021.

Table 5: A Breakdown on the Number of Days by the 9-1-1 Calls Daily Average Wait Time for 2018 to 2021

	Daily Average 9-1-1 Wait Time (# of days)			
	2018	2019	2020	2021
15 sec. or less (the wait time target in current service level standard) ¹	66	170	216	123
More than 15 sec. to 30 sec.	182	157	121	175
Subtotal	248	327	337	298
More than 30 sec. to 1 min.	103	38	29	62
More than 1 min. to 2 min.	13	0	0	5
More than 2 min.	1	0	0	0
Subtotal	117	38	29	67
Total	365	365	366	365

Source: Audit analysis of the Morning Statistics Reports

¹The wait time target in the service level standard prior to December 2020 was 10 seconds

Limitation on daily average wait time in management reports

The limitation with this information, however, is that the answering wait time information in the management reports only shows the average wait time on an overall daily basis. A call that comes to the call centre during the busy periods in the day could have a much longer wait time than a call that comes during the non-peak periods.

Average 9-1-1 answering wait time varied depending on the time the call came to the call centre

Due to the data limitation (discussed in Section A.5), call data was not available to assess the actual answering wait time for each emergency call. As illustrated in Figure 6, from our analysis of the daily call data at each 15-minute interval (this is the most granular information available) for the year 2021, we found how timely a call could be answered by a call taker largely depends on the time that the call comes to the call centre. Correspondingly, the call centre’s ability to achieve its service level also varied throughout the day. The data limitation resulted in a scope limitation for this audit (discussed in Audit Objectives, Scope and Methodology Section of this report).

Data limitation for the audit resulting in scope limitation

Average 9-1-1 answering wait time below 15 seconds for periods that met service standard

Figure 7 below shows how the average service level achieved by the call centre relates to the average 9-1-1 answering wait time throughout the 24-hour basis for year 2021. It shows that **when the call centre met its 9-1-1 service level standard, its average answering wait time was consistently below 15 seconds.** In contrast, during the time when the call centre consistently performed below its 9-1-1 service level standard, its average 9-1-1 answering wait time for each 15-minute interval was consistently above 15 seconds. The average answering wait time gradually **increased** as the service level **decreased.**

Figure 6: Average 9-1-1 Service Level and Average 9-1-1 Answering Wait Time in a 24-hour Basis, 2021

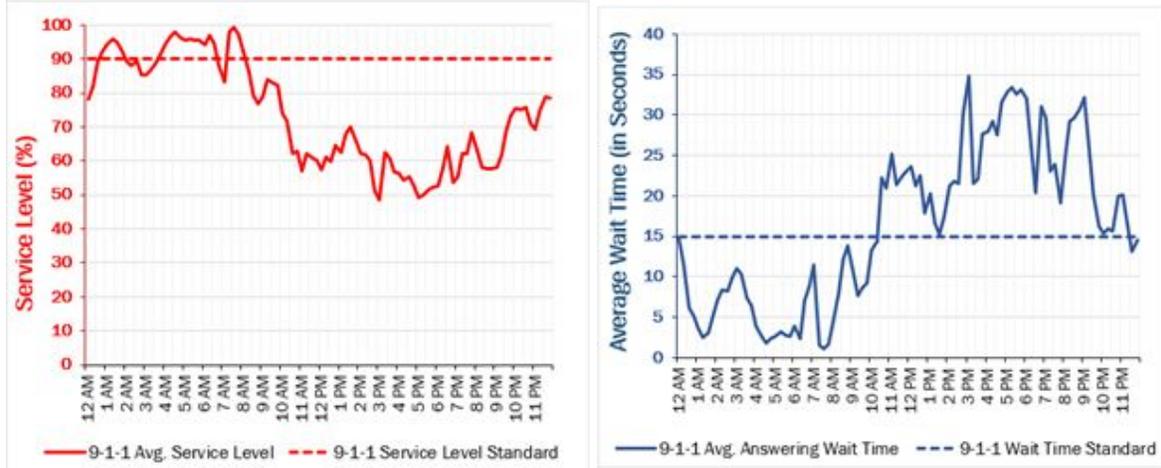
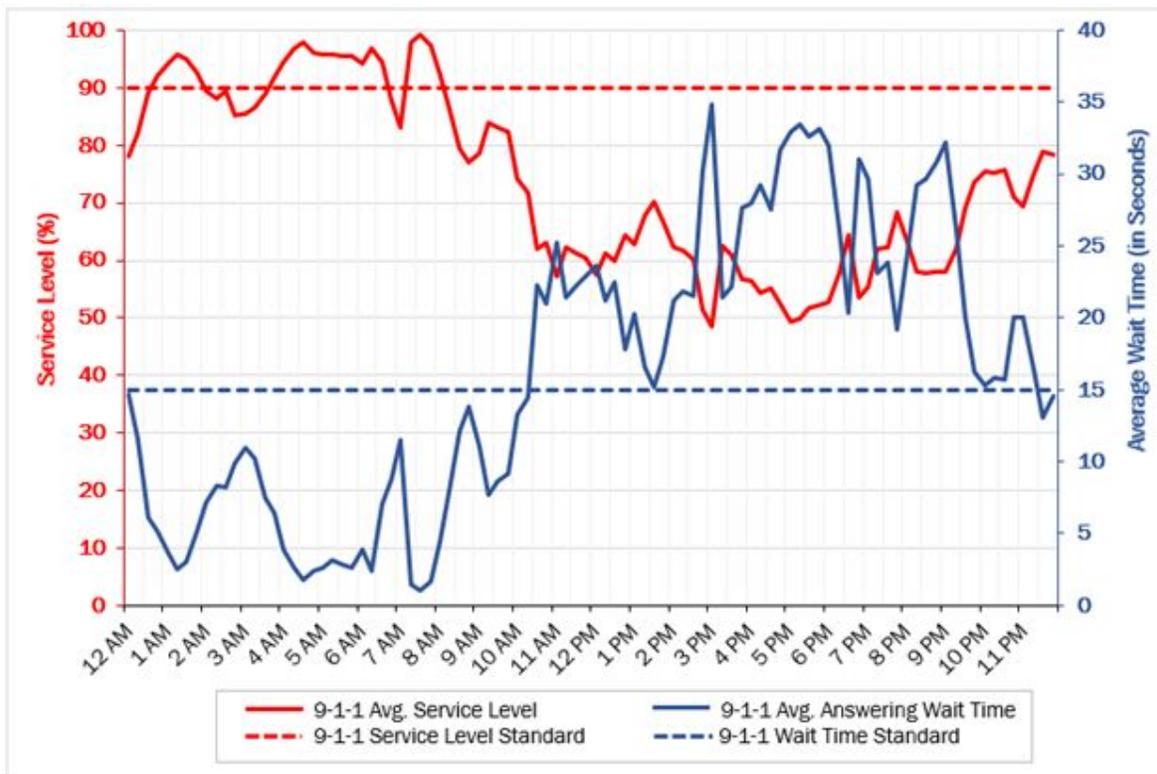


Figure 7: Negative Correlation between Average 9-1-1 Service Level and Average 9-1-1 Answering Wait Time, and Comparison with the Service Level Standard and Wait Time Standard in a 24-hour Basis, 2021



Average answering wait time varies significantly between peak and non-peak hours

As shown in Table 6, the call centre’s service level and the corresponding 9-1-1 answering wait time vary significantly between the peak and non-peak periods based on call volume received throughout the day (call volume is discussed in Section A.2). Specifically,

- During the non-peak periods from **11:30 pm to 10:30 am** when the call centre was very close to meeting its 9-1-1 service level standard (with many of the time intervals in this period met or exceeded the standard), its average 9-1-1 calls answering wait time for each of the 15-minute intervals was consistently below 15 seconds, with an **average answering wait time of about seven seconds** for each 15-minute interval.
- During the time from **10:30 am to 2:45 pm** when an average of 62 per cent of calls were answered within 15 seconds, the **average answering wait time was 21 seconds**.
- This further **increased to 28 seconds answering wait time during the peak time period from 2:45 pm to 9:30 pm** when an average of 57 per cent of calls were answered within 15 seconds. Note that the average wait time during this period was almost double the service level standard wait time of 15 seconds and was four times the wait time during the non-peak periods.
- Both the average answering wait time and service level performance started to improve after 9:30 pm.

Table 6: Average 9-1-1 Service Level and Average 9-1-1 Answering Wait Time for Non-peak and Peak Periods throughout the 24-hour Basis in 2021

	Average 9-1-1 Service Level % per 15-minute ¹	Average Wait Time (in seconds) per 15-minute Interval ¹
11:30 pm to 10:30 am ² (non-peak period)	89	7
10:30 am to 2:45 pm	62	21
2:45 pm to 9:30 pm ³ (highest peak period)	57	28
9:30 pm to 11:30 pm	73	17

Source: Audit analysis of the phone application system reports

¹ Calculation limited to average per 15-minute interval (not average for all calls within the period) due to lack of available data.

² Non-peak period during the year based on the 9-1-1 call volume received (call volume is discussed in Section A.2 of the report).

³ Peak period during the year based on the 9-1-1 call volume received.

Longest Answering Wait Time

Many 9-1-1 calls waited more than a minute, and some waited more than 4 minutes to be answered

Given the data limitation, we cannot determine the actual wait time for each 9-1-1 call that the call centre received. The available data only shows the longest answering wait time for each of the 15-minute intervals and that **at least one call** had to wait that amount of time before it got answered. Based on this limited information, we noted at least **13,260 calls** that dialed 9-1-1 in 2021 **waited more than a minute to be answered**, and of these **at least 424 calls waited more than four minutes** before getting answered. The 9-1-1 answering wait time in the service level standard is 15 seconds.

Most frequent longest wait in a day was between 3 and 4 minutes; few days where the longest wait was between 10 to 11 minutes for some calls

Using the information available for the years 2018 to 2021 of the longest wait on a daily basis, we found that **most often, the longest answering wait time for a 9-1-1 call in a day was between three and four minutes for the years 2018, 2019, and 2021**. This was slightly lower in **2020 to between two and three minutes**, which most likely was due to less call volume received as a result of the COVID-19 pandemic. However, there were a few days over this period where the longest answering wait time for some calls was between 10 and 11 minutes.

Longest wait of the day happened more often between 5 pm and 6 pm

We also noted that the daily longest wait time happened more often between 5 pm and 6 pm for each of the years from 2018 to 2021. Table 7 shows the top three timeslots in which the highest daily wait time occurred from 2018 to 2021. In each of the years over this period, the second and third daily longest wait time varied each year. This also shows the importance of management having this type of detailed information and analytics available to make operational and workforce planning decisions, to ensure service levels are met.

Table 7: The Top Three Timeslots in which the Daily Longest 9-1-1 Answering Wait Time Most Frequently Happened for 2018 to 2021

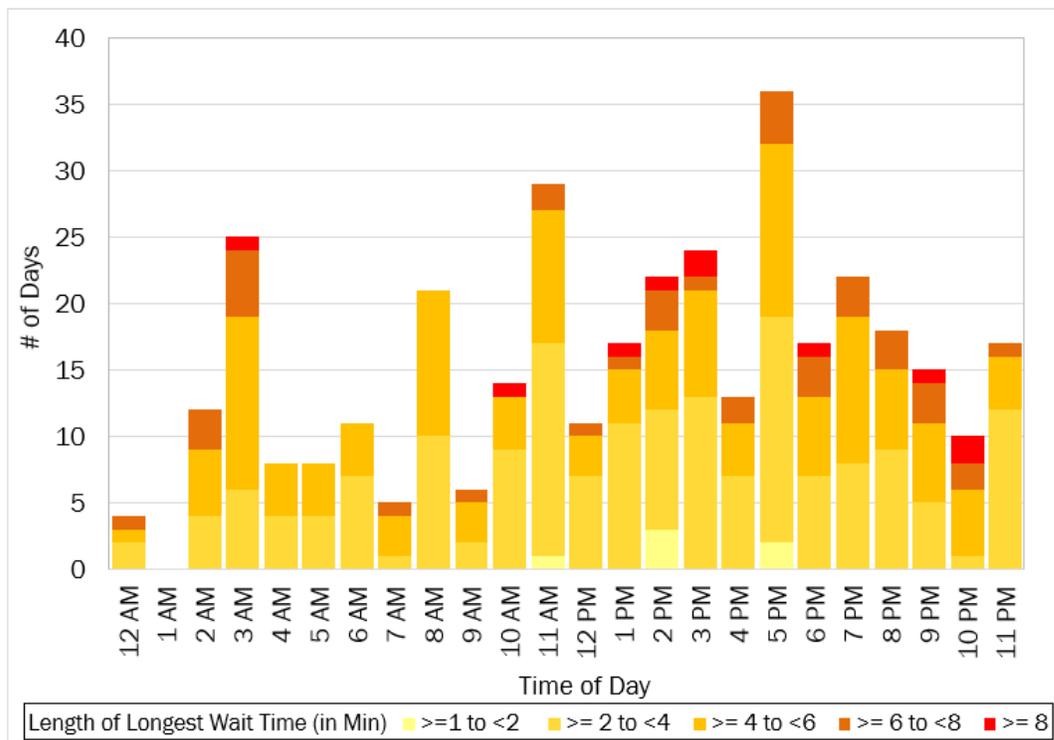
	The Time of the Day where the Daily Longest 9-1-1 Answering Wait Time Happened (the number of days it happened in this timeslot in the year)		
	Highest Occurrence	Second Highest	Third Highest
2018	5 to 6 pm (36 days)	11 am to 12 pm (29 days)	3 to 4 am (25 days)
2019	5 to 6 pm (38 days)	3 to 4 am (34 days)	8 to 9 pm (30 days)
2020	5 to 6 pm (41 days)	3 to 4 pm (35 days)	2 to 3 pm (34 days)
2021	5 to 6 pm (44 days)	8 to 9 pm (31 days)	6 to 7 pm (30 days)

Source: Audit analysis of the Morning Statistics Reports

Specifically, for the pre COVID-19 years of 2018 and 2019, Figure 8 and 9 show the breakdown of when the daily longest 9-1-1 answering time happened by timeslot for those years respectively. The daily longest waits were all beyond the wait time standard of 15 seconds. The darker coloured bars in the graph represent the longer wait times. The darker coloured bars in the graph represent the longer wait times.

For example, in 2018, the most total occurrences in the year where the longest 9-1-1 wait of the day happened was between 5 pm and 6 pm; but there were more occurrences where the longest wait time was beyond six minutes between 3 am to 4 am. In 2019, the most total occurrences in the year of the longest 9-1-1 wait of the day also happened between 5 pm and 6 pm. However, the most occurrences where the longest wait time was beyond six minutes was also between 5 pm and 6 pm.

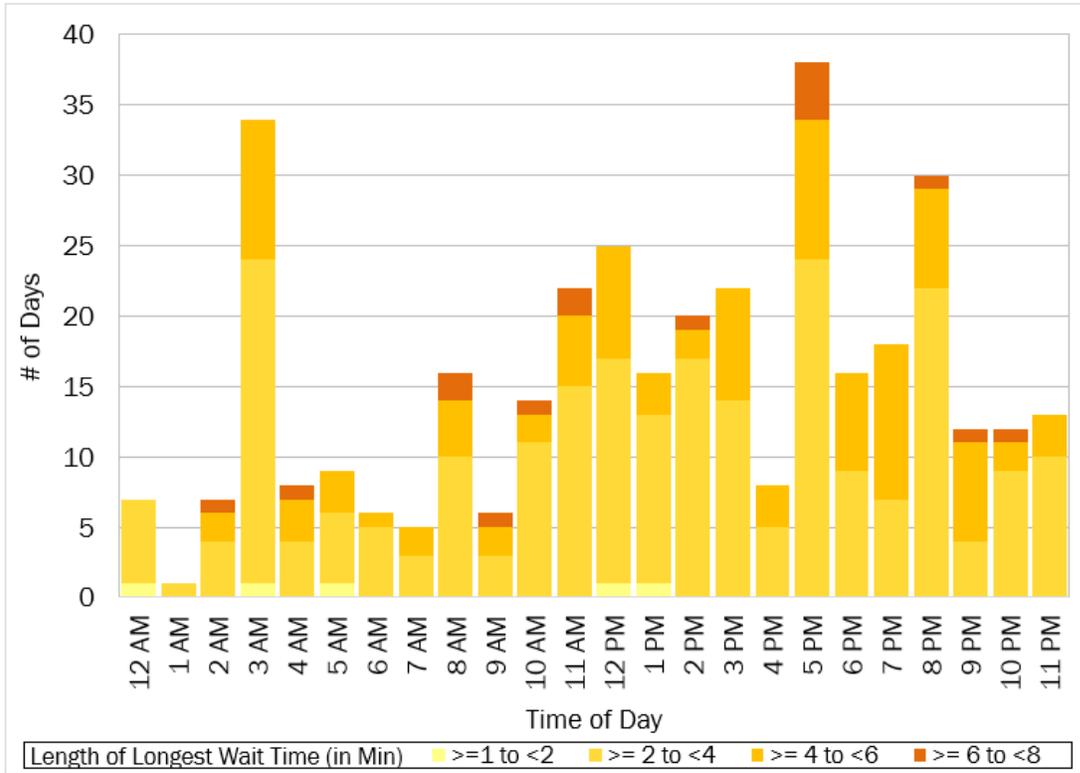
Figure 8: Breakdown on the Timeslot of the Day in which the Longest 9-1-1 Wait Happened, 2018¹



Source: Audit analysis of the Morning Statistics Reports

¹ None of the days in 2018 had the longest daily wait happen between 1 am to 2 am (therefore this figure does not have a bar for that timeslot).

Figure 9: Breakdown on the Timeslot of the Day in which the Longest 9-1-1 Wait Happened, 2019



Source: Audit analysis of the Morning Statistics Reports

The longer the wait, the greater the risk and potential impact on life or safety of people

Since the 9-1-1 line is for emergency situations in which the caller requires immediate emergency service from police, fire, and/or ambulance, the longer a caller needs to wait for the call to be answered (the calls are answered on a first-come-first-serve basis), the greater risk and potential impact on the life or safety of people or property as it delays the time for emergency response.

Further improvement needed to address the long wait times

Although there could be times where callers dialed 9-1-1 for a non-emergency matter (to be discussed in Section A.7), given the intent of 9-1-1 and the potential nature of the calls, the long answering wait time needs to be addressed. For example, we noted a caller in 2021 waited slightly more than eight minutes in order to request ambulance service for a possible urgent health matter. In another example we noted a caller, requiring police assistance for a possible domestic violence situation that involved past history of physical assault and arrest, waited slightly more than six minutes before the call was answered.

A.2. Impact of Call Workload on Call Answering Capacity

Call wait time affected by call volume

Understanding the call workload is important in order to determine staffing capacity requirements that will provide timely emergency call answering services. Based on the readily available data for 2021, we found that when 9-1-1 dialed calls started increasing, the average answering wait time also started increasing (and the corresponding decline in service level performance as previously noted). Emergency call volume followed the time of day, with the lowest volume at 4:45 am, gradually increasing until 5:45 pm and then started declining again.

More than double the number of calls received during peak periods

As shown in Table 8, the call centre received and answered more than double the number of emergency calls in each of the 15-minute intervals during the high call volume periods where performance levels were not met, compared to the low call volume periods (non-peak) where service levels were generally met.

Table 8: The Difference of 9-1-1 Call Volume during Peak and Non-peak periods, and the Impact on the Service Level and Answering Wait Time, 2021

	9-1-1 Service Level	Avg. 9-1-1 Answering Wait Time per 15-min.	Avg. 9-1-1 Calls Answered per 15-min. ¹
11:30 pm to 10:30 am (non-peak period)	Generally met or close to meeting	7 sec.	21
10:30 am to 2:45 pm	Not met and gradually declining	21 sec.	41
2:45 pm to 9:30 pm (highest peak period)	Not met	28 sec.	44
9:30 pm to 11:30 pm	Not met but gradually improving	17 sec.	35

Source: Audit analysis of the phone application system reports

¹ # of calls answered is generally the same as received during the 15-minute interval

About 50% more calls answered per call taker when less than 65% of calls answered within service standard

Based on the daily average number of call takers at work²³ and the total daily 9-1-1 calls answered throughout the years 2018 to 2021, we found that on average, each call taker answered about 50 per cent more calls on the days when the call centre performed significantly lower than the service level standard (i.e. less than 65 per cent of calls were answered within 15 seconds) than those days when it met or exceeded the service level standard (i.e. 90 per cent or more calls were answered within 15 seconds on a daily basis).

²³ Not a count of the number of individual call takers who worked in the different shifts each day, but a system calculated average number of call takers at work for a day using total staff logged in time throughout the 24-hour period (i.e. average number of call taker to cover the entire day).

A.3. Impact of Staffing on Call Answering Capacity

Call Answering Capacity – Development of Minimum Staffing Requirements and Schedules

Staffing requirements and scheduling should align with forecasted workload

The number of call takers available on the phone at various times of the day is the call centre's answering capacity to handle the 9-1-1 call workload. Regular analysis should be done by management to manage organizational performance and see if staffing requirements and scheduling needs to be updated to align with potential changes to the workload by time of day and the types of calls that are being received.

No supporting documents for minimum staffing requirements

TPS has a minimum call taker staffing requirement for different time periods throughout the day to schedule call takers. However, there is no supporting documentation to show how the minimum staffing level was determined. During the four years from 2018 to 2021, TPS only adjusted the staffing requirements in 2020. There is no supporting documentation on how and why the adjustments were made.

No documentation for workforce planning

We were informed there is no TPS documentation for workforce planning to determine staffing needs for minimum staffing requirements. We were advised the minimum staffing requirements were based on call volume and service levels.

Opportunities to improve staffing requirements and scheduling to better align with call workload

We compared the 9-1-1 call volume in 2021 to the staffing requirements for the different time periods. We found that they generally follow the call volume pattern (i.e. higher number of call takers were generally to be scheduled for periods with higher call volume), but there could be opportunities for improvement to better align the staffing requirements and scheduling to call workload. For example:

- 11:30 pm to 2:45 am had a low average answering wait time of 8 seconds for each 15-minute interval (i.e. significantly below wait time required in service level of 15 seconds), yet the minimum staffing requirement was 18 call takers. This is the same number of call takers required for the time period from 10:30 am to 2:45 pm when the call volume was double for each 15-minute interval and had a much higher average wait time of 21 seconds.
- Potential to start the time period with the highest number of required call takers earlier at 1:45 pm (currently starts at 3 pm) to align with the start of the higher call volume period. If there is a budget restriction or other factors, TPS could keep the same length of this time interval (7.75 hours) by ending it at 9:30 pm (so the length of this time interval stays the same but only shifting it to start earlier).

Recommendations:

- 1. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to re-evaluate and establish new minimum staffing requirements for Communications Services, ensuring staffing levels are sufficient to achieve TPS's 9-1-1 service level standard, and using improved data and information to include:**
 - a. Consideration of staff absenteeism rates and other detractors/ factors, the underlying causes of not adhering to the current minimum staffing requirements, and aiming to minimize overtime where possible, for the different timeslots (considering peak and non-peak periods).**
 - b. Re-balancing the workload amongst staff and staffing resources as needed throughout the day to meet operational needs while also enhancing staff's mental health and well-being.**

- 2. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to review the current staffing levels, shift deployment and start hours, and scheduling system for communications operators to ensure the assignment of the actual number of operators at work aligns with its planned minimum staffing requirements (that TPS re-evaluates as part of Recommendation 1) as required to achieve its service levels and handle its call volume. Depending on the results of TPS's evaluation of minimum staffing requirements, TPS should consider:**
 - a. Requesting an overall staffing increase of communications operators for TPS Communication Services.**
 - b. Hiring part-time call takers, particularly to help address peak periods and spike incidents.**

A.4. Staff Resourcing – Challenges Impacting Staff Availability

Daily Staff Absences – Sick Time

Daily absences affect sufficient staffing levels

Staffing levels impact the capacity to answer calls on a timely basis, as explained above. Communications operators have a difficult and demanding job. They are the first contact for people in extreme distress, and they need to sometimes make split second decisions that could potentially affect the safety of both civilians and police officers. A factor that can affect staff absenteeism is the stressful and demanding work environment. The lack of available staff, due in part to daily absences from time off sick, creates a challenge to maintaining sufficient staffing levels.

The impact of absenteeism on staffing levels will depend on the number of absent staff and the length of notice provided, combined with the ability to quickly fill those positions in time for each shift. If the positions cannot be easily filled, it may also result in increased overtime for staff on the previous shift, if asked to provide additional coverage. Absenteeism is an important factor to consider when determining minimum staffing requirements and scheduling.

Only three days over three years with no staff absent due to sickness

From our analysis, we found that almost every day there were call takers who were absent due to sickness. There were only three days from 2018 to 2021 with no staff absent due to sickness.

TPS does not track absenteeism

The number of call takers who were off sick ranged from one to 32 staff in any given day. There was no breakdown of these daily absences into shifts on the management report and TPS does not track the staff absenteeism rate, which we found to be an extremely labour-intensive and manual process to attempt to calculate, given the limitations in the data and information available.

Daily absences could significantly affect the capacity of a shift

Since call takers work in different shifts to cover the 24-hour day, a high number of call takers off sick from the same shift could have a significant impact on the call answering capacity planned for the time periods covered by that shift. This depends on how much notice the staff provided for sick time off and the ability to find a replacement or get call takers of the previous shift to work overtime.

For example, we compared the minimum staffing requirements for 2021 to the actual number of call takers at work for 25 random days. These days had a range of daily absences from three to 11 call takers. As shown in Table 9, we found the call centre had about the required number of call takers for the periods that it required the lowest number of call takers (covering the non-peak hours) but were significantly under the required minimum staff for the other periods that it required a higher number of call takers (to cover the higher call volume peak periods). Specifically, for the period from 7:15 am to 9 am, the actual number of call takers met the required number of 13 staff, but during the period from 3 pm to 10:30 pm, the call centre was short by seven call takers.

Table 9: Comparison of the Minimum Number of Call Takers Required with the Actual Number of Call Takers at Work for 25 random days in 2021

Time Period ¹	TPS Minimum Call Taker Staffing Requirement	Avg # of Call Takers at Work ² (25 random days in 2021)	Unmet # of Required Call Takers
7:15 am – 9:00 am	13	13	-
9:15 am – 2:45 pm	18	14	4
3:00 pm – 10:30 pm	20	13	7
10:45 pm – 2:30 am	18	13	5
2:45 am – 7:00 am	11	10	1

Source: Audit analysis of the phone application system reports

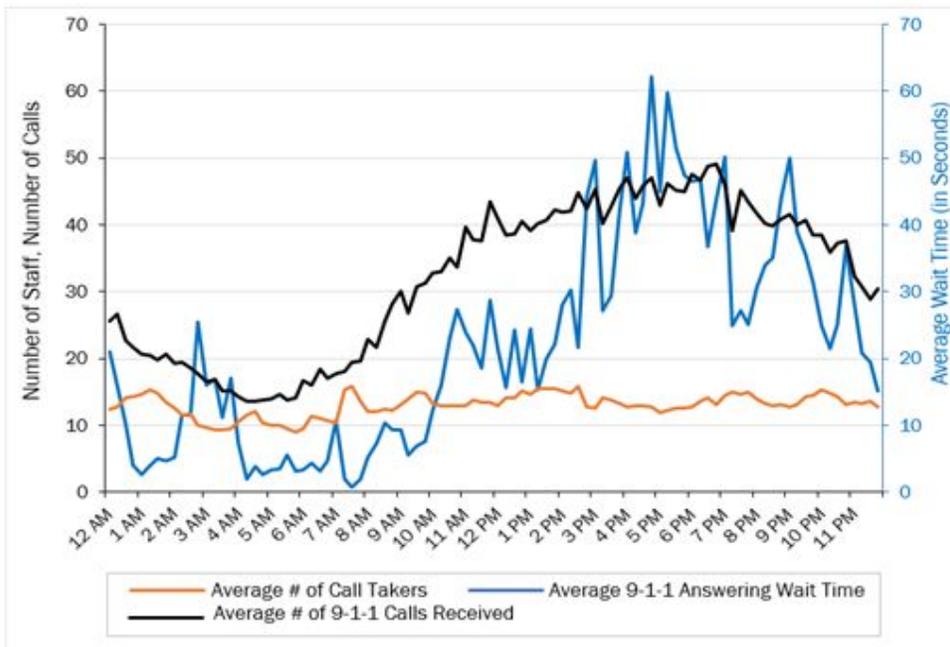
¹The time period covers until the end of the 15-minute interval. E.g. the time period 7:15am to 9am covers from 7:15am up to 9:15am.

²This is the total available time of call takers based on the total logged in time of the call takers to the queue for the time period.

Example of how less than the minimum required level of staff may lead to high average wait time

Figure 10 shows how the unmet staffing level during the periods where the call centre received a high volume of incoming 9-1-1 calls may have led to the high average 9-1-1 calls answering wait time for these 25 days. For example, when the call centre received a high and increasing number of incoming 9-1-1 calls during the period around 10:30 am to 11 pm and with four to seven less call takers at work than required, the 9-1-1 average wait time was consistently above 15 seconds, with the longest average wait time of slightly more than a minute. In particular, the wait was highest at the peak hours between 2:30 pm and 8 pm with seven call takers less than required, while the call centre received the highest number of calls. In contrast, the lower call volume periods from 12 am to 10:30 am when it was mostly staffed with the required number of call takers, the average wait time was below eight seconds.

Figure 10: The Impact of the Number of Call Takers at Work and the 9-1-1 Call Volume on the Average 9-1-1 Answering Wait Time, on a 24-hour basis for the 25 random days in 2021



High daily absences can lead to increase in overtime work

In addition to the call answering capacity, the high daily number of communications operators absent due to sickness also increased the overtime work for operators, which can affect the mental wellness, as well as the work morale of the communications operators. As such, the use of overtime is not a sustainable solution to staffing shortages.

Significant overtime hours worked for each year 2018 to 2021; equivalent to almost 12 operators for 2021

From our review of overtime data, we found an overall decreasing trend in overtime payment and hours of overtime work by call takers, except for the year 2020 where there was a slight increase from 2019. TPS management indicated that more staff were off during the COVID-19 pandemic, so they requested that the staff who were able to work overtime help cover the absences of those staff who were off due to the pandemic.

However, as illustrated in Table 10, there was a consistently high number of overtime hours worked by communications operators from 2018 to 2021. For example, the overtime hours worked in 2021 was equivalent to 3,017 eight-hour shifts or 11.6 operators using a 260 working day basis.

Table 10: Breakdown of Overtime Cost and Overtime Hours Worked by Communications Operators in each Year from 2018 to 2021

	2018	2019	2020	2021	% Change 2018 to 2021
Overtime (\$)*	\$1,674,834	1,523,433	1,590,694	1,524,887	-9%
Overtime (hours)*	28,916	25,922	26,556	24,141	-17%

*Overtime cost and overtime hours worked by call takers and/or dispatchers (including supervisors / manager performing the call taking / dispatching functions)

Overtime work was needed almost every day and was highest during peak periods

Our review of 2019 and 2020 overtime shift schedule data found:

- Overtime was consistent through the days in a week except for Wednesday, which had less occurrences because it was a training day, so more operators were available at the call centre this day of the week
- Overtime was needed almost every single day; 361 days in 2019 and 356 days in 2020 throughout the 24-hour period
- The time period that required the most overtime work was consistent in 2019 and 2020. Overtime work was highest during the high call workload periods around 9 am to 2 pm (with a significant decrease between 2:15 to 3 pm), followed by 3 pm to 11 pm.

Unavailable (“Not Ready”) Time of Communications Operators

Another factor that reduces call takers’ availability to respond to incoming 9-1-1 calls is when they are not available for calls due to post-call processing time, taking time to recuperate between calls, etc. This is referred to as ‘Not Ready’ time and should be accounted for when determining staffing requirements.

“Not Ready” time is when the call taker is not available to take a call

There are three main components that make up the total time a call taker is logged into the phone system:

- **Idle time** – the time a call taker spends **waiting with no calls** to take
- **Talk time** – the time a call taker spends **answering a call**
- **‘Not Ready’ (unavailable) time** – the time that the call taker **takes to recuperate between calls or spends post-call processing time on a previously answered call**. For new hires, this may also include the time for debriefing with their trainers between calls when needed.

At the call centre, a call taker can activate a **“Not Ready”** button on the phone to indicate their unavailability to take a call.

Post-Call Processing Time and Occupancy Time

TPS does not separately track post-call processing time, included in 'Not Ready' time

TPS does not separately track the amount of post-call processing time that call takers spend finishing the previously answered calls. This work time on calls is included in the total "Not Ready" time, including those times call takers were taking the needed time to recuperate between calls, and the time for debriefing of calls for new hires.

Staff occupancy time cannot be measured

Without separately tracking the different components of 'Not Ready' time, the actual staff occupancy time cannot be measured. Occupancy time is the talk time together with post-call processing time, that shows how busy the call takers are during the total logged in work time.

Important to measure occupancy time to ensure healthy and balanced workload

Given the nature of the calls and the stress levels involved in answering them, it is important to measure the call takers' occupancy time to ensure a healthy and balanced workload for call takers at each shift throughout the day. A prolonged period of a high occupancy time may indicate excessive workloads that could lead to undesirable outcomes, including staff burnout, job dissatisfaction, negative impact on health and well-being of staff, and high turnover. On the other hand, a very low occupancy time may indicate opportunity for improving staff performance and/or workforce planning.

'Not Ready' Time

TPS expects less than 25% "not ready" time

TPS expects that call takers be "not ready" less than 25 per cent of their work time and monitors this indicator using a monthly report.

We reviewed the 2021 monthly "not ready" time reports and noted that the average "not ready" time was fairly consistent amongst the five platoons, with one of the platoons having a lower average proportion of "not ready" time than others. We were informed that this platoon had more experienced communications operators and was better staffed. In total, there were 23,629 hours of reported "not ready" time in 2021. This is equivalent to about 2,954 eight-hour work shifts.

About one-fourth of operators had 25% or more "not ready" time for all the months they worked in 2021

The total "not ready" time varied amongst the call takers. There were 62 communications operators²⁴, about one-fourth of the total operators who worked, that had 25 per cent or more of their work time as "not ready" for all the months they worked in 2021. Again, data is needed for TPS to be able to break down and understand this trend, with the view of meeting operational needs while supporting the wellness of its communications operators.

²⁴ Our analysis included operators who worked at least three months in the year 2021 to take into account any short-term sickness.

'Not Ready' Time of Dedicated 9-1-1 Call Takers versus Multi-Queue Call Takers

Multi-queue call takers have higher talk time than dedicated 9-1-1 call takers

A call taker can be logged into the call centre's phone system as a dedicated 9-1-1 call taker who only answers 9-1-1 dialed calls, or as a multi-queue call taker who answers both the 9-1-1 dialed calls and 8-2222 non-emergency calls transferred from switchboard operators.

Our review of a 5-week daily report found the multi-queue operators had a higher talk time than those of dedicated 9-1-1 operators. This may be because dedicated 9-1-1 operators only handle 9-1-1 calls, while multi-queue operators handle both types. It may also indicate the non-emergency calls required more time to address.

No significant difference in the proportion of 'not ready' time for dedicated 9-1-1 and multi-queue call takers

There was no significant difference in the proportion of "not ready" time for those logged in as dedicated 9-1-1 and multi-queue operators based on the 5-week reports. This may indicate the impact on the call takers from the 9-1-1 dialed calls is not significantly different from non-emergency calls. However, as previously noted, since there was no separate reporting of time to recuperate between calls and actual post-call processing time, further analysis would be required to fully understand if different types of calls have higher after work processing time and impact on the well-being of call takers.

Recommendations:

- 3. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to improve TPS's data to understand the time required for communications operators to meet operational needs, by establishing separate time codes to track the time a communications operator:
 - a. Spends on processing a previously answered call.
 - b. Needs after handling a traumatic call (either at their desk or away from their desk).
 - c. Needs to recuperate before being available for the next call.**

This will allow TPS to have more information on how certain calls affect the mental health and well-being of its communications operators, and the actual occupancy time needed to handle and complete a call, as well as the processing time.

- 4. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to analyze TPS's data (using new time tracking codes from Recommendation 3) on the time needed by communications operators to handle traumatic calls, in combination with additional feedback received from staff, and use these insights in developing additional strategies to assist the communications operators in their mental health and well-being. In doing so, TPS should leverage strategies used by other agencies.**

Longer-term Absences/Leave - Injured on Duty (IOD), and Long-term Disability

Long term absences are increasing and impact the ability to have sufficient staffing levels

In addition to daily absences and unavailability on the operations floor, longer-term absences impact the ability to have sufficient staffing levels to achieve the service standards for call answering timeliness. There has been an increasing number of communications operators on Injured on Duty (IOD) and leave of absence at the Communications Services Unit, with 11 in 2018 and 30 in 2021²⁵.

We were also advised that the threshold to be considered for replacing an operator who is off on extended IOD is an absence of two years. Upon two years of absence, the Communications Services Unit can submit a request for replacement to the Resource Management Committee, which determines if there is any likelihood the operator could return and authorizes the replacement. The Resource Management Committee is scheduled to meet quarterly.

Replacements for operators off due to IOD can take over three years

Some of the staff on IOD have been away for more than two years and their positions remain vacant. It would be helpful for the Communications unit to be able to have additional available staff sooner than the required two-year time lapse (without impacting the individual on IOD), where possible and depending on the circumstances. The lead time to replace staff in the call centre is very long. Taking the time for recruitment, hiring, and training of up to 1.5 years into account, it could take over three years to staff one vacant position with a fully qualified staff member.

²⁵ Measured as at the beginning of each year; those leaves that expand past a year are not counted twice. These numbers of staff on IOD include communications operators and supervisors in the different platoons, staff at other support functions (e.g., Phones section), and those moved to another unit or transferred to the Human Resources Unassigned Group or resigned/ retired.

Additional human resources challenges

The Communications Services Unit also has challenges when their operators return to work but have been reassigned to other duties in other units of TPS for medical reasons and accommodation. We recognize that operators are working pursuant to a collective bargaining agreement, however it would be helpful for TPS to have the ability to hire additional surge staffing positions to be able to address its operational requirements and to ease the pressure on all operators.

Recommendations:

5. **Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with TPS's Corporate Services Command, to determine the feasibility of filling vacancies sooner than the required two-year time lapse for communications operators who are on Injured on Duty assignment (but not replacing the position), to address its operational requirements.**
6. **Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with TPS's Corporate Services Command – Legal Services, and the Toronto Police Association, to evaluate the 'return to work' criteria for those communications operators Injured on Duty, so that either they are only fit to return if that means fit to return to their previous job site, working at the 9-1-1 Communications Centre, or if TPS needs to employ them elsewhere, that TPS is able to hire additional surge positions in the 9-1-1 Communications Centre to address its operational requirements.**

Retention Challenges with Trainees

New hire needs to pass both the call taker and dispatcher training to become permanent

There are additional challenges in achieving staffing levels due to the retention level of trainees. After being hired as a communications operator, a new hire would need to pass both the call taker and the dispatcher recruitment training to become a permanent communications operator. Currently, the probationary period is twelve months.

Only 53% and 39% of new hires remained after recruitment training in 2018 and 2019 respectively; loss of 22% of successful call takers

We reviewed the recruitment training data for the pre-COVID years 2018 and 2019 and as shown in Table 11, we noted a high per cent of loss for each step of the recruitment training process, resulting in **keeping only 53 per cent of new hires in 2018 and 39 per cent in 2019**. We also found there was a **consistent 22 per cent loss in successful call takers who did not pass the dispatcher recruitment training process**. This highlights additional challenges for TPS in hiring, training, and retaining new communications operators for the call centre and a potential loss in opportunity to retain those who may assist in alleviating the call taker shortage.

Table 11: Breakdown of New Hire Loss during Recruitment Training Process

Year	# of New Hires	% Loss from Call Taker Training			% Remain after Call Taker Training	% Loss from Dispatcher Training			% Loss from Successful Call Taker to Successful Dispatcher	% Total New Hires Remain after All Trainings
		% Failed Call Taker Class	% Failed Call Taker on Desk Training	% Left before Dispatch Training		% Failed Dispatch Class	% Failed Dispatch on Desk Training	% Left before Completion of Dispatch Training		
2018	79	0%	10%	24%	68%	4%	10%	11%	-22%	53%
2019	36	11%	22%	28%	50%	0%	6%	18%	-22%	39%

Extending probation period may help retain staff

Communications Services management advised us that a probation period of longer than one year may help to retain some additional new hires as this would give them more time for training and help operators to be better prepared.

At the end of the audit, we were informed that the board entered into a Memorandum of Understanding (MOU) with the Toronto Police Association at the end of April 2022 to have a pilot program to increase the probation period to 18 months for new hires in 2022, with the option to extend another year depending on the results of the pilot program.

Opportunity to consider hiring part-time staff

The challenges described above may also highlight opportunities for change. Toronto Paramedic Services has benefited by hiring part-time call takers who are dedicated to the call taking functions (i.e. not doing any dispatching functions). This strategy may help address the challenge with the loss of new call takers who do not pass the dispatcher recruitment training process, and also provide greater flexibility to staff during peak periods to achieve service levels. We recognize this would not necessarily provide immediate benefits due to the time required to recruit and train call takers, part-time or full-time, but can help to build staffing capacity in the longer term.

Recent MOU entered to allow dedicated call takers

We were also informed at the end of the audit that the board entered into another MOU at the end of April 2022 with the Toronto Police Association for a one-year fixed term contract pilot to allow up to 10 members to be employed as dedicated call takers, who passed the call taker portion of training, but were unsuccessful in the dispatch training. The MOU includes a requirement for an assessment of the success of this pilot and to consider future implementation of this program based on the outcome of this pilot.

Retention Challenges with Permanent Staff

Retention challenge extends beyond new hires to full-time permanent staff

In addition, we noticed the Communications Services Unit's challenges in retaining communications operators extends beyond new hires to full-time permanent communications operators. Based on the information provided by management, the number of retirements and resignations vary year to year, but on average from 2018 to 2021, about 14 per cent of full-time permanent operators left the Communications Services Unit each year due to retirements or resignations. For example, in 2018 a total of 29 operators left (six retired and 23 resigned) and in 2021 a total of 40 operators left (three retired and 37 resigned).

Recommendation:

- 7. Toronto Police Services Board direct the Chief, Toronto Police Service, in consultation with the Toronto Police Association, to explore and develop recruitment strategies to address the shortage in communications operators and challenges in retaining trainees and full-time permanent staff, including:**
 - a. The feasibility of hiring dedicated call taker/dispatcher positions, and potential to retain qualified individuals who did not pass dispatcher training as call taker only beyond one year permanently, depending on the results of the pilot program.**
 - b. Increasing the probation period for communications operators beyond one year permanently, depending on the results of the pilot program that recently began.**

Improving Recruitment Process to Help with Retention

Other ways to improve the retention rate of new hires is to ensure the screening process is rigorous and that candidates truly understand, accept, and are able to handle the stressful work environment of a 9-1-1 communications operator, before they are hired.

Psychological assessment has not been part of the recruitment process for operators

TPS has a clinical psychological assessment services contract that covers conducting pre-employment psychological examinations for candidates, including a pre-hire evaluation of civilian communications operators at the Communications Services Unit. However, we noted that a psychological assessment has not been a part of the recruitment process for the communications operators. Given the intense and stressful work environment, a psychological assessment would be helpful to match the candidates to the job before hiring.

Management wasn't aware psychological assessments were available in TPS

We were told that Communications Services management was not aware that this contracted service was available until recently, as this information had not been communicated to them. Management is planning to include the use of a psychological assessment in the new-hire recruitment process in 2023.

Prospective recruits will be exposed to real-life experience of call centre

Another positive change is also planned for the upcoming recruitment process. We were informed for the April 2022 recruitment that new candidates for hire, after a background check and prior to a job offer, will have an orientation tour of the operational floor, to expose the candidates to the real-life experience of working at the call centre. The intention is for candidates to better understand the stressful work environment of a 9-1-1 communications operator, so that candidates will be fully aware and accept this before being hired and starting their training.

Limited help from HR in recruitment process

Communications Services management further told us that there is limited human resources (HR) and hiring support for the call centre recruitment and hiring processes. The communications operators and supervisors are the ones who organize and perform the scheduling, phone interviews, testing, selection, and orientation. This is not the most efficient use of the staff's time and is adding additional workload to the operators and supervisors.

Recommendation:

- 8. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with TPS's Corporate Services Command, to identify and provide the necessary human resources and hiring supports to Communications Services, so the communications operators can maximize their time in performing call answering and dispatching services.**

A.5. Data and Management Information is Not Readily Available for Effective Resource Management

In order for TPS to effectively manage staffing levels and scheduling to achieve its service levels, it is imperative that the call centre has timely, complete, and accurate call and operational performance data, information, and analysis that is readily available. This is not only required for effective workforce management, but also assists management in their oversight and informs their decision-making to improve timeliness of call answering.

Effective workforce management ensures a sufficient number of call takers available on the phones

The European Emergency Number Association (EENA), which is the European counterpart of the NENA, published an operations document for effective workforce management in PSAPs. This document, along with other research studies that we found, indicated that effective workforce management for 9-1-1 call centres ensures having a sufficient number of call takers available on the phones (within the limitation of physical seats in the call centre) to handle all potential emergency calls within an acceptable answering wait time. This allows the public prompt access to the required emergency services.

Data, information and analysis are key for effective workforce management

As shown in Figure 11 below, data, information and analysis are necessary for management of a call centre to understand and forecast call workload, determine staffing capacity requirements, create and maintain staffing schedules, and manage performance, so that service levels are achieved consistently²⁶. It also assists management in measuring against performance targets and in making necessary adjustments to handle call volume and workload changes.

Figure 11: Factors in the Workforce Management of a Call Centre



Source: European Emergency Number Association Operations Document – Workforce Management in PSAP Operations, 2015

²⁶ European Emergency Number Association (EENA) Operations Document – Workforce Management in PSAP Operations, 2015 (<https://eena.org/knowledge-hub/documents/managing-human-resources-in-a-psap/>)

Data and Management Information is Not Readily Available for Effective Resource Management

We found that call and operational performance data are not being completely and accurately tracked and are not readily available.

Manual spreadsheet used is prone to human input and calculation errors and contains limited information

Since the call and performance data are found in many different sources, staff at the Communications Services Unit have been manually pulling some of the data into a daily spreadsheet that management uses as a monitoring tool. This manual process is not an efficient use of staff's time. The manually generated report is also prone to human input and calculation errors and contains only limited information. For example, the daily average performance data tracked does not show performance for peak and non-peak hours, and it does not capture the time that call takers are not available to answer calls.

Basic call management data is not readily available

Basic call management data (i.e. received, answered, transferred, and disconnected time of a call) is not readily available for analysis and to review trends. This data is only accessible for a specific period of time from the telecommunication provider, and TPS staff do not have the knowledge to extract specific call data information from its call application system. We were advised that other clients of the telecommunication provider have elected to have a data warehouse and with that service, they have access to the raw data and resources to run reports without a limitation on the time period or information available. TPS has not elected this option, but it would be valuable data and information to monitor performance and inform decision making. This limitation in data resulted in a scope limitation on the information available to us for this audit (see Audit Objectives, Scope and Methodology section in this report).

Key information and data not tracked

Other information and data to inform staff resources and performance management are also not tracked and/or readily available. The following are examples of key information and data needed for effective workforce management and service and performance management that are not readily available:

- Operational information and data including:
 - service level performance and the related answering wait time for different periods
 - call volumes and arrival patterns by hour and day of week
 - time when call volume exceeded the phone line capacity
 - average call duration
 - number of call takers at work for different periods

- Staffing information and data including:
 - staff absenteeism for different shifts
 - call handling time (average call duration and after call processing time)
 - time spent on off-phone activities (e.g. scheduled and unscheduled breaks, idle time, etc.) at the different time periods.

No integration between phone application and I/CAD systems

There is also no integration between the phone application system that records the call data (e.g. call duration) and the Intergraph Computer Aided Dispatch (I/CAD) system that records the event of the calls answered (e.g. event type and chronological history of the incident reported). This lack of integration of information does not allow for analysis of call handling time on specific event types to understand the impact of those calls on the call centre's answering capacity. This hinders the ability for tactical planning for predictable and unexpected events (e.g. sporting or entertainment events, extreme weather) and changes in call patterns and types, and the potential training needs (e.g. call handling time for certain event types is higher than expected).

Integrated systems provide data to better measure response time

This lack of integration between the phone application system and the I/CAD system also does not allow TPS to measure the entire response time for its priority categories from when the calls are received to the arrival of the police officer units (response time is discussed in Section C of the report).

Good practices for resource management found in other jurisdictions

With improved data for resource management, TPS may want to consider good practices we found in PSAPs of other jurisdictions:

- Major hiring campaigns, analysis of hiring data and dropping unnecessarily difficult test requirements
- Analysis of call data to identify peak call volume times and then increasing staff at those times
- Encouraging vacation, scheduling hiring and training campaigns during the months with lower call volume.

Data limitation resulted in scope limitation for the audit

During our audit we had to expend considerable resources to correct the identifiable errors in TPS's manual spreadsheets and compile limited available information from various reports into a single database to conduct our audit analysis. Even so, there was still a limitation to the data that we could obtain as illustrated previously in Section A.1. For example, the basic call data was not available to conduct an analysis on an individual call level but was limited to an average basis for each 15-minute interval and for a limited time period.

The lack of available data and limitations with TPS's information management created many challenges in completing this audit (described in Exhibit 1) and the results presented in this report required an enormous effort and amount of time by our audit team. These results would be more easily and quickly produced if TPS had the data it needs in an easily accessible and automated format. We had a scope limitation for this audit as a result of the limitations with the data available, further described in the Audit Objectives, Scope and Methodology section in this report.

Data Issues and Limitation in Resource Management are not New

Data limitations are not new to the Unit

Data limitations and the challenges it poses to understand operational performance are not new to the Communications Services Unit. Although TPS was aware of these data limitations, there was no resulting improvement made to its data and information management system used.

- In 2015, Communications Services management requested another TPS unit to conduct a review on the call centre to explore the possible factors for not meeting service standards. The internal review noted data limitation and challenges in conducting the analysis at that time.
- An operations review conducted by an external consultant in 2019 indicated issues similar to those we have found in this audit, including a lack of capacity planning and forecasting, limited knowledge in creating the true requirement to attain the targeted service level, no automation of reports, manual reports contain errors, fundamental data and reports are not captured or available, and the current reporting data is below industry standards.

TPS starting a plan to develop a data strategy in late 2021

During our audit in late 2021, TPS started to set a path to develop an Information Management Framework and Data Strategy to build TPS data driven capabilities. We were informed that calls for service data is one of the key data sources that the framework and strategy will work on. The areas of work for this data source include data governance (e.g. data dictionary, standards, key performance indicators, data storage and access), data quality, systems integration, expansion of reporting database, and data reporting standards to support operational and strategic needs and to align with national reporting.

It is critical that TPS improve its data and information management in the 9-1-1 operations area, as it can impact people's lives and the safety of people and/or properties. It's also important to note that the upcoming new system for NG9-1-1 will not address this issue. The data and information needs identified in this report need to be incorporated into TPS's data strategy, NG9-1-1 implementation, and I/CAD system going forward, including the interconnection required between information systems.

Recommendations:

- 9. Toronto Police Services Board direct the Chief, Toronto Police Service, to review and determine the management information needs of Communications Services and improve the data available, ensuring the data is accurate, collected efficiently, and readily available in a timely manner.**

The results of data analysis should be used to inform strategies and action plans to address operational improvements, including but not limited to:

- a. Enabling accurate and robust data analysis of its calls for service, workload, deployment of staffing resources, and communications operators' activities.**
- b. Developing strategies for how to improve timeliness of answering 9-1-1 dialed calls.**
- c. Identifying further areas of training opportunities for communications operators.**
- d. Identifying areas where further call diversion can be made.**

- 10. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to ensure the data and information management needs of Communication Services are included and addressed in TPS's data strategy, Next Generation 9-1-1 implementation related to data analysis, and any future upgrade of TPS's Intergraph Computer Aided Dispatch system, including the need for interconnection between the information systems.**

A.6. Transferring Calls to Other Emergency Service Agencies

Calls transferred to Fire, Ambulance and the OPP

The call centre answers all 9-1-1 calls for service for the City, which may require police, fire, and/or ambulance services. Depending on the emergency, callers are transferred to Toronto Paramedic Services (Ambulance), Toronto Fire Services (Fire), Ontario Provincial Police (OPP), or other police organizations, while the call takers remain on the line to determine if police are also required or not²⁷. Police services are not always required for these transferred calls, but there are times when police are required, including events when two or more agencies are required to respond to an event.

About 30% of 9-1-1 calls received were transferred to other emergency agencies annually

Over the years 2018 to 2021, the call centre annually transferred about 30 per cent of the 9-1-1 calls received to other emergency agencies. Most of the transferred calls were to Toronto Paramedic Services. Table 12 shows the total numbers of these transferred calls to Ambulance, Fire, OPP²⁸, or other non-PSAP agencies from 2018 to 2021.

Table 12: Total Number of 9-1-1 Calls the Call Centre Transferred to Other Agencies, 2018 to 2021

Year	Ambulance	% of Total	Fire	% of Total	OPP	% of Total	Others	% of Total	Total
2018	294,238	84	33,704	10	17,426	5	3,846	1	349,214
2019 ¹	230,744	85	23,095	9	13,582	5	3,175	1	270,596
2020 ²	256,915	85	27,882	9	13,363	4	3,451	1	301,611
2021	303,690	86	29,097	8	15,561	4	4,403	1	352,751

Source: Audit analysis of data from telecommunication service provider reports

¹ The information for this year (2019) is incomplete. The reports for March and April 2019 cannot be provided by TPS, hence missing data for these two months.

² The information for this year (2020) is incomplete. The April report only contains data for three days, hence missing data for the 27 remaining days in April.

²⁷ Some of these calls could be diverted to other agencies (e.g. 3-1-1 for information on City services) or community-based alternative responders (e.g. 2-1-1 as part of the Toronto Community Crisis Service pilot project), or passed on to the crisis worker who is recently co-located in the call centre as part of TPS's pilot with the Gerstein centre. This section in the report is focused on calls transferred to other emergency service agencies.

²⁸ Ontario Provincial Police (OPP) is responsible for traffic related occurrences that take place on the major highways that run through Toronto (Highway 400, 401, 404, 409, 427, and 27 – south of the boundary of Highway 401). All other occurrences that take place on these highways are the responsibility of TPS, but OPP would still be notified of any related traffic problems.

Call answering delays from receiving agencies increases wait time for other 9-1-1 callers

Due to the nature of 9-1-1 calls, it is important for the receiving agencies to answer the transferred calls promptly. Any call answering delays could result in slower response time and potentially loss of life and/or increased damage to property. Also, since the call taker is required to stay on the line until the call is connected with the requested emergency service agency's call taker, any call answering delays from the receiving agencies, impacts how soon TPS call taker would be available to answer another 9-1-1 emergency call.

Callers confused with further wait for another call taker

We also noted from our samples reviewed (discussed in detail in Section B) that the answering delays from the receiving agency could cause frustration or confusion to callers, particularly when the callers had already waited for TPS call taker to answer the call, then must wait additional time for another call taker.

Callers need to repeat information to receiving agency

Adding to the frustration is that since TPS's I/CAD system does not integrate with Fire and Ambulance, any information that the caller provides to TPS call taker (e.g. address, phone number, description of situation), must be repeated when the receiving agency answers the call.

Toronto Fire Services can further improve on timeliness to answer transferred calls from TPS

We reviewed the available data for the years 2018 to 2021 and found that most of the transferred calls were answered within 10 seconds. This is mainly because Toronto Paramedic Services had the highest volume of transferred calls and on average almost 96 per cent of calls transferred were answered within 10 seconds during this period. As shown in Table 13, amongst the transferred agencies, Toronto Fire Services was the slowest in answering the transferred calls, with an average of 58 per cent of the calls answered within 10 seconds and 40 per cent answered within 10 to 19 seconds. It is important to note that the time the caller needs to wait for the transferred calls to be answered is in addition to the time that the caller has already waited for TPS call taker to answer the call when the caller dialed 9-1-1.

Table 13: Timeliness of Transferred Calls Answered by Ambulance, Fire, OPP, and Others during 2018 to 2021

	Average % of Transferred Calls Answered			
	< 10 sec.	10 - 19 sec.	20 - 29 sec.	30 sec. or over
Ambulance	96	4	0	0
Fire	58	40	2	0
OPP	76	21	3	0
Others	75	21	3	1

Source: Audit analysis of data from telecommunication service provider reports

Table 14 below shows that the timeliness of answering the transferred calls has decreased over the years from 2018 to 2021. In 2018, about 98 per cent of the calls transferred to Ambulance were answered in less than 10 seconds, this decreased to 93 per cent in 2021. The OPP had the most decline in timeliness of answering transferred calls. In 2018, OPP answered about 84 per cent of transferred calls in less than 10 seconds but this decreased to 69 per cent in 2021.

TPS does not monitor or share information on timeliness of answering transferred calls with Toronto Fire or Paramedic Services

TPS does not monitor or communicate with Paramedic Services or Toronto Fire on how long it generally takes the transferred calls to be answered. It is important that this information be shared, so that those entities can monitor and take corrective action when needed to address their call answering timeliness. Also, where trends are decreasing, TPS should consider meeting with the other agency, to determine if any changes are needed to the protocols to ensure call takers receive the timely emergency response needed.

Table 14: Decreasing Trend from 2018 to 2021 on Timeliness of Answering Transferred Calls from TPS by Other Agencies

	% of Transferred Calls Answered by Other Agencies under 10 Seconds				Decrease from 2018
	2018	2019	2020	2021	
Ambulance	98	97	94	93	-5%
Fire	58	59	59	56	-2%
OPP	84	80	71	69	-15%
Others	78	75	76	74	-4%

Source: Audit analysis of data from telecommunication service provider reports

Recommendation:

- 11. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to regularly provide the information on timeliness of transferred 9-1-1 calls to Toronto Paramedic Services, Toronto Fire Services, and other agencies where appropriate, with the view to working together to meet the 9-1-1 emergency call service level standards. TPS and the other agency(ies) should meet, when needed, to determine if any changes are needed to established protocols to ensure the safety of citizens.**

A.7. Managing Call Volume Demand through Public Education and Awareness

9-1-1 line is for emergency situations

The emergency 9-1-1 line is for the public to call in any situation that requires immediate emergency assistance from the police, fire and/or ambulance service. Intuitively, the situation should involve “potential for danger and/or injury is present or imminent”, usually indicating “danger to life”, or “danger to property or major event in progress”.

Calls to 9-1-1 line that are not emergency delay the answering time for those requiring immediate emergency assistance

As discussed earlier, call volume impacts the call centre’s capacity to answer incoming emergency calls on a timely basis. Therefore, the more callers that dialed 9-1-1 for situations that do not require immediate emergency assistance or are for a non-police related matter, the longer the answering wait time for calls that indeed require immediate emergency assistance.

TPS has a priority system to reflect urgency of a call event type

TPS has established a priority system in order to reflect the urgency of a call event type. After assessing the circumstances described by the caller, the call taker would assign a priority rating to the event from the call that reflects the urgency of the reported event (this is discussed in Section B of the report).

About 43% of total calls that dialed 9-1-1 from January 2018 to July 2021 were emergency calls

From our review of the January 2018 to July 2021 call event data in the I/CAD system, we noted 1.6 million (43 per cent) of the 3.8 million calls **that dialed 9-1-1** were considered by call takers as an emergency that required immediate emergency services (i.e. about 57 per cent were non-emergency related calls – see the breakdown below for descriptions and action required). This proportion of less than half of the 9-1-1 dialed calls being emergency calls was consistent on a yearly basis for these periods, with a decreasing trend from 46 per cent in 2018 to 40 per cent in 2020 (it was 42 per cent for the first seven months of 2021). This reduction could be due to the impact of COVID-19 pandemic. The remaining calls that dialed 9-1-1 were not rated as high priority emergency calls by the call takers who answered the calls, specifically they were assigned as:

18% of the 9-1-1 calls were abandoned or hang-up calls with an increasing trend from 2018 to 2021

- **701,971 (18 per cent) were abandoned / hang-up calls.** Each of these calls requires a call back by either the dedicated resources at the call centre or by the call taker who received the call, if the phone number shows on the call taker’s screen. Although 98 per cent of these calls did not require police service to be dispatched, calling back each of them still consumed the call centre’s resources. We noted an increasing trend of these types of calls. They accounted for 14 per cent in 2018 but increased to 22 per cent in 2020 (and 22 per cent for the first seven months in 2021).

Pocket dials accounted for 3% of the 9-1-1 calls

- **122,310 (three per cent) were pocket dial calls** where the cellular device called 9-1-1 and the cellular owner was not dialing the phone. Unless it was clear from the background noise of the call that it was a misdial, call takers had to call back these calls to confirm the misdial. This type of call was consistently at three per cent on a yearly basis for this period.

12% of the 9-1-1 calls were not matters for police or other emergency services

- **464,746 (12 per cent) of calls were not matters for police or other emergency services.** The calls were either referred to 3-1-1 or 2-1-1 or were calls where the call taker determined there would be no police response to a 9-1-1 dialed call. These types of calls averaged about 12 per cent on a yearly basis for the period 2018 to 2021.

14% of the 9-1-1 calls were asking for referral information or advice, almost all of these did not require the dispatch of police to attend

- **538,670 (14 per cent) of calls where callers were asking for referral information or advice** (i.e. “Advised” event type) (e.g. Collision Reporting Centre, Animal Control, see a lawyer, civil matter, caller advised of accidental misdial, etc.) and police dispatch was generally not required. We found that for almost all of these calls, police service was not dispatched (only 0.3 per cent or 1,756 events were dispatched). However, these calls took up the time that call takers could use to respond to other calls. The proportion of this type of call was consistent at 14 per cent annually over the period from 2018 to 2021.

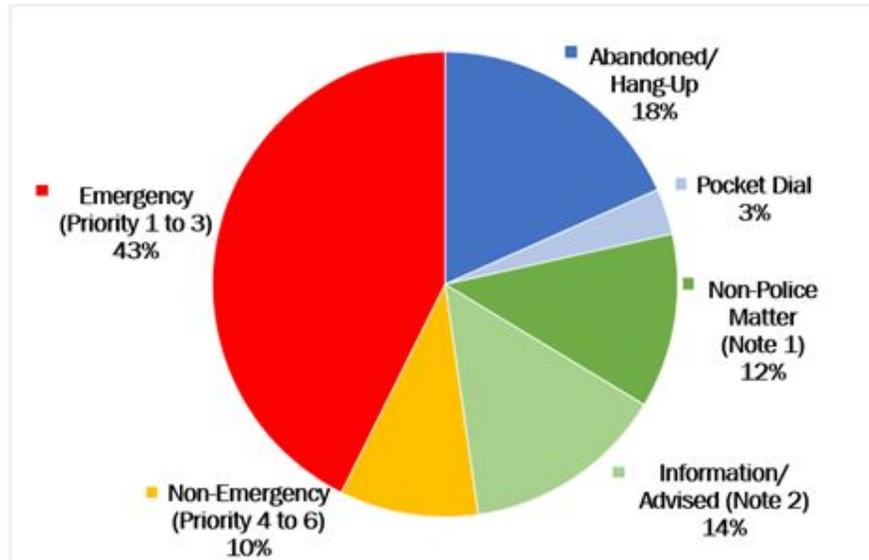
10% of the 9-1-1 calls were for lower priority events

- **369,160 (10 per cent) were calls for lower priority events (priority four to six)** where imminent or potential danger and/or injury was not a factor, usually indicating non-emergency call events. Police attendance maybe required for some of these calls. We found **40 per cent of these calls were not dispatched²⁹** but the call takers’ time was occupied by answering these calls rather than other higher priority calls. There was a decreasing trend of this type of call from 12 per cent in 2018 to eight per cent in 2020 (it remained at eight per cent for the first seven months of 2021). This decrease could be due in part to the COVID-19 pandemic that affected the overall call volume to 9-1-1.

Figure 12 shows a breakdown of these calls.

²⁹ This does not represent all lower priority non-emergency calls-for-service that police attended. There were additional lower priority events that came from the dedicated non-emergency line (8-2222), or were officer initiated, walk-ins to police station, etc.

Figure 12: Breakdown of the Types of Calls Received Through the 9-1-1 Line, January 2018 to July 2021



¹ Non-police matter calls were either 3-1-1 or 2-1-1 referrals, or it was determined by the communications operators that no police response was required for a 9-1-1 dialed call

² These calls were for information / advice and assigned as “Advised” event type by call takers. This event type has a default priority 6 and is categorized as a miscellaneous non-emergency event type. It is used when a caller is asking for referral information or advice (e.g. information on Collision Reporting Centre, Animal Control, see a lawyer, civil matter, etc.).

Although the calls from 9-1-1 are prioritized over the non-emergency calls on the 8-2222 line, the latter may impact the availability of call takers to answer the 9-1-1 call, as it is the same staff (multi-queue call taker) taking both non-emergency and 9-1-1 calls.

Public education and awareness need to increase

Public awareness and education need to increase, which in turn should help to reduce the volume of 9-1-1 calls that are not an emergency or police matter and may also decrease the demand for front-line police resourcing. See Section E for further discussion on community education and awareness.

TPS is planning to leverage technology to automate service delivery and help manage call volume

TPS recently started planning for a Digital Workflows project as part of its Platform & Transformation Program. The project includes leveraging platforms to divert calls to automate service delivery, by using digital technology to help manage the lower priority and/or low risk calls, thereby the call centre and police resources can be focussed on handling urgent emergency calls. For example, using fully automated responses to divert lower priority calls such as parking complaints where a caller can self-report the complaint incident via a link that the call taker provided. The caller can then receive text status updates and can also cancel the request if needed. This kind of self-service reporting can also be used for calls where immediate danger has passed, but police investigative follow-up may be required, such as a “break and enter” that happened earlier, and the thieves are no longer on site.

The project will start with low-risk areas, with the ones where existing call diversion and self-reporting capabilities are in place but not highly utilized (i.e. online reporting), then move to mid-risk situations in the developing digital solutions. The project has not been rolled out yet and was still in the very early stages at the time of our audit.

Recommendations:

12. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to analyze TPS’s call-for-service data to identify callers and locations that repeatedly call 9-1-1 for non-emergency matters (priority 4 to 8), or those who repeatedly call the police non-emergency line for non-police matters.

The results of this analysis should be used to inform a targeted education/awareness program to raise awareness of the proper use of 9-1-1, the police non-emergency line, and the availability of other non-police City resources.

13. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to accelerate the Digital Workflows project and use data analytics to identify other opportunities and technological tools to create efficiency in the call handling process for communications operators, and to further explore other areas for call diversion. In implementing this recommendation, TPS should consider any best practices and leverage any existing tools already used by other agencies.

Impact of Repeat Callers

Many non-emergency related calls to the 9-1-1 line were from repeat callers

Also, we found many callers **repeatedly** calling 9-1-1 for low priority non-emergency related calls where police were not dispatched, as well as for abandoned, hang-up or pocket dialed calls. For example:

- Amongst the many repeat callers who called 9-1-1 for advice where no police were dispatched, one phone number had a total of 3,141 calls over the period January 2018 to July 2021 (i.e. over 800 calls yearly), followed by the next highest one with 2,287 calls.
- More than 570 phone numbers³⁰ had at least 20 abandoned or hang-up calls, amongst them about 100 phone numbers had at least 50 abandoned or hang-up calls over the period January 2018 to July 2021, with the highest having 688 calls, followed by the next highest with 448 calls. Many of the repeat abandoned or hang-up calls were made from phone numbers associated with hospitals or coffee shops located in hospitals.
- More than 40 phone numbers³¹ had at least 20 pocket dials over the same period.

Calls should be analyzed to identify potential reasons for the high number of repeat non-emergency related calls to 9-1-1

TPS advised us that some of these callers may have mental health issues and some may be seniors with dementia. However, these types of non-emergency related calls (e.g. abandoned calls and pocket dials, repeated calls for lower priority events where police were not dispatched) should be analyzed to identify potential reasons for the high number of calls. In some cases, follow-up to increase awareness and understanding may be needed. Depending on the results of the analysis, the feasibility of introducing a fee may need to be explored, for callers with numerous repeat frivolous calls where mental health is not the cause, to aim to reduce this negative impact on staff resources which in turn impacts the ability for emergency 9-1-1 calls to be answered on a timely basis.

Another Canadian province has adopted the use of fees to discourage unnecessary calls to 9-1-1. In Alberta, fines of \$5,000 for first time offenders, and \$10,000 for repeat offenders are allowed under the Alberta *Emergency 911 Act* for frivolous calls³² to the 9-1-1 lines.

^{30, 31} TPS management informed us that some of these phone numbers were from phones with unsubscribed mobile services, phones with no SIM card, or from international roamers.

³² The Alberta *Emergency 911 Act* does not define frivolous or vexatious 9-1-1 calls. According to the Alberta 9-1-1 Standards version 2.0, a frivolous or vexatious calls is “*any deliberately made non-emergency 9-1-1 call that could potentially tie up public safety resources unnecessarily...waste time and abuse the service or staff resources in non-emergency situations. Accidental calls to 9-1-1 including pocket dials will not normally be considered frivolous or vexatious*”.

Recommendation:

- 14. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to use TPS's data to identify callers who are repeatedly making pocket dials, abandoned, and hang-up calls on the 9-1-1 line. TPS should consider a strategy to reduce these types of calls, in consultation with its Corporate Services Command – Legal Services, and the Toronto Police Services Board, including the feasibility of introducing a fee for this unwanted behaviour that impacts TPS's resources.**

B. Assigning Call Event Types and Priority Levels

B.1. Event Type and Priority

Communications operators have a challenging job

Communications operators have a difficult job. As the point of first contact for people in extreme distress, they need to use a high level of judgement and make quick decisions based on the information provided by the caller during some very stressful calls. They are called upon to make split second decisions potentially affecting the safety of both civilians and police officers. Some other factors, such as language barriers, phone reception issues, background noises, the caller not being clear or not answering the call taker's questions, increase the challenges.

TPS manuals to guide operators

TPS's Communications Services Unit has two operational manuals that contain policies and procedures to guide how communication operators conduct their daily business and how to respond to the various types of calls and incidents.

TPS has a default priority rating to indicate urgency of a call event

TPS has established about 185³³ event types and their associated default priority ratings to indicate the urgency of the situation for emergency response, with the more urgent incidents receiving lower numeric values. Event types and a priority rating system to classify calls received is a common practice used in other jurisdictions.

Call taker assigns the event type and priority rating to the answered call

Depending on the information provided by the caller, the call taker then assigns the event type and priority rating to the call to signify what type of incident the call is about, whether it requires police/fire/ambulance assistance, and how urgent it is to dispatch for police services, if police services are required. If further information on an event is obtained later (e.g. subsequent calls), the call taker and/or dispatcher can make subsequent adjustments to the initially assigned event type and/or priority rating by the call taker.

³³ Not including the administrative event types

Each event type is assigned a default priority rating in the I/CAD system, but operator can adjust it when needed

TPS uses priority 2, 4, 6 and 8³⁴ for its default priority ratings to indicate the urgency of the type of event. Each event type is assigned one of these default priorities in the I/CAD system. Based on the information conveyed by the caller, the communications operators can upgrade or downgrade the default priority rating of an event to better reflect the urgency of the situation, or the operators can use the default priority rating to the call event if it is suitable for the circumstances.

Priority 1 to 3 for emergencies; priority 4 to 6 for non-emergency situations

Communications operators would assign priority 1 to priority 3 for emergencies that require immediate emergency assistance; priority 4 to priority 6 are lower priority events for non-emergency situations where police attendance is or may be required. Table 15 provides descriptions and examples of event types for each of the default priorities.

³⁴ Default priority 8 is used for administrative and miscellaneous event types

Table 15: Description of Priority Ratings and Example Event Types

Priority Ratings	Description	Example Event Types with the Default Priority Rating
Emergency		
Priority 1 (Hot Shot upgrade from another priority) ¹	Most urgent situations that require upgrade from another priority and dispatcher may assign the event to any unit from anywhere across the City. It is used with any call that poses a threat to life, limb, property, evidence or arrest. Usually indicating a danger to life.	Shooting in progress, homicide in progress, echo tiered response (e.g. not breathing) ^{2, 3}
Priority 2 (and upgrade to priority 1/downgrade to priority 3)	Emergency situations that require immediate emergency assistance such as danger to life, potential danger and/or injury is present or imminent.	Attempt suicide, assault just occurred/in progress, bomb threat, break and enter just occurred/in progress, fire, medical complaint, shooting, robbery, theft of vehicle
Non-emergency		
Priority 4 (and downgrade to priority 5)	Non-emergency situations where potential for imminent danger and/or injury to person or property is not a factor.	Assault (happened earlier, not just occurred), disorderlies, landlord and tenant dispute, traffic obstruct, unwanted guest, noisy party
Priority 6 (and downgrade to priority 7 /upgrade to priority 5)	Non-emergency situations where potential for danger and/or injury is not a factor.	Advised (for information or referral), harassment, found property

Source: TPS's operational manual

¹ This is not a default priority rating, but communications operators can assign priority 1 to the event when needed by pressing the “Hot Shot” button. This highest priority rating alerts officers that a significant event is occurring. All Hot Shot events are to be dispatched immediately whenever possible and the dispatcher may assign any officer unit from anywhere in the City (i.e. not restricted to assigning officer unit from the division responsible to the area where the event is occurring).

² The example event types for priority 1 all have a priority 2 by default. These examples are used in the table to illustrate the types of event that can be assigned a priority 1 by communications operators based on the circumstances of the call.

³ Echo tiered response is a medical related event e.g. choking, not breathing, suffocation.

Important to assign an appropriate event type to correctly prepare the police officer for the event

It is important to assign an appropriate event type as it indicates what the incident is mainly about and prepares the police officer unit(s) to the nature of what they are going to face when they get to the scene. It also impacts management reporting for analysis of the event types where police services responded.

15 calls (8%) in our sample of 191 calls were not assigned the most appropriate call event type

From our review of 191 statistically valid, randomly selected call samples (154 were 9-1-1 calls and 37 non-emergency calls from 8-2222), we found 15 (eight per cent) where the **event type** assigned did not properly reflect the circumstances of the calls according to the Call Taker Manual. Of these, 14 were 9-1-1 dialed calls (nine per cent of our 9-1-1 samples). The remaining one was for an 8-2222 non-emergency call.

Correct priority rating is key as it signifies urgency for emergency response

It is even more crucial to assign an appropriate **priority rating** to the event, as it signifies the urgency for emergency response, which plays a key part in when the callers will get the assistance they need and the efficient deployment of police service.

24 calls (13%) in our sample of 191 calls were not assigned a priority rating that aligned with TPS's manual

From our 191 call samples, we found 24 (13 per cent) where the assigned **priority rating** did not align with guidance in the Call Taker Manual to reflect the urgency of the circumstances described in the calls. Of these, 23 were 9-1-1 calls (15 per cent of our 9-1-1 samples) and one was a non-emergency call. Of these 24 samples:

- 10 of these should have been assigned a higher priority,
- 12 should have been assigned a lower priority (including one non-emergency call), and
- two should have been cancelled.

10 calls should have been rated higher priority

10 call samples should have been assigned a higher priority.

For example, a person was randomly fighting and kicking cars in public, throwing himself into traffic, and reportedly almost got hit by vehicles. This was a risk to life and danger to the person, the civilians around the person, and the drivers on the road, and the reported event was in progress. Multiple calls were received about this incident.

The call was assigned as a Hazard event type and remained with a default priority 2 instead of upgrading it to a priority 1 (Hot Shot). The incident was taking place during a busy period around 5 pm. Police arrived 19 minutes after the event was sent to dispatch.

12 cases should have been rated lower priority

12 call samples should have been assigned a lower priority (11 of them were 9-1-1 calls and one of them was from 8-2222 non-emergency).

For example, a caller who appeared to be experiencing a mental health related issue called about being chased about an hour ago by a group of strangers. At the time of the call, the caller was safe and planned to wait for police inside a shelter. The potential for imminent danger was not a factor. The caller indicated that he had been taking his medicine regularly.

This call was assigned a person in crisis ('emotionally disturbed person') event type with a default priority 2 instead of downgrading it to a priority 4. The call came during the busy period at around 6:30 pm. Police arrived 20 minutes after it was sent for dispatch.

A case where a person's life was in danger versus a case where a person had no immediate danger were both assigned a priority 2

Comparing the above two samples, both were assigned a default priority 2. It took about the same time (about 20 minutes) for police response from the time it was sent to dispatch. But one involved risk to the lives or safety of persons and was in progress, and the other one did not have any potential of imminent danger. Also, although both took about 20 minutes in these examples, the average TPS response time for priority 2 in 2021 was 45.9 minutes, which is much longer, so the impact could be greater in other situations, depending on availability of police officers at that time.

2 cases should have been cancelled

Two call samples should have been canceled.

For one of them, the call taker put in the cancellation for police service in the event chronology instead of the event disposition, resulting in police still attending the scene. In the other case the police services were no longer needed, but the event was not canceled.

We recognize that there are other factors that would impact police response time. For the purposes of this audit, we cannot estimate the impact on actual response time for our sampled events if the priority rating was more appropriately assigned to reflect the circumstances of the incident.

However, for events that should have been assigned a higher priority rating, it may have resulted in a faster response to address the urgent nature of the event. For those that should have been assigned a lower priority rating, the police unit would otherwise have been available to attend other more urgent calls, resulting in more efficient use of police resources. For the two cases where request for police services should have been canceled, the officer wouldn't have needed to attend if the events had been canceled properly, and resources would have been available to attend other higher priority events.

Further improvement on event type and priority rating assignment is important given the nature of calls

It is also important to note that even though we did not find a high per cent of samples with an inappropriate event type or priority rating assigned, given that 9-1-1 calls often involve the life or safety of people, it is important for TPS to further improve in this area.

B.2. Upgrading and Downgrading Priorities

Default priorities were not often adjusted; about 5% of all events had priority rating adjusted from default

Communication operators did not often adjust the default priority rating set for the event type. Our analysis of all the 4.2 million events created from the 4.6 million calls-for-services (excluding system-generated abandoned calls³⁵) received from January 2018 to July 2021 found only 191,060 events (about five per cent) had an adjusted priority rating.

Adjusting the default priority rating is sometimes necessary and helps to identify the more urgent cases for dispatch

However, we found that sometimes it is necessary to adjust the default priority of an event to better reflect the urgency of the circumstances. This adjustment makes it easier for the dispatchers to identify the more urgent cases to dispatch to police officers, which leads to better alignment of police response to events.

22 of 24 call samples should have adjusted the default priority

This can be demonstrated from the 191 samples that we reviewed. Of the 24 call samples where we found an inappropriate priority rating assigned by call takers, for 22 of them, the call taker did not adjust the default priority.

Some event types had more frequent adjustments than others

We found some event types had more frequent adjustments than others. For example, more than 85 per cent of holdup, jumper, echo tiered response³⁶, and sound of gunshots events created during January 2018 to July 2021 had an adjusted default priority. Of all the events in this period where the default priority rating was changed, 95 per cent were to upgrade the default priority rating. There is an opportunity to review the default priority rating for those event types where communications operators frequently adjust the default priority rating.

Improved data and analysis would allow TPS to have this type of information to monitor trends and continuously improve

In the event types identified where call takers often adjusted the default priority rating, and through discussion with TPS management, it is likely that many of the default priority adjustments for these events were done to upgrade from the default priority 2 to priority 1. They likely had good reason to do so given the nature of most of these event types, such as holdup, jumper, and sound of gunshots that is happening or just occurred. However, improved data, information management system, and analysis would allow the 9-1-1 PSAP to have this type of information readily available and to monitor trends and address any continuous improvement that may be needed in its manuals and training for communications operators.

³⁵ Excluding System Generated Abandoned calls from the calculation because the system always automatically assigned a priority 9 to these calls and they always needed to be adjusted.

³⁶ This is a medical related event including choking, not breathing, suffocation.

B.3. Supporting Staff

Given the challenges and demands on the job, TPS should consider opportunities to better and/or further support its communication operators in performing their call taking and dispatching functions. Based on our review of samples, as well as through research and consultation with our expert advisor, we noted the following areas where there may be opportunities to improve the call taking process to make it more efficient and effective.

1. Technological Improvements

Making technological improvements

An automated system can be explored and incorporated to streamline the call taking process, reduce the level of actions that call takers must undertake, and guide decision making, which in turn can help reduce stress levels for call takers.

Potential system automation to support the call takers

An example of a system that provides technological assistance to communications operators is the Criteria Based Dispatching program which includes a series of automated questions or options and prompts to guide information gathering and decision making of the call takers during the interaction with the callers. Research shows that the Criteria Based Dispatch program, which was originally developed for paramedic emergency responders, has been adapted for police dispatch in some jurisdictions (e.g. King County, WA, Washington, DC, Tucson, AZ) in the United States. From our meeting with Toronto Paramedic Services, we also learned that its call centre has benefited from using a Medical Priority Dispatch System, a triage tool used for call handling.

Potential system automation to help the dispatchers

We noted system automation can be considered for procedures where communication operators always do the same action. For example, from our call samples we noted that dispatchers need to adjust the “in progress” and “just occurred” event type as time passed. For example, if the police unit has not responded to an in-progress incident (e.g. “Theft just occurred” with a default priority 2) within 15 to 30 minutes, the dispatcher needs to adjust the event type to the one with a lower default priority rating (e.g. “Theft” with a default priority 6). System automation would help and release the dispatchers from keeping track of the time elapsed for the different events and assist the dispatchers in adjusting the event type and priority as needed. In our call sample, the dispatcher did not adjust the event type to the one with the lower priority rating as time elapsed.

**Potential to refine
timeframe for specific
event types**

Our expert advisor also commented that a reasonable timeframe for “just occurred” would be from less than one minute to about six-and-a-half minutes, as beyond this time frame it is less likely to lead to an arrest for theft or burglary. There may be opportunity for TPS to refine the timeframe for the “just occurred” type of event (currently TPS uses 30-minutes as the timeframe) to better align its use of police resources.

Recommendations:

- 15. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to explore technological tools that can assist TPS’s communications operators in assigning event types and in prioritizing the urgency of the call for service, to ensure the assessment is consistent with TPS policies and to help reduce stress levels for TPS’s communications operators.**
- 16. Toronto Police Services Board direct the Chief, Toronto Police Service to identify where system upgrades can be made to automate manual processes that must be made by communications operators during the call. Such processes can include but are not limited to:**
 - a. Adjusting the default priority rating for certain factors on calls.**
 - b. Selection of call source for 9-1-1 dialed call.**
 - c. Adjusting the event type and priority rating for certain types of calls based on the amount of time elapsed from when the event started.**

2. Opportunities to Update or Improve Clarity in Call Taker Manual

More Clarity is Needed in Call Taker Manual

We found that more clarity is needed for certain event types to ensure consistent use amongst call takers and that the manual should be updated where appropriate to reflect current practices. For example, we found a discrepancy between how the event types of “Check Well-being”, and “Pocket dial” are being used compared to the Manual. The use of general “catch-all” event types (e.g. Check Address, Unknown Trouble) should be better clarified so that these event types will not be used when other specific event types should be used to better describe the circumstances of the event and to provide more assistance to the officer responding to that call for service.

Also, for events that fall within the “Shop Theft Release” program, the call takers are required to enter “SHOP THEFT” in the text of the call notes so that the Divisions can vet these calls and confirm that they fall within the mandate for handling by phone or if they require an officer to attend. However, there is no procedure in the Manual to prompt the call takers to ask this.

Opportunity to review default priority rating for some event types

As previously noted, there is an opportunity to review the default priority rating for those event types where frequent adjustments are being made by communications operators to the default priority rating. In addition, our expert advisor advised some event types relating to “civil matters” (e.g. Get Belongings, Landlord and Tenant Dispute) could have a lower default priority rating than currently assigned.

Distinguishing danger to life vs. damage to property

Call taker manual - danger to life or property

Our expert advisor advised that in many other jurisdictions, the highest priority event (Hot Shot/Priority 1) typically involves a danger to life and not property. TPS hotshot calls are used for “*any call that poses a threat to life, limb, property, evidence or arrest*”. It is to alert officers that a significant event is occurring.

Also, TPS priority 2 event types include both cases related to physical danger and danger to property; our expert advisor indicated that some other jurisdictions clearly differentiate emergency calls involving immediate threat to life versus immediate and substantial risk of major property loss or damage.

Recommendation:

- 17. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to review and update TPS's Call Taker Manual to ensure:**
- a. Clarity of all event types and the related procedures.
 - b. That the event type's default priority rating is consistent with police response expectation and urgency of the type of event.

When reviewing and updating the manual, also consider the following potential changes to specific event types and priority ratings outlined in the report:

- Whether danger to life versus damage to property (in situations where it may be lower priority) could be better distinguished in priority ratings.
- Default priority ratings for events relating to civil matters.
- Further defining 'catch-all' event types (e.g. check address).

Further training opportunities noted from our sample review

3. Further Training Opportunities for Communications Operators

Based on our review of samples, we noted an opportunity to ensure call takers' practices in disconnecting transferred calls to other emergency agencies are consistent with the requirements in the manual that the call taker is to remain on the line until it is evident that police response is not required, or when advised that police are not required.

Other opportunities we noted in our sample review included:

- An assigned event type should be updated when information from subsequent calls indicates a different event type than the one initially assigned
- Consistent event type should be used for the same type of call
- Key information of an event should be included in the event chronology in the I/CAD system to assist the dispatcher and responding police unit.

Recommendation:

- 18. Toronto Police Services Board direct the Chief, Toronto Police Service to explore training opportunities for communications operators to further improve their skills, particularly regarding assignment of event type, adjustment of the default priority rating, updating an event based on information on related subsequent call(s), and inclusion of key notes in the event chronology.

C. Dispatch and Response Times to Emergency Events

C.1. Response Time Calculation

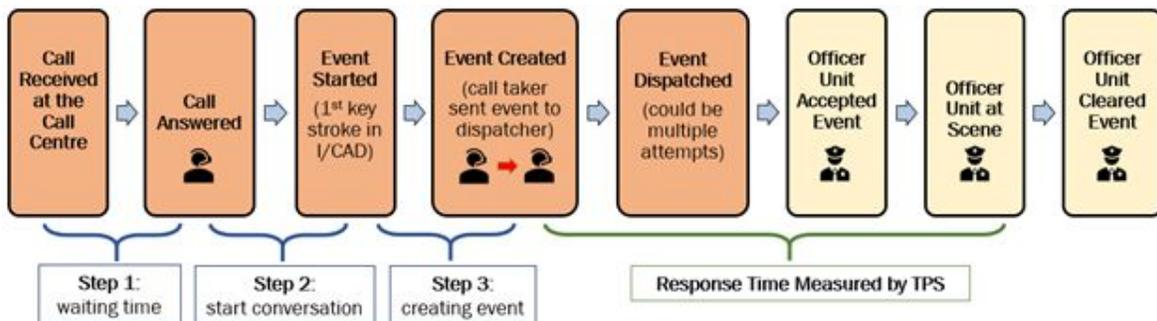
This audit examined the process and/or actions taken by call takers and dispatchers that may affect police emergency response time.

Other observations and the overall conclusion on TPS emergency response time is included in the Auditor General’s project entitled “[Review of Toronto Police Service – Opportunities to Support More Effective Responses to Calls for Service](#)”.

TPS response time does not include the time from when call is received to when the event is entered in the system

From the caller’s perspective, the police emergency response time would start from the time when the 9-1-1 call reached the call centre, until the emergency service arrived on scene. However, as shown in Figure 13, TPS measures the response time from when the event was created in the I/CAD system (when the call taker sends the event to dispatcher) to when the unit arrives at scene. This measurement does not include the time from when the caller is waiting for their call to be answered to the time when the call taker created the event in the I/CAD system (represented by Steps 1 to 3 in Figure 13 below).

Figure 13: Action Points that are Currently Excluded from TPS Response Time Measurement



The following are the additional times incurred during the call process that are not currently included by TPS in the response time measurement:

- **Step 1 in Figure 13** – this is the call answering wait time as discussed in Section A. The average answering wait time varies throughout the day depending on when the call arrived at the call centre and can be significant.
- **Step 2 in Figure 13** – this is the time during which the call taker has answered the call but has not yet started typing about the call into I/CAD (first key stroke). This could be the time the call taker is trying to understand or getting the required information from the caller to start creating the event. TPS currently does not have information to measure this time. From our observation, this time varies as it depends on how the caller responds to the call taker’s questions, including clarity in the response.
- **Step 3 in Figure 13** – this is the time after the call taker started typing information about the call into the I/CAD system (first key stroke) to when the event is created and sent to the dispatcher. Based on our analysis of the 9-1-1 data for January 2018 to July 2021, this time on average ranged from **one minute 18 seconds (1.3 minutes) to three minutes six seconds (3.1 minutes)** depending on the priority of the event as shown in Table 16 below.

Response times are longer if all steps are included

In summary, including these above times in the response time calculation would place TPS further from its response time goals.

Table 16: The Average Time Spent from the Time the Call Taker Created a Call Event in I/CAD to the Time the Events were Sent to the Dispatcher

Priority	Average Time from Event Creation to Send to Dispatcher (in minutes)
1	1.3
2	2.5
3	3.1
4	3.0
5	2.7
6	2.6
7	2.4
8	2.3

Source: Audit analysis of January 2018 to July 2021 I/CAD data

C.2. Dispatch Times

The priority rating assigned by the call taker serves as a guideline to help the dispatcher in determining the priority for dispatching the response. The importance of assigning the appropriate priority rating by the call taker was discussed in Section B.

Dispatch time limited by officer availability

Dispatch time is limited by the availability of officer units. A dispatcher cannot dispatch an event until an officer unit is available to respond. Where police officers are tied up on events, including the lower priority events, they will not be available to respond to another event.

In our sample review, the dispatcher often noted “no unit available” or “no unit respond” when dispatch was attempted. Furthermore, we noted that at times, when the dispatcher tried to dispatch the event again 30 minutes to a few hours later, there were still no officer units available. Dispatchers may make multiple dispatch attempts before successfully dispatching an event to an officer unit.

From our review of the data for January 2018 to July 2021, we found dispatchers generally dispatch officers to an event in accordance with the priority rating of the event.

Informing Dispatcher of Availability

New event is not assigned to an officer unit until current one is cleared

Dispatchers do not dispatch another event to an officer who has not cleared a previously accepted event. Based on the dispatcher’s experience and type of event assigned, a dispatcher could check on an officer unit if they have not heard back from them in a reasonable amount of time given the circumstances. There are no guidelines for expected clearance times on the various event types, so the dispatcher is using their judgement and experience in doing so.

Dispatcher may assume an officer is busy on the assigned event until informed otherwise

When an officer unit accepts an event, the dispatcher would presume that the officer unit is addressing the accepted event until the unit cleared the event. Although dispatchers routinely check on officers at events if they have not heard from the officer after some time, it depends on dispatchers of whether and when to check on officers.

Clearing an event allows assignment of the next one

When an officer unit arrives on scene, the officer should press the “at scene” button to report the arrival time or let the dispatcher know to report that time if the “at scene” button is not available (e.g. police unit is on bicycle or foot patrol) or if they cannot press the button due to the circumstance. Similarly, when the officer has finished with the assigned event and is ready to proceed to the next one, the officer would notify their availability by pressing a clearance button or telling the dispatcher.

Dispatcher needs to know arrival and departure times from events

The indication of clearance/closure of an event is particularly important when the officer unit has not reported their “at scene” arrival time, as the dispatcher would not be able to reasonably estimate the completion time of an event for the unit without first knowing of its arrival time.

Officers on 21% of dispatched calls did not report arrival time on scene

Our data analysis revealed that from January 2018 to July 2021, about 21 per cent (268,450) of dispatched events did not report “at scene” arrival time. We examined the Automatic Vehicle Location (AVL) records and relevant documentation for 16 of these cases and found that in four of these cases, there was a delay in the range of 32 minutes to over 1.5 hours for the officer unit to clear the accepted event.

Officers need to consistently advise dispatchers of their arrival and clearance times on call events

If an officer unit does not communicate their availability after they have finished with the assigned event, the dispatcher would not know the unit is available to attend another event.

Not knowing the availability of officer units delays the timeliness to dispatch, which in turn delays TPS response time to events. As previously noted, due to the nature of emergency calls that may involve life and death matters, it is important to minimize the delay in response times.

Other factors may affect police response time

Other factors may impact the timeliness of police response time, such as:

- The unit dispatched may not be the closest to the event location, but the dispatcher had no other unit available
- Police dispatched when not really needed for the call made, possibly due to incorrect event type or priority rating assigned, or inaccurate or insufficient call information received
- Manual note taking and reports taking up officer’s time.

Our recommendation on improving ‘at scene’ arrival reporting and considering an automated technology solution, as well as a more fulsome discussion about response times can be found in the Auditor General’s project entitled “[Review of Toronto Police Service – Opportunities to Support More Effective Responses to Calls for Service](#)”.

Recommendations:

19. **Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to analyze TPS's call answering data to identify the call taker time that impacts the police response time, and evaluate the feasibility to further reduce this time interval in the view to understand and improve the overall response times for citizens, especially for high priority emergency (priority 1 to 3) calls.**
20. **Toronto Police Services Board direct the Chief, Toronto Police Service to ensure the clearance of a call-for-service event is communicated in a timely manner by officers, so that the dispatcher is aware of the availability of the officer units to be assigned for other calls for service.**

D. New Technology, 9-1-1 Levies, and Other Opportunities

D.1. NG9-1-1 Requirements and Funding

CRTC mandated a country-wide upgrade to NG9-1-1 in 2017

The Canadian Radio-television and Telecommunications Commission (CRTC) regulates telecommunications providers in Canada. The telecommunications providers are the telephone and cell service providers that create the networks that connect 9-1-1 calls to the emergency call centres. In 2017, CRTC mandated a country-wide upgrade to the telecommunication networks to a digital or Internet Protocol (IP)-based 9-1-1 system, commonly referred to as Next Generation 9-1-1 (NG9-1-1) to provide more than just voice services for emergency call centres.

NG9-1-1 will allow for callers to send text messages, videos and photos in addition to voice phone 9-1-1 calls

NG9-1-1 will provide a digital system for PSAPs that will allow sending text messages or photos, videos, and other types of data to 9-1-1 operators, in addition to making the voice 9-1-1 calls. This transition will be complex and costly and will occur gradually over several years.

NG9-1-1 and a new IP platform will enhance capabilities to locate calls

We have been advised by TPS that the current 9-1-1 system in Toronto is dated and there are challenges in accurately pinpointing the origin of calls made on wireless devices in an urban environment from high rise and underground structures. We have also been advised that with changes made as a result of NG9-1-1 and a new IP platform, that TPS will have enhanced capabilities to locate calls made from wireless devices.

TPS and TPSB are part of the NG9-1-1 Interagency Advisory Panel advocating for sustainable provincial funding for NG9-1-1

TPS, as well as other jurisdictions, is facing a fiscal sustainability issue with implementing the mandated NG9-1-1 requirements. TPS and the Toronto Police Services Board (TPSB) are part of the NG9-1-1 Interagency Advisory Panel formed in June 2019 to advocate with the Provincial Government for a provincial strategy concerning the implementation and long-term sustainable funding for NG9-1-1 investments and requirements.

TPS moving forward with NG9-1-1

TPS is in the process of modernizing its technology to be compatible with NG9-1-1 requirements (e.g. substituting the physical phones with soft phones). The uptake and impact on the facility requirements, service delivery, and staffing levels, of other forms of communication, including real-time texting and video calls, is yet to be determined.

Additional resources may be required to address the mandated NG9-1-1 requirements

The NG9-1-1 project has an approved project cost of \$10.3 million (\$8.9 million approved budget and \$1.4 million life to date cost) in TPS's 2022 and 2031 Capital Budget. However, it is not clear if the funding will be sufficient to cover the upgrades needed as a result of NG9-1-1 requirements, such as those needed for equipment, renovation, facilities, and staffing. An expected cost of \$78 million for a new facility requirement is not yet approved. According to the Budget Notes, TPS will be conducting a feasibility study to review requirements and recommend a plan.

Advised that no sharing of costs and resources available with other PSAPs

We were informed by TPS that there has been no discussion on cost sharing with other PSAPs or regions as each are stand-alone entities responsible for their own procurements. Also, we were advised by TPS that there is very limited potential to share resources such as staffing, technology, equipment, and facilities for NG9-1-1 implementation, as each entity are stand-alone entities responsible for their own projects and resources.

Toronto Fire Services is using a different vendor for its NG9-1-1 solution

TPS is working towards the NG9-1-1 implementation and has awarded a contract for the NG9-1-1 solution to replace the existing E9-1-1 (Enhanced 9-1-1) telephone system. Toronto Paramedic Services also plans to use the same vendor, but Toronto Fire Services is going to be using a different one. According to TPS, the different vendors will not cause an interconnectivity issue in the front-end systems of the three emergency service entities, however it will be important to ensure this potential risk is fully mitigated.

Integration between police/fire/ambulance is an important consideration

Also, since the NG9-1-1 solution is not intended to and will not provide the information sharing on call events required, there is still a need to create an interface of the I/CAD system (event system) amongst the three entities, to allow interconnectivity in communication on 9-1-1 calls and call events.

Adding video and text capabilities will be a complex process

According to a recent research study³⁷, call takers will need to spend additional time providing instructions to callers while using multi-media. For example, how to take a video (zoom, focus, angles) for the call takers to fully understand the situation from the caller. This challenge may be intensified further because the caller would likely already be in distress. Challenging video calls may make the call taker's job even more stressful, resulting in the need for a higher number of staff, as absenteeism may increase due to the higher stress level.

Operational and governance issues regarding privacy and custodianship of multi-media with NG9-1-1 have also added complexity to the implementation.

CRTC has requested the telecommunications providers to update networks by March 1, 2022; new deadlines for other upgrades have not been set

CRTC has requested all telecommunications providers to update their networks to be ready for NG9-1-1 Voice³⁸ by March 1, 2022. We were informed by TPS that the telecommunications provider is ready for NR9-1-1 Voice but no PSAP is live with this feature yet. Given the COVID-19 pandemic, CRTC suspended other NG9-1-1 deadlines established in the NG9-1-1 framework. To date, it has not established new deadlines for outstanding obligations including real-time text messaging (NG9-1-1 Text Message), which is the second method of communication to be supported on the NG9-1-1 networks. TPS has set internal milestone timelines for the implementation of NG9-1-1 such as renovation, equipment set-up, and roll-out of real-time texting.

Recommendation:

- 21. Toronto Police Services Board direct the Chief, Toronto Police Service, in collaboration with Toronto Paramedic Services and Toronto Fire Services, to achieve live-time interconnectivity in communication on 9-1-1 calls and events amongst these entities, both currently, and in the implementation of the Next Generation 9-1-1 solution moving forward. This should include consideration of an interface of the Intergraph Computer Aided Dispatch system to allow for improved communication during 9-1-1 call transfers and events, and to specifically assist with communication where Toronto Police Service are no longer required by Toronto Paramedic Services and/or Toronto Fire Services as applicable, so as to avoid unnecessarily committing police resources.**

³⁷ [The Design and Evaluation of Emergency Call Taking User Interfaces for Next Generation 9-1-1](#), Feb 16, 2022

³⁸ NG9-1-1 Voice is a service that enables the provision of an IP-based 9-1-1 voice call.

D.2. 9-1-1 Levies and Fiscal Sustainability

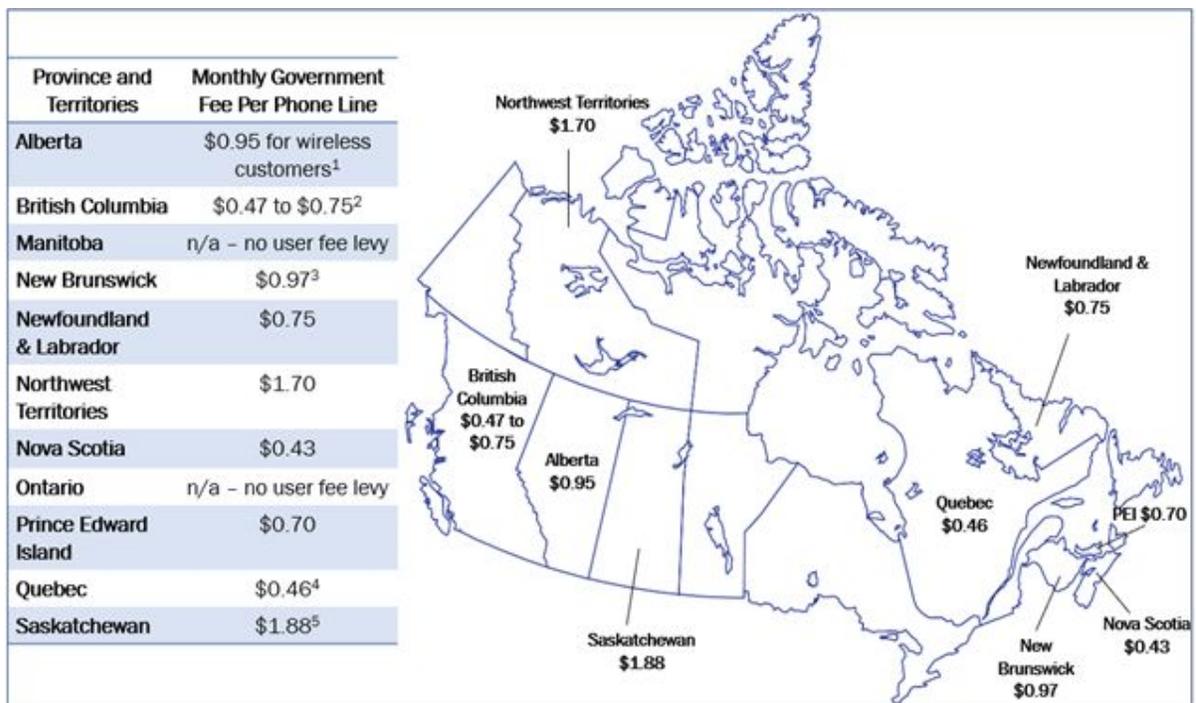
9-1-1 levies for 9-1-1 services are remitted to PSAPs in most provinces

Most provinces have legislated provincial government 9-1-1 levies that they charge to mobile phone users and/or landline users for the provision of 9-1-1 services. As shown in Figure 14, the levy varies by province, ranging from 43 cents to \$1.88 per month per phone. British Columbia has a municipal 9-1-1 levy charge by selected municipalities, varying from 47 to 75 cents for the monthly levy.

The telecommunication companies in those provinces collect the fees and after deducting a portion to cover administrative costs, remit the fees to the provincial or local governments, which then distribute the money to the local 9-1-1 call centres.

This government 9-1-1 levy is in addition to the emergency access fees that telecommunication providers charge their customers.

Figure 14: Breakdown of Current Monthly Legislated 9-1-1 Government Levies Charge in Other Provinces, Municipalities, and Territories



¹ Fee increased from \$0.44 since September 2021

² Municipal levies, varying from different municipalities and not all municipalities are charging the levy. Those municipalities that have levies are charging wireless and/or landline.

³ Fee increased from \$0.53 since January 1, 2021

⁴ Fee increased from \$0.40 since August 2016

⁵ Fee increased from \$0.94 since April 7, 2021

Ontario does not yet have the legislation for PSAPs to receive 9-1-1 levies, although most other provinces do

Legislation does not exist in Ontario to charge and remit 9-1-1 levies to PSAPs, although Section 259 of the *City of Toronto Act* allows for it. Telecommunication service providers in Ontario are charging subscribers of certain service plans a non-government 9-1-1 user fee for 9-1-1 for their own infrastructure costs.

Advised that TPS raised the issue of 9-1-1 levies in the past but did not receive approval

TPS management informed us that TPS raised the issue of 9-1-1 levies in the past with the City and the province but did not receive approval. The levies were to support the 9-1-1 PSAP functions, upgrade the 9-1-1 PSAP infrastructure and equipment, use data, information, and analysis to understand the complex environment and make more informed decisions, and for future investment in technology. We also recognize that the Interagency Advisory Panel, as mentioned earlier, is advocating with the Provincial Government for a provincial strategy concerning the implementation and long-term sustainable funding for NG9-1-1 investments and requirements.

Timely to raise the issue again for 9-1-1 levies in Ontario

Given the fiscal sustainability issues with the upcoming NG9-1-1 changes, and the need for a better information management system for the 9-1-1 PSAP operations as outlined in this report, it would be timely to raise the potential funding source of 9-1-1 levies again. For example, New Brunswick increased its 9-1-1 levy in January 2021 to prepare for the switch to NG9-1-1 service, and Saskatchewan increased its levy in April 2021 to fund its system upgrades and technology.

Estimated potential annual 9-1-1 levy revenue of \$28.8M (\$144M over 5-year period)

According to the Canadian Radio-television and Telecommunications Commission – Communications Market Reports open data on retail mobile sector, 85.8 per cent³⁹ of the total population in Ontario were mobile device subscribers in 2019. Based on this penetration rate and Toronto's population in 2021 of 2.8 million, we estimated a **potential annual 9-1-1 levy of \$28.8 million (\$144 million over a five-year period)** using a monthly 9-1-1 levy of \$1 per mobile device subscriber in Toronto. This potential revenue will increase as the population and number of mobile phone users continues to increase and if it also applies to landlines as well.

Potential funding could assist with NG9-1-1 implementation as well as other technological solutions and improvements needed

This potential funding could assist with implementing the NG9-1-1 requirements, as well as with implementing some of the recommendations in this report, such as technological solutions to better support communications operators, improve data and information, and increase call diversion for non-emergency calls.

³⁹ Mobile subscriber penetration rates, as a per cent of total population. The penetration rate represents the number of subscribers as a percentage of the population.

Recommendation:

22. **Toronto Police Services Board, in consultation with the Chief, Toronto Police Service and its Corporate Services Command – Legal Services, to engage with the City and City Council for the collection of the 9-1-1 levy or request a change in legislation with the provincial government, so that a 9-1-1 levy can be collected by the telecommunication service providers and remitted to the Public Safety Answering Point, particularly given the fiscal sustainability issues with the implementation of mandated Next Generation 9-1-1 requirements, and given this is the current practice in most other provinces in Canada.**

D.3. PSAP Models

Toronto PSAP model is commonly used elsewhere

There are different operational models that can be used as the Public Safety Answering Point (PSAP) model, for call answering to provide emergency services. From our research using publicly available information, we found that the PSAP model used in Toronto with the primary 9-1-1 PSAP residing with police service and transfers to Fire or Ambulance when needed, is a model commonly used in other jurisdictions.

Some good practices in emergency call centre operations noted in a recent study include *“local and regional partnerships with other [Emergency Communications Centres], along with the sharing of standard operating procedures, training resources, technologies, and even staff and facilities.”*⁴⁰

There are different types of PSAP models used in some jurisdictions, however there is no one best PSAP model

There are different types of PSAP configurations in some other jurisdictions. However, our research and consultation with our expert advisor indicated that there is no one best PSAP model for emergency Communications Centres structure and operations, including transferring and in-house dispatching. Different models are sometimes used to best meet the unique needs of a given jurisdiction and local context. The staffing, call volume, and timeliness of call answering information is generally not publicly available for all PSAPs, so our audit did not include evaluating the effectiveness and efficiency of the other types of PSAP models.

The different PSAP models used in some jurisdictions include:

⁴⁰ [Transforming 911 Assessing the Landscape and Identifying New Areas of Action and Inquiry](#), P. 12

Consolidated Model

Chicago operates a consolidated model for police, fire and ambulance

- The City of Chicago has a consolidated emergency Communications Centre for call taking and dispatching of police, fire and ambulance services.

Washington DC has three services in one facility

- Washington DC has a consolidated centre with call takers and police, fire, and ambulance dispatchers. It also answers 3-1-1 calls.

Calgary, Alberta has an integrated dispatch facility

- In Calgary, Alberta, 9-1-1 operations are operated by the City which has an integrated dispatch team for Police and Fire. These are all located inside a single facility. In 2021, the dispatching service for Emergency Medical Services was moved from the City's 911 centre to Alberta Health Services centre as part of a province-wide consolidation.

Edmonton, Alberta is moving towards a joint dispatch centre

- In June 2021, Edmonton Police and the City presented a business case to its Council about integrating Police, Fire, and community service partners into a joint-dispatch centre.

PSAP with Third Party Provider

Telecom provider owns and operates six call centres across United Kingdom

- In the United Kingdom, the telecom provider owns and operates six call centres across the UK. Call takers answer the call and then transfer calls to the local emergency control room based on the nearest event location for police officer dispatch.

E-Comm call answering service in British Columbia

- E-Comm is a non-profit organization of various municipalities in British Columbia (BC). Regional Districts contract their 9-1-1 service to E-Comm. E-Comm is responsible for answering 99 per cent of 9-1-1 calls made throughout the province of BC and provides this call answer service within various regional districts. It connects the caller to the appropriate agency for dispatch services, but it also provides dispatch services for 33 police agencies and 40 fire departments throughout southwestern BC. It does not dispatch for ambulance service, which is done by BC Emergency Health Services.

City Manager's Feasibility Review of PSAP Model

Report requested by City Council on feasibility of moving PSAP 9-1-1 operations to a non-police City service

The City Manager has been directed by City Council to report on the feasibility of moving 9-1-1 operations from TPS to a non-police City service. The City Manager will need to consider many factors in the feasibility review.

Legislation requirements need to be considered

It will be important for the City Manager’s review to consider legislative requirements, including upcoming changes to the provincial regulations. The draft regulation for section 14 Alternative Provision of Policing Functions of the *Community Safety And Policing Act, 2019*, indicates that the “*dispatching members of a police service*” is a prescribed policing function where the police service board may enter “into an agreement with another police service board or Commissioner to provide the policing function in the area...”. There is no relevant prescribed entity listed under the draft regulation for the provision of communications centre services. Accordingly, under the draft regulation, if the PSAP model were to be moved, the dispatching of police services seems to be a function that only a police service will be allowed to perform. It is unclear if the call taking function is included as part of the policing function at this time. When the regulations are finalized, TPSB/TPS should obtain a legal opinion.

Several things to consider if moving the PSAP model including response times, cost benefit analysis, legal risks, governance model, and collective agreement

The feasibility review should consider any potential impact on call answer and response times of police, fire, and ambulance, recognizing that our reports have identified improvements are currently needed to address timeliness for both the 9-1-1 call answer wait times (particularly during peak periods) and TPS’s response times (particularly for emergency high priority calls).

A cost benefit analysis needs to be completed as part of the feasibility review, including any emerging requirements such as NG9-1-1.

Consideration should be made for other risks outlined in this report, including staffing challenges (e.g. up to 1.5 years for recruitment/ hiring and training process before operators are qualified, and difficulty in hiring and retaining staff in the industry). Any review would also need to consider the cost and other impacts of outsourcing/ transferring a civilian workforce that is covered under a collective bargaining agreement, and the added stress on a function that is already operating at very high stress levels.

Additionally, the review should consider other responsibilities of the 9-1-1 PSAP operations such as responding to requests for audio and data records for court and on-going investigations, maintaining radio communications with police units, and training for staff. These could be considered as part of the fulsome cost benefit analysis.

The review should also specifically examine legal implications of any changes, including the risk when a 9-1-1 call for service involving public safety comes into 9-1-1 and if police are not sent. Legal requirements (e.g. providing requested 9-1-1 audio and data records as evidence in court, and the compliance with criminal disclosure obligations for court proceedings) and privacy considerations regarding information sharing⁴¹ should also be considered. The review should include consideration of the governance model for the PSAP operations with the view to enhance interoperability and coordination of emergency response services delivered.

Other strategies such as additional training may be more effective to achieve intended goals and outcomes

The City should also consider whether moving the PSAP would achieve the goals and outcomes they are intending, or if by working together with TPS, there are other strategies that would be more effective, such as updating the 9-1-1 communications operator manual, additional training and data and technological supports for communications operators and police officers, and increased public education and awareness.

Alternate non-police response should be provided as a choice to situations where police not required

There have been studies done that indicated some people and communities have less trust in police⁴². In addition, the public should be provided with a choice to have an alternate response to situations that do not require immediate attendance of a priority response unit police officer⁴³, such as a mental health related call with no violence or weapons involved or mediation of disputes that are not heated/violent.

A different phone number (e.g. 2-1-1) could be used, putting control in the hands of the caller, and addresses the challenge of legal risk for TPS

In these types of situations, all parties may benefit by having a different phone number for a non-police response, such as 2-1-1. It puts the control in the hands of the caller by calling 2-1-1 or the alternate non-police response, and if it later turns out police or other emergency services are needed, they could still be called through 9-1-1 or be transferred to 9-1-1 accordingly. This may also address TPS's challenge of legal risk, which is increased if 9-1-1 Operations receives a 9-1-1 call that is not dispatched for police service, and someone's life or safety was negatively impacted as a result of not dispatching police. As the City explores opportunities for alternative non-police response, it will need to consider the related risks, including the risk of employee safety and legal risk.

⁴¹ There needs to be consideration of the privacy and confidentiality of information obtained and recorded currently by call takers in the I/CAD system, and compliance with applicable laws and regulations regarding privacy and disclosure. It may be possible to share some information at an aggregate level with anonymity, but this should be part of the consideration.

⁴² [Public perceptions of the police in Canada's provinces, 2019 \(statcan.gc.ca\)](https://www150.statcan.gc.ca/n1/pub/85-625-x/2019001/article/00001-eng.htm)

⁴³ Priority Response Unit officers are officers who mainly respond to emergencies and other calls-for-service

**Recent Toronto
Community Crisis Service
pilots launched by the City**

The City has begun Toronto Community Crisis Service pilots (previously known as Community Crisis Support Service pilot), starting in March and April 2022 for two areas in the City, and the second phase will be launched in two other City areas by July 2022.

These pilots cover four areas of Toronto (i.e. Downtown East, North East, Downtown West – Kamaamwizme wii Naagidiwendiiying, and North West) and are partnered with the community agencies to provide a community-based response six days a week to non-emergency crisis calls and wellness checks relating to individuals 16 years of age and older. These service pilots aim to divert certain non-emergency mental health crisis calls to trained mental health crisis workers as part of a new community-based response model.

Calls to 9-1-1 that meet certain criteria will be transferred to 2-1-1 upon the caller consent for the dispatch of a mobile crisis team. The 2-1-1 line for these pilots is responsible for triaging and dispatching calls to the mobile teams. It also connects the callers to supportive services for follow-up supports when appropriate. As part of the pilot, individuals experiencing or witnessing a mental health crisis can also call 2-1-1 directly for this service.

**Recent call diversion pilot
project launched by TPS**

In addition, TPS launched a one-year Call Diversion Pilot project in November 2021 with the Gerstein Crisis Centre. Crisis workers from the crisis centre are located within the call centre for 20 hours a day, seven days a week, to handle non-emergency mental health calls that come to the call centre from certain areas of the City once the call takers evaluate that the calls have no imminent risk and are suitable for diversion.

It is important that the City and TPS continue to explore strategies to have alternative non-police responses, so the needs of all community members are met through the services provided of emergency and non-emergency responders, and that they are culturally appropriate. It is also important that all important factors outlined are considered and assessed in making the decision of potentially moving the 9-1-1 PSAP for the City, and whether other strategies may be more effective in meeting the intended goals and outcomes desired.

Recommendation:

- 23. The City Manager, in consultation with Toronto Police Services Board, Toronto Police Service (TPS), and City's Legal Services, to include the following to inform its feasibility review of whether to move the 9-1-1 operations to a non-police City Service:**
- a. Fulsome cost/benefit analysis that includes the potential impact to call answer and call response time of police, fire, and ambulance, and the other related functions of the call centre such as audio and data requests including for court proceedings, and maintenance of radio communications.**
 - b. Cost impact and feasibility with regards to staffing, given the current collective agreement of communications operators.**
 - c. Legislative feasibility given the current draft and forthcoming legislative requirements related to the delivery of policing and related services, in particular, the involvement of the police service in the Public Safety Answering Point (PSAP) dispatching function.**
 - d. Legal risk and who would be responsible for those 9-1-1 calls and/or alternate non-police response where police are not dispatched, and it results in a negative outcome.**
 - e. Governance model for PSAP with the view to enhance interoperability and coordination of emergency response services delivered.**
 - f. The goals and outcomes that are intended through a potential move of the 9-1-1 operations, and whether other strategies may be more effective, efficient, and economical to achieve those, such as offering another phone number for non-police response such as 2-1-1, and/or working together with TPS on other strategies, including but not limited to, updating the 9-1-1 communications operators manual, additional training, data and technological supports for communications operators and police officers, and increased public education and awareness.**

E. Community Education and Awareness

E.1. Improving Public Awareness

Public education and awareness can help to reduce the large number of non-emergency related calls to the 9-1-1 line

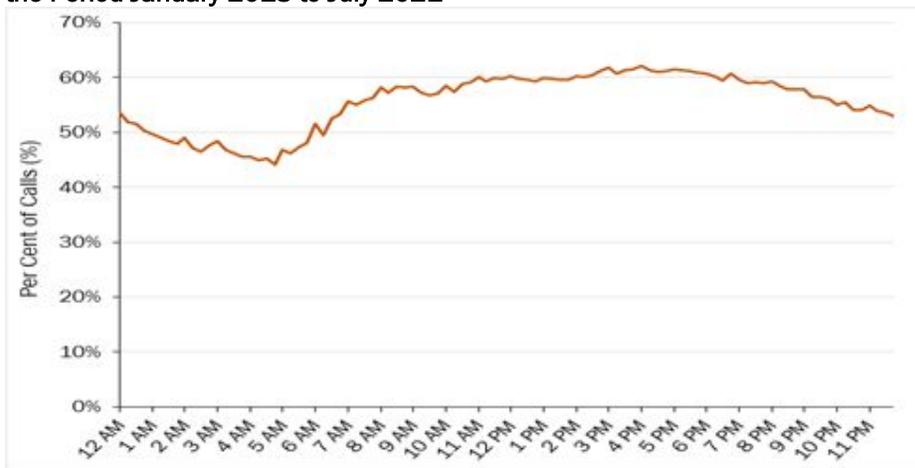
There was a substantial number of non-emergency related calls to the 9-1-1 line as discussed in Section A.7. This indicates the need for better clarity and communication to the public on when to use the 9-1-1 emergency line, and the options of TPS's non-emergency line (416-808-2222) or alternative non-police resources like 2-1-1 and 3-1-1.

Non-emergency related calls accounted for more than half of the 9-1-1 call volume

From our review of the I/CAD data of when an event was created for a call for service⁴⁴, we noted that calls that were not considered emergency calls (priority 1 to 3) on average accounted for more than half of the number of calls that dialed 9-1-1 throughout a day over the period January 2018 to July 2021.

As shown in Figure 15 below, these non-emergency related calls to 9-1-1 (i.e. abandoned calls⁴⁵/ hang-up/ pocket dials, calls for information/advice, lower priority non-emergency calls for service, and non-police matters) accounted for about half of the total 9-1-1 call volume from midnight to 6 am, then they accounted for about 60 per cent of the 9-1-1 dialed calls for the remainder of the day. Hence these types of calls play a key part in driving up the average total 9-1-1 call volume and thereby the 9-1-1 call answering wait time.

Figure 15: The Proportion of Non-Emergency Related Calls that Dialed 9-1-1 on the 24-hour Basis for the Period January 2018 to July 2021



⁴⁴ The phone system is not interconnected with the I/CAD system which records the priority rating of the call (i.e. there is no information on the priority by only looking at the call data). Given there was no call that waited beyond 15 minutes over this period, the event creation time in I/CAD would not be more than the 15-minute interval of the call report, we estimated the call arrival time using the event creation time in I/CAD for this analysis.

⁴⁵ Over 98 per cent of abandoned calls received were not for emergency events.

<p>Non-emergency calls to 9-1-1 may be due to lack of understanding of the use of 9-1-1 or being unaware of alternatives</p>	<p>We recognized that at times, a caller could dial 9-1-1 for a non-emergency situation because he/she was not sure whether a situation is an emergency. For this type of situation, we recognized it is better to be safe and let the 9-1-1 call taker determine if immediate emergency assistance is required or not.</p>
<p>Reducing non-emergency related calls to 9-1-1 will improve answering capacity</p>	<p>However, some callers may have dialed 9-1-1 for a non-emergency situation due to a misunderstanding of the use of 9-1-1, and/or the lack of awareness of other available alternatives, including the police non-emergency phone number (8-2222), and alternative TPS online reporting, or other non-police alternatives (e.g. 3-1-1, 2-1-1).</p>
<p>No public education campaign since 2017 or recent targeted awareness program</p>	<p>Given the high proportion of non-emergency related calls that dialed 9-1-1, it is important to reduce this type of call to the 9-1-1 line in order to reduce the unnecessary and avoidable call volume to 9-1-1 which impacts the call takers' workload. This will improve the overall capacity to answer higher priority emergency 9-1-1 calls in a more timely manner.</p>
<p>TPS initiatives may not be reaching target audience</p>	<p>TPS has not had a general public education campaign since 2017 and has not had any recent targeted awareness programs. In 2017, TPS and City 3-1-1 staff held a 9-1-1 awareness campaign together at the Canadian National Exhibition. The awareness campaign aimed to increase public awareness on the use of 9-1-1 and the City 3-1-1 number, and TPS non-emergency police number 8-2222. In 2018, the City and TPS launched a "Make the Right Call" advertising campaign and used the similar awareness messages on the City's social media accounts and 3-1-1 website.</p>
	<p>TPS mainly utilizes its website (e.g. posting news releases) and social media accounts (launched in April 2021) (e.g. twitter) in attempts to educate the public and raise awareness on the proper use of 9-1-1 and the different alternatives (TPS non-emergency line 8-2222, TPS online reporting, City 3-1-1) when help is needed.</p>
	<p>However, this method of communication may not reach certain target audiences including those who do not follow TPS on social media/twitter or visit their website, as well as vulnerable individuals who might not have access to or knowledge in using online platforms. TPS's annual telephone survey found a decreasing trend in public understanding of when to call 9-1-1 and the non-emergency line from 2017 to 2019. Also, in order to use the alternative methods, the public needs to first know about them. For example, a research study has cited the E-Comm's public non-emergency education campaign appeared to have a degree of positive impact on the decrease in non-emergency calls to 9-1-1.</p>

Opportunities to improve TPS website

We reviewed TPS’s website and those of other jurisdictions and noted some opportunities to make TPS’s website easier to navigate and more user-friendly related to information on 9-1-1. At the end of the audit, we noted TPS started to modernize its website by addressing some of the concerns we identified with TPS management during the audit, for example, the modernized website now:

- has information on 9-1-1, police non-emergency numbers (8-2222), online reporting, and other alternate numbers (e.g. 3-1-1, Toronto Hydro)
- is displaying more information through graphics, using examples rather than plain text.

TPS has recently modernized its website

While we recognize the modernized website has addressed some of the concerns we raised with TPS management during the audit, TPS should continue to further improve and periodically update its website to make it easier to navigate and more user-friendly to find information (e.g. videos and key information that provide education on use of 9-1-1 with multi-languages, easily finding information on the non-emergency line (8-2222)).

Public needs to better understand who to call and information to convey

There are opportunities for TPS, in collaboration with the City, to further improve public awareness and understanding, including when to call 9-1-1 and the information to provide upon calling the police non-emergency line (8-2222), Online reporting, and other non-police alternative resources (e.g. City’s 3-1-1 for non-emergency City services, programs and information; 2-1-1 for information on and referral to community and social services).

Opportunity to remind or educate the public on what information to provide to call taker when the call is first answered

We also noted some example areas where TPS can enhance public understanding and awareness:

- during our call sample review, we noticed an opportunity to remind or educate the public on primary information to provide to call takers when the call is first answered (e.g. first indicate which emergency service is required – police, fire, ambulance, then, address location of the event, phone number, and answering the call takers’ questions). This may help improve the call process time.

Opportunity to educate or raise awareness about what to do when 9-1-1 dialed by mistake

- with the many abandoned/hang-up calls, TPS can also further educate or raise public awareness about what to do when an individual has dialed 9-1-1 by mistake, to help lessen the subsequent work involved in calling back each of the abandoned and hang-up calls received.

While we recognize that there have been some educational materials posted by TPS in the past, such as in the video link below, the educational materials should be refreshed, refocused, and ongoing based on results of data analysis with the aim to reduce unnecessary or avoidable calls to 9-1-1.

- [Just Like They Say In The News - Toronto Police Pocket Dial PSA - YouTube](#)

TPS survey shows the need for greater understanding and awareness for alternative numbers

TPS's 2018 community Feedback Survey also shows greater understanding and awareness for the 3-1-1 and the non-emergency numbers was needed. Chicago, IL, has raised public awareness of its 3-1-1 line through communications campaigns, which may have helped Chicago with higher annual rates of calls to 3-1-1. TPS, in collaboration with the City, may also want to consider a shorter and easier to remember number (if possible, three digits) for its dedicated non-emergency line.

Recommendations:

- 24. Toronto Police Services Board direct the Chief, Toronto Police Service, in collaboration with the City, to undertake public education campaigns (including targeted awareness programs) and ongoing public education initiatives to improve public awareness and understanding on distinguishing between the various lines and the proper use of 9-1-1, the non-emergency line (416-808-2222), online police reporting, and other non-police alternative resources, including promotion of 2-1-1 (assistance in connecting people with community and social service resources) and 3-1-1. Assessment should be made to evaluate the effectiveness of these campaigns and initiatives on call behaviours. The campaign and/or initiatives should:**

 - a. Include strategies to increase public awareness on what to do when the caller dials 9-1-1, including the specific information that needs to be provided to the call taker in order to shorten police response time, how to prevent pocket dials, and what to do when an individual dials 9-1-1 by mistake.**
 - b. Be multi-lingual.**
 - c. Be refreshed and refocused periodically to address the 9-1-1 call analysis results to reduce unnecessary or avoidable non-emergency related calls to 9-1-1.**
- 25. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in collaboration with the City, to consider a shorter and easier to remember number (if possible three digits) for TPS's dedicated non-emergency line.**
- 26. Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to further improve TPS's website so that it is easy for the public to navigate and to find information on the 9-1-1, non-emergency line (8-2222), and online reporting.**

Conclusion

The 9-1-1 PSAP has a crucial role

As the 9-1-1 Public Safety Answering Point (PSAP) for the City of Toronto, TPS call centre has a crucial role in ensuring the safety and security of the people of Toronto and their properties. It is the first point of contact for those who call for emergency assistance during times of distress. The timeliness of call answering is critical so that people receive the appropriate emergency response needed as soon as possible, as a person's life or safety can often be at risk. The assessment made by communications operators determines the priority level, which impacts the timeliness of emergency response. Also, the decision on whether a call is dispatched or not for police services has a direct impact on the first level of front-line police resourcing required.

Both internal and external factors affect the success of the 9-1-1 PSAP operations.

Key success factors of the 9-1-1 PSAP operations

Internally, TPS needs to support the 9-1-1 PSAP operations by ensuring it has the resources and capacity to answer calls in a timely manner, and the proper information systems with the data, information, and analysis available for regular monitoring and informed decision-making for the 9-1-1 PSAP operations. It is also important that TPS's information systems are supporting other analytical needs such as identifying opportunities for alternate response strategies and informing and developing strategies for public education campaigns.

The public also plays a key role in the success of the 9-1-1 PSAP by calling the 9-1-1 line for emergency situations that require immediate police, fire, and/or ambulance assistance, and using the non-emergency line or other non-police alternatives for other situations.

Key issues found

We found the following key issues:

- 9-1-1 PSAP did not generally meet the industry standard for timeliness of answering 9-1-1 calls throughout 2018 to 2021 and its 9-1-1 answering wait time varies significantly throughout the day. It needs to improve call answering wait times, particularly during peak periods
- Call volume and staffing challenges are the main drivers that affect the ability to answer calls on a timely basis

- Abandoned calls, non-emergency calls, calls for non-police matters, pocket dials, and repeat callers stretch valuable resources
- Proper data, information systems, and analysis is key to improving workforce management, so that both peak and non-peak periods are staffed to achieve service levels, and take into account staff absences
- Communications operators can be better supported through technological solutions, improving the manual, and additional training
- Most other provinces in Canada have legislated 9-1-1 levies remitted to the PSAP, to provide funding which is particularly needed with the mandated NG9-1-1 requirements and the needed data and information system identified in this report
- There are opportunities for 9-1-1 PSAP operations at TPS, in collaboration with the City, to improve public awareness and understanding, including when to call 9-1-1 and the information to provide upon calling, police non-emergency line (8-2222), TPS online reporting, and other helpful numbers such as 3-1-1 and 2-1-1.

26 recommendations

Our 26 recommendations respecting these key issues are designed to assist all stakeholders to have a 9-1-1 PSAP operations that provides callers with timely call answering and appropriate emergency responses, and a system that supports the public in obtaining their emergency, non-emergency, or alternative response in the future.

Audit Objectives, Scope and Methodology

Our objective for this audit	To assess whether the Toronto Police Service's 9-1-1 Communications Centre provides access to emergency services in an effective and timely manner, as well as identifying potential areas of improvement to the efficiency and economy of operations.
Our scope	<p>The scope for this audit covered the period from 2018 to 2021. Our audit scope did not include:</p> <ul style="list-style-type: none">• Examining whether dispatch of the call and resulting emergency response (including type of emergency responder or police resources used) was appropriate• Timeliness or appropriateness of the on-scene emergency response of fire and ambulance.
Our methodology	<p><u>Effectiveness</u> – Are 9-1-1 services provided in a timely manner, leading to a timely emergency response?</p> <ul style="list-style-type: none">• time to answer 9-1-1 calls• following up on abandoned emergency calls for service• time to transfer calls to other emergency response services (fire, ambulance) or other community partners• appropriate event types and priority ratings for 9-1-1 calls• time to activate emergency response during call handling• time to dispatch• review of police emergency response time (from perspective of call answering and dispatching). <p><u>Efficiency & Economy</u> - Is there optimal use of resources at the 9-1-1 Communications Centre? Identify potential opportunities for improvement in efficiency and/or economy through:</p> <ul style="list-style-type: none">• Examining systems, processes, and procedures for:<ul style="list-style-type: none">○ 9-1-1 emergency calls○ 9-1-1 calls that are not actually an emergency○ Police non-emergency calls (dedicated 808-2222 line)• Researching other PSAP service delivery models for good practices• Benchmarking to other jurisdictions• Examining opportunities to leverage resources or potential partnerships.

Audit approach

Our audit approach included:

- reviewing documentation, systems and process descriptions, staff manuals and procedures
- reviewing relevant legislation and upcoming changes
- reviewing TPS budget information, strategic plans, and internal and external reviews on TPS's Communications Centre
- analyzing data from telecommunication provider (Bell), the 9-1-1 call (Avaya) system and I/CAD system
- listening to a sample of 9-1-1 calls and reviewing the related documents
- reviewing the Automatic Vehicle Location (AVL) data for a sample of events attended by police officer units and the related document of the events
- interviews with staff from TPS, TPSB, Toronto Police Association, Toronto Paramedic Services, Toronto Fire Services, and City Manager's Office
- interviews with telecommunication service provider
- physical observation of the 9-1-1 communications centre
- reviewing reports, including TPS reports to TPSB on performance targets, training and accreditation, complaints/claims, etc.
- reviewing literature and studies
- reviewing agreements (where available) between TPS and fire, ambulance, and other partners
- benchmarking to other jurisdictions and researching other PSAP models and good practices
- consulting with subject expert advisors.

In selecting and interpreting the sample described in Section B.1, we used statistically valid, randomly selected, sampling techniques valid within a 95 per cent confidence level and five per cent margin of error.

Experts were used to validate results

For the sample calls where we questioned the appropriateness of event type and/or priority rating assigned by the call takers, our conclusions were informed by consultation with our subject expert advisors that included an academic expert with extensive research experience focused on 9-1-1 dispatch centres and former call taker experience, and former law enforcement officers with many years of policing experience.

Scope limitation

Our findings, conclusions and recommendations are based on our analysis of the available information and data provided by TPS at the time of the audit. System limitations and the internal controls and the information systems controls weaknesses relating to the call-for-service data limited certain aspects of this engagement.

In particular, we were limited to only certain call-for-service data and the time period that was available. During the audit, we identified issues with the reporting of abandoned calls and the associated impacts on the reported service level standard, for which the telecommunication service provider was unable to provide an explanation. We did not have the information and data to quantify the impact on the system calculated service levels.

In addition, we also identified system integrity issues with the I/CAD system that records all the events associated with each of the call for services. We communicated the issues to TPS management and the service provider. The I/CAD system provider was not able to provide an explanation for the issues we identified.

Exhibit 1 contains further descriptions of the data and information challenges and limitations during this audit.

Compliance with generally accepted government auditing standards

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Exhibit 1: Data Challenges

As discussed in Section A.5. in the report, the call-for-service and operational performance data that we requested to assess the effectiveness and efficiency of the Communications Centre (call centre) were not readily available. These are also the key data and information that management would need to perform effective resource management, and to monitor staff and service performance of the call centre as discussed in the report.

The following are some of the key challenges we experienced during the audit when we requested the call-for-service data and related information (e.g. call taker who answered the call, the number of call takers staffed at different time periods, the time spent on call and 'not ready' time).

a. Telecommunication Service Provider Reports	
<ul style="list-style-type: none"> We started by requesting raw data from TPS and its telecommunication service provider. However, given TPS does not have a data warehouse for the calls-for-service handled through its phone application system (which would allow access to all potential data fields required with no time limitation), it would have been cost prohibitive to obtain the raw data or the requested report based on the cost quoted by the provider. For some raw data, the system does not retain it anymore as it had passed the retention period. We were then made aware of these readily available reports that TPS received but had not been using. The reports included the phone number and the different timestamps during the call flow of each call that comes to the call centre (i.e. the time when a call is received, answered, transferred and answered by the secondary agency, and disconnected). We planned to use these readily available reports from the telecommunication provider for our audit testing and in calculating whether the service standard was being achieved. However, we were unable to easily use these reports in the format received (see right-hand column below), not all months were saved and available, and we were not able to use them for the purpose of assessing whether the service standard was being achieved and how long each call needed to wait before being answered due to the limitations described below. 	
Data limitations/ weaknesses	What we needed to do
<ul style="list-style-type: none"> The 'Answered' timestamp on the report is the earlier of the time the pre-recorded announcement is played when a call is waiting to be answered in the queue, or the time the call is answered by a call taker. Therefore, the actual call waiting time (and achievement of the service level standard) cannot be measured using this report. The report does not show the call taker who answered the call or the unique event number to trace to the event created in the 	<ul style="list-style-type: none"> The report is available in spreadsheet format, however, it is saved on a monthly basis. We had to combine each separate spreadsheet that TPS saved (some were missing) over the period to analyze the information that was available through these reports. As mentioned above, we could not use these reports to calculate whether the service level standards were achieved due to the limitations noted.

<p>I/CAD system. Hence, the information cannot be used to measure the call duration by the different types of event and priority.</p> <ul style="list-style-type: none"> • TPS does not use the reports, but only saves them on a monthly basis. The reports are only available in the system on a rolling 12-month period. Some of the months that we required were not available in the audit since the 12-month period had already passed and staff did not save them. 	
<p>b. Subcontractor of Telecommunication Service Provider Reports for TPS's Phone Application System</p>	
<ul style="list-style-type: none"> • Given that we could not use the telecommunication provider reports described above to assess whether the service standard was being achieved and to perform other audit tests, we examined whether there were reports from the subcontractor of the provider for the phone application system. • As mentioned above, TPS does not have a data warehouse to extract specific data from the phone application system, nor do TPS staff have the knowledge of how to do so if the provider gave access (training would need to be provided). Instead, TPS uses information in the standard reports from the subcontractor of the telecommunication services provider for monitoring the call centre operation performance. Every day, TPS staff download and save the PDF reports from the phone application system and manually enter some of the information into a spreadsheet that they then use to monitor and manage their operations and workforce. • There is one standard report from the subcontractor for the phone application system that included details of a call flow of every call received, such as receiving time, the time when the pre-recorded announcement is played and how many times it is played before the call is answered, the answering time, the call taker who answered the call, and disconnection time. Each call has a unique call ID on the report. • Other standard reports contain different pieces of call data and staffing information on an aggregate level (e.g. each 15-minute interval, daily, weekly). 	
<p>Data limitations/ weaknesses</p>	<p>What we needed to do</p>
<ul style="list-style-type: none"> • Each day staff manually enter some information from the different reports into a management spreadsheet report. This manual process is prone to input and calculation errors as discussed in Section A.5. in the report. • The report that contains details of each call is only generated as needed by TPS and has 	<ul style="list-style-type: none"> • Since the report that contains details of each call is not in a format that can be used for analysis and due to its limited time availability, we used various standard reports at the 15-minute interval to piece together the information needed to do our analysis. For example:

<p>a limited retention period (174 days) in the system. The format it is provided in cannot be used for analytical review or trend analysis.</p> <ul style="list-style-type: none"> • The other standard reports only contain information calculated by the system on a summary level; 15-minute interval is the most granular that can be provided and has a limited retention period (400 days) in the system. • None of the reports contain the phone number nor event number to allow the call to be traced to the event created in the I/CAD system. Hence, there is no information to measure the call duration and the wait time incurred for the different event types. The latter information is needed if TPS wants to include the answering wait time as part of its response time measurement against its response time targets for the different priority ratings. 	<ul style="list-style-type: none"> ○ a report for call volume, service level, average answering wait time, and longest wait time ○ another report for information on staffing (e.g. the number of call takers staffed at different time periods) ○ another report for information on each call taker's 'not ready' time, idle time, and talk time ○ another report for information on 'not ready' time by platoon and the staff in the platoon. <ul style="list-style-type: none"> • We found human errors in TPS's spreadsheet management reports and spent time to correct the errors and ensure it was accurate for our analysis. • Extensive effort was spent to verify, convert, combine, and clean the reports into spreadsheet format that allows for analytical review and trend analysis. • In total, we converted, combined, and cleaned over 1,000 reports to perform the service level, wait time, and capacity analysis discussed in Section A of the audit.
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Additional Challenges with Data Integrity:

In addition to the above data challenges, as discussed in our Audit Objective, Scope, and Methodology section, we identified **various data integrity issues** that resulted in a scope limitation in the audit. For both of the two areas below, the service provider for that system was unable to provide an explanation for the issues we identified.

Abandoned Call Data Issues

During the audit, we identified issues with the reporting of abandoned calls and the associated impacts on the reported service level standard. We raised our concerns with the telecommunication service provider and **after about three months of our inquiry**, the service provider informed us that they were not able to provide an explanation. We did not have the information and data to quantify the impact on the system calculated service levels.

I/CAD System Data Issues

In addition, we also identified system integrity issues with the I/CAD system that records all the events associated with each of the call for services. We noted sequential gaps in the unique event identifier created by the system for each event. Also, we noted discrepancies of the unique event identifiers between the primary tables in the system. We communicated the issues to TPS management and the service provider. It took the service provider **more than three months** to reply

to our inquiry that no explanation could be provided for our concerns noted. Again, we are unable to quantify the impact.

TPS Communication Services Needs to be Better Supported with Improved Data and Information Management

The challenges we faced during the audit indicated the lack of readily available data and information and the weaknesses in TPS's information management system. It is critical that TPS be able to regularly analyze and have the type of information and results we presented in this report on an ongoing and easily accessible basis. TPS needs to better support its Communications Services Unit with improved data and information management, so that management can have the critical information needed in managing its workforce, and monitoring and managing the performance of the 9-1-1 call centre operations.

Appendix 1: TPS Management's Response to the Auditor General's Report Entitled: "Toronto Police Service – Audit of 9-1-1 Public Safety Answering Point Operations: Better Support for Staff, Improved Information Management and Outcomes”

Recommendation 1: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to re-evaluate and establish new minimum staffing requirements for Communications Services, ensuring staffing levels are sufficient to achieve TPS’s 9-1-1 service level standard, and using improved data and information to include:

- a. Consideration of staff absenteeism rates and other detractors/ factors, the underlying causes of not adhering to the current minimum staffing requirements, and aiming to minimize overtime where possible, for the different timeslots (considering peak and non-peak periods).
- b. Re-balancing the workload amongst staff and staffing resources as needed throughout the day to meet operational needs while also enhancing staff’s mental health and well-being.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

The TPS has already begun to take a demand-driven approach to staffing requirements, but is limited by total resources available. The work in Communications Services is unique with a limited number of total resources to fulfill obligations. Communications Services are working with the Command, the Board and the members’ Association and have been granted the opportunity to strive for greater hiring, to leverage a greater period of probation and to explore other shift rotation models to achieve a greater balance of supply for demand. Further, the Management Team in Communications Services is actively working with Wellness to determine how members off on long-term Occupational Stress Injuries can be re-integrated into the work environment at a pace that will assist in demand but also support the wellness of the individual member.

A working group will be established by Q4 2022.

Recommendation 2: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to review the current staffing levels, shift deployment and start hours, and scheduling system for communications operators to ensure the assignment of the actual number of operators at work aligns with its planned minimum staffing requirements (that TPS re-evaluates as part of Recommendation 1) as required to achieve its service levels and handle its call volume. Depending on the results of TPS’s evaluation of minimum staffing requirements, TPS should consider:

- a. Requesting an overall staffing increase of communications operators for TPS Communication Services.
 - b. Hiring part-time call takers, particularly to help address peak periods and spike incidents.
-

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation. Communications is working with the Strategy Management Unit on reviewing new shift pilot schedules that would address staffing requirement and at the same time address the wellness of the members. We will do all that we reasonably can with current resources and make a reasonable and informed request for further resources, should they be required, in the next budget cycle.

Recommendation 3: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to improve TPS’s data to understand the time required for communications operators to meet operational needs, by establishing separate time codes to track the time a communications operator:

- a. Spends on processing a previously answered call.
- b. Needs after handling a traumatic call (either at their desk or away from their desk).
- c. Needs to recuperate before being available for the next call.

This will allow TPS to have more information on how certain calls affect the mental health and well-being of its communications operators, and the actual occupancy time needed to handle and complete a call, as well as the processing time.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation. Work on this recommendation will start in Q3 2022. The TPS will work with Information Management (ITS) to determine the best path forward to better measure activities for communications operators such that management decisions related to implementing this recommendation can be achieved. Communications Services is transitioning to NG9-1-1 (by Q1 2023), and the new system allows for activity codes that will provide the ability to track the information included in this recommendation. In partnership with the service provider, the TPS will work towards meeting these data needs related to the NG9-1-1 system. If the current IT infrastructure cannot expand for this use, and if the desired enhancements through NG9-1-1 technology do not ultimately manifest, there may be future resource implications.

Recommendation 4: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to analyze TPS’s data (using new time tracking codes from Recommendation 3) on the time needed by communications operators to handle traumatic calls, in combination with additional feedback received from staff, and use these insights in developing additional strategies to assist the

communications operators in their mental health and well-being. In doing so, TPS should leverage strategies used by other agencies.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation. Work on this recommendation will start immediately following the implementation of Recommendation 3, which will begin in Q3 2022.

This additional data will also provide a more accurate picture of the total time spent 'taking a call' which will provide a more accurate assessment of number of call takers required to meet call volume.

Communications Services currently has a strategy related to mental health and well-being, one component of which is that communications operators visit with a Service psychologist at least once a year. Further, if a CO or their supervisor recognizes a high stress call/event, the Critical Incident Response Team can be called to meet with members. The TPS People Strategy and Performance Unit are about to conduct a survey of members of Communications Services with a view to understanding the challenges related to wellness and morale of members specific to the nature of their work. The results of this survey are intended to inform a strategy to help Communications members engage in activities to help with stress. This may include but not be limited to a periodic health fair conducted in Communications Services, by TPS Wellness and their partnering practitioners designed to give members awareness of the services available and supported by their benefits package to manage stress. Other opportunities that may arise might be optional and more frequent consultations with TPS Psychologists at Communications or additional peer support on the floor. Some additional funds may be required for this.

The Communications management team will work with ITS to understand the data points that will create an additional layer of awareness for supervisors that team members may need engagement with any of these services/initiatives, or others that are developed, for their health and well-being.

Furthermore, the Service is currently undergoing a project to upgrade the Professional Standards Information Systems (PSIS) application, to a more fulsome version of the software (EI Pro) that includes critical incidents in the measurement of members' wellness and performance. This upgraded PSIS application may further support implementation of this recommendation.

Recommendation 5: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with TPS's Corporate Services Command, to determine the feasibility of filling vacancies sooner than the required two-year time lapse for communications operators who are on Injured on Duty assignment (but not replacing the position), to address its operational requirements.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation. The work on this recommendation is underway and will be ongoing.

TPS now has a contracted partner to assist with return to work and accommodation management, including but not limited to inviting and supporting members in return to work programs. Communications Services recognize that a tenured member can provide immediate service, if well enough to come back to their team in Communications at a faster cycle time than hiring and training a net new member.

Recommendation 6: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with TPS's Corporate Services Command – Legal Services, and the Toronto Police Association, to evaluate the 'return to work' criteria for those communications operators Injured on Duty, so that either they are only fit to return if that means fit to return to their previous job site, working at the 9-1-1 Communications Centre, or if TPS needs to employ them elsewhere, that TPS is able to hire additional surge positions in the 9-1-1 Communications Centre to address its operational requirements.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation. The work on this recommendation is underway and will be ongoing.

For 2022, Communications Services is looking to hire 3 new classes of communications operators between Q2-Q4. The funds for these new hires are part of the Service's approved 2022 Operating Budget.

TPS now has a contracted partner to assist with return to work and accommodation management, including but not limited to inviting and supporting members in return to work programs. Communications Services recognize that a tenured member can provide immediate service, if well enough to come back to their team in Communications at a faster cycle time than hiring and training a net new member.

Recommendation 7: Toronto Police Services Board direct the Chief, Toronto Police Service, in consultation with the Toronto Police Association, to explore and develop recruitment strategies to address the shortage in communications operators and challenges in retaining trainees and full-time permanent staff, including:

- a. The feasibility of hiring dedicated call taker/ dispatcher positions, and potential to retain qualified individuals who did not pass dispatcher training as call taker only beyond one year permanently, depending on the results of the pilot program.

- b. Increasing the probation period for communications operators beyond one year permanently, depending on the results of the pilot program that recently began.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation. The work on this recommendation is underway and will be ongoing.

Communications Services are deploying models as described and defined above.

TPS has approved and implemented a 1 year contract for call-taker only. This initiative could provide further data on the feasibility of this recommendation.

For 7b, based on consultations between the Board, Service and the Toronto Police Association, an 18 month probationary pilot is currently underway and will apply to all future hires. The increase in probationary time gives a newly on-boarded member more time at building their call taking skill set before transitioning to the training for dispatchers and before decisions have to be made at or near the horizon of the probationary period.

Recommendation 8: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in consultation with TPS's Corporate Services Command, to identify and provide the necessary human resources and hiring supports to Communications Services, so the communications operators can maximize their time in performing call answering and dispatching services.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation. The work on this recommendation is underway and will be ongoing.

Communications Services is committed to working with Talent Acquisition to implement this recommendation and will also explore if this is a role for a Return To Work (RTW) step for accommodated members on a path to fully re-joining their teammates at Communications Services.

This recommendation is therefore dependent on the business model of Talent Acquisition and the strategy execution with the partnered contractor at Wellness for RTW.

Recommendation 9: Toronto Police Services Board direct the Chief, Toronto Police Service, to review and determine the management information needs of Communications Services and improve the data available, ensuring the data is accurate, collected efficiently, and readily available in a timely manner.

The results of data analysis should be used to inform strategies and action plans to address operational improvements, including but not limited to:

- a. Enabling accurate and robust data analysis of its calls for service, workload, deployment of staffing resources, and communications operators' activities.
- b. Developing strategies for how to improve timeliness of answering 9-1-1 dialed calls.
- c. Identifying further areas of training opportunities for communications operators.
- d. Identifying areas where further call diversion can be made.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

Data provision and analysis comes from several sources: CAD, phones, maps etc. Each system can provide data and analysis within their own realm. The Analysis & Innovation Unit will be required to coordinate analysis across all sources. Implementing this recommendation (specifically 9a) requires dedicated data quality support and implementation of data management resources, including a dedicated Communications Services analyst.

Based on the type of analysis and work required, the Service anticipates that funding and additional resources will need to be allocated for implementation, and the resources required to perform this project work will likely be allocated to the configuration of IT for the NG9-1-1 systems executing later in 2022. TPS will aim to develop a plan by Q2 2023.

Recommendation 10: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to ensure the data and information management needs of Communication Services are included and addressed in TPS's data strategy, Next Generation 9-1-1 implementation related to data analysis, and any future upgrade of TPS's Intergraph Computer Aided Dispatch system, including the need for interconnection between the information systems.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

The I/CAD and NG9-1-1 projects are a high priority for the Information Management and Data Strategy. Work scope and priorities are underway. Dedicated resources will be required.

This recommendation is dependent on the capacity of ITS to develop solutions and the Analysis and Innovation Unit to analyse data. Based on the type of analysis and work required, the Service anticipates that funding and additional resources will need to be allocated for implementation and may be influenced by the configuration of IT for the NG9-1-1 systems executing later in 2022.

Implementation will require dedicated project staff and project plan and at least 1-2 years for foundation. A working group will be struck to begin this work in Q4 2022.

Recommendation 11: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to regularly provide the information on timeliness of transferred 9-1-1 calls to Toronto Paramedic Services, Toronto Fire Services, and other agencies where appropriate, with the view to working together to meet the 9-1-1 emergency call service level standards. TPS and the other agency(ies) should meet, when needed, to determine if any changes are needed to established protocols to ensure the safety of citizens.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation. In partnership with Toronto Paramedics Services and Toronto Fire Services, an action plan will be put in place by Q3 2022 to support implementation of this recommendation.

The 911 Committee has been resurrected and will be the medium to do this work.

Meetings already occur between the three partners in public safety response. Once the data systems can be accurately and automatically visualized in a dashboard, the outputs would become a routine agenda item for these meetings.

Recommendation 12: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to analyze TPS's call-for-service data to identify callers and locations that repeatedly call 9-1-1 for non-emergency matters (priority 4 to 8), or those who repeatedly call the police non-emergency line for non-police matters.

The results of this analysis should be used to inform a targeted education/awareness program to raise awareness of the proper use of 9-1-1, the police non-emergency line, and the availability of other non-police City resources.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation and the Communications Services Emergency Voice Services Coordinator will begin this work in Q3 2022. The TPS will explore the possibility of a police resource to investigate these repeat call scenarios with an objective to problem solve and where applicable, get local policing to work with community partners where mental health or addiction issues are at the root of the repeat calling, or local policing divisions where other problems need solving.

Recommendation 13: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to accelerate the Digital Workflows project and use data analytics to identify other opportunities and technological tools to create efficiency in the call handling process for communications operators, and to further explore other areas for call diversion. In implementing this recommendation, TPS should consider any best practices and leverage any existing tools already used by other agencies.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation. Diversion and referral data models are currently being developed to inform implementation of this recommendation. Work is ongoing, and dedicated resources are required. The response to explore other areas of diversion are dependent on capacity for City of Toronto services that fall under the control of 3-1-1.

Recommendation 14: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to use TPS’s data to identify callers who are repeatedly making pocket dials, abandoned, and hang-up calls on the 9-1-1 line. TPS should consider a strategy to reduce these types of calls, in consultation with its Corporate Services Command – Legal Services, and the Toronto Police Services Board, including the feasibility of introducing a fee for this unwanted behaviour that impacts TPS’s resources.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS agrees with this recommendation. By end of Q4 2022, the TPS will explore the possibility of a police resource to investigate these repeat call scenarios with an objective to problem solve and where applicable, get local policing to work with community partners where mental health or addiction issues are at the root of the repeat calling, or local policing divisions where other problems need solving.

If this opportunity can be realized, this resource could also undertake investigations such as this and model strategies to pursue a consequence not dissimilar to the False Alarm revenue recovery strategies already deployed. We note that the concept of a fee or levy for such behaviour, while not unprecedented, is uncommon and will require further consideration, including what legal authority may be required in order to implement it. Of course, consideration of this approach also requires an appropriate balance to be struck so as to ensure those who legitimately need to call 911 will not be deterred from doing so.

Recommendation 15: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to explore technological tools that can assist TPS's communications operators in assigning event types and in prioritizing the urgency of the call for service, to ensure the assessment is consistent with TPS policies and to help reduce stress levels for TPS's communications operators.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation. During the procurement and development process for NG9-1-1 software, we will ensure this recommendation is considered as part of requirements planning.

TPS will work with the ITS pillar and with the procured software for NG9-1-1 to determine opportunities to leverage these outputs. Implementation of this recommendation may require resources to acquire new technology, if existing technology does not have the necessary capability. The Service will identify any additional resources required in the appropriate budget request.

Recommendation 16: Toronto Police Services Board direct the Chief, Toronto Police Service to identify where system upgrades can be made to automate manual processes that must be made by communications operators during the call. Such processes can include but are not limited to:

- a. Adjusting the default priority rating for certain factors on calls.
- b. Selection of call source for 9-1-1 dialed call.
- c. Adjusting the event type and priority rating for certain types of calls based on the amount of time elapsed from when the event started.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

Communications Services will work with Information Technology Services to investigate implementation opportunities. The Service will develop a more specific plan by Q2 2023.

A part of the Benefits Framework of ITS, to explore opportunities for automation and this 'problem to be solved', will be included in implementation strategy work. Implementation of this recommendation may require resources to acquire new technology, if existing technology does not have the necessary capabilities. The Service will identify any additional resources required in the appropriate budget request

Recommendation 17: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to review and update TPS's Call Taker Manual to ensure:

- a. Clarity of all event types and the related procedures.
- b. That the event type's default priority rating is consistent with police response expectation and urgency of the type of event.

When reviewing and updating the manual, also consider the following potential changes to specific event types and priority ratings outlined in the report:

- Whether danger to life versus damage to property (in situations where it may be lower priority) could be better distinguished in priority ratings.
- Default priority ratings for events relating to civil matters.
- Further defining 'catch-all' event types (e.g. check address).

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

Call Taker and Dispatch Manuals are reviewed and updated after every training class. Any recommendations made by the Auditor General will be reviewed and assessed for application and updating of the Manual. This review process is iterative and the consideration of these specific recommendations will be completed by Q1 2023.

Recommendation 18: Toronto Police Services Board direct the Chief, Toronto Police Service to explore training opportunities for communications operators to further improve their skills, particularly regarding assignment of event type, adjustment of the default priority rating, updating an event based on information on related subsequent call(s), and inclusion of key notes in the event chronology.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

Cyclical quality assurance checks by supervisors are aimed at ensuring adherence to Service requirements and to identify any issues in performance. Follow up by supervisors provides opportunity for mentoring and training. Available to communications operators is a feature called "Notes" on the CAD system which will display the appropriate policy associated to the event type. This feature is aimed at assisting communications operators in choosing the correct event types and priorities.

Any recommendations made by the Auditor General will be reviewed and assessed for application and updating of the Manual. This review process is iterative and the consideration of these specific recommendations will be completed by Q1 2023.

Recommendation 19: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to analyze TPS's call answering data to identify the call taker time that impacts the police response time, and evaluate the feasibility to further reduce this time interval in the view to understand and improve the overall response times for citizens, especially for high priority emergency (priority 1 to 3) calls.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

Communications Services reports on call answer and processing times, but does not currently report on officer response times. This will change. Response times will be reported from the time the call is answered to the time of the first officer's arrival at the scene. Other increments of this time continuum will also be tracked but the definition of response time will be changed as noted.

TPS agrees to analyze call answering data to identify the call taker time, which impacts police response time, and evaluate the feasibility of further reducing and improving overall response times.

Implementing this recommendation requires system integration and enhanced data modelling – a body of work that has commenced and will continue. Completion date is currently not known.

Further, Communications Services will explore the opportunity to have an assigned Analyst from the Analysis & Innovation Unit, not unlike the model executed in all 16 police divisions, to help analyze the data and bring more integrity to the collection of data for decision making. This response is dependent on staffing priorities and deployments.

Recommendation 20: Toronto Police Services Board direct the Chief, Toronto Police Service to ensure the clearance of a call-for-service event is communicated in a timely manner by officers, so that the dispatcher is aware of the availability of the officer units to be assigned for other calls for service.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation and will consider methods to improve officer compliance in clearing an assigned event in a timely manner. The work on this recommendation is underway and will be ongoing.

Messaging will be prepared in response to this recommendation and others reminding members that when assigned to an event they must acknowledge with their dispatcher when they are At Scene of the event. It is not within the understanding of every member of the value of this metric, and as members are more focussed on solving the problem the value of acknowledging At Scene is not always top of mind.

The police sergeant on the road during these calls is constantly aware of where his/her team resources are and how long they are taking to process events. The constraint is when the platoon has only one supervisor and they are operationalized at a major event or an event that procedurally they are required to be present. Sergeants will be reminded again of the importance of what members are doing, and that members are acknowledging with the dispatcher when they are at scene, either by voice or by MWS, and then consecutively when they are clear from the event.

Further, the on road supervisor works in partnership with their dispatcher to understand capacity, to approve lunch hours or remaining in service. The supervisor can also instigate dialogue with the dispatcher to clarify or communicate an At Scene acknowledgment. This response is dependent on the availability of supervisors which is a constant resourcing challenge for TPS.

Recommendation 21: Toronto Police Services Board direct the Chief, Toronto Police Service, in collaboration with Toronto Paramedic Services and Toronto Fire Services, to achieve live-time interconnectivity in communication on 9-1-1 calls and events amongst these entities, both currently, and in the implementation of the Next Generation 9-1-1 solution moving forward. This should include consideration of an interface of the Intergraph Computer Aided Dispatch system to allow for improved communication during 9-1-1 call transfers and events, and to specifically assist with communication where Toronto Police Service are no longer required by Toronto Paramedic Services and/or Toronto Fire Services as applicable, so as to avoid unnecessarily committing police resources.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation, and will collaborate with Toronto Paramedic Services and Toronto Fire Services during the implementation of NG9-1-1. This interconnectivity and information sharing is being discussed at the aforementioned 911 Committee. An action plan will be in place by Q3 2022 to support implementation.

This response is constrained both by budgetary considerations and maturity of current systems – something that may be addressed by leveraging new NG9-1-1 technologies.

Recommendation 22: Toronto Police Services Board, in consultation with the Chief, Toronto Police Service and its Corporate Services Command – Legal Services, to engage with the City and City Council for the collection of the 9-1-1 levy or request a change in legislation with the provincial government, so that a 9-1-1 levy can be collected by the telecommunication service providers and remitted to the Public Safety Answering Point, particularly given the fiscal sustainability issues with the implementation of mandated Next Generation 9-1-1 requirements, and given this is the current practice in most other provinces in Canada.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation.

TPS and the Board sit on the Inter-Agency Panel (IAP), which liaises directly with the provincial Ministry of the Solicitor General regarding NG-911 matters, including governance and fiscal sustainability of the new demands NG-911 places on police services and other first responders. The IAP is lead by Deputy Odoardi of Peel Regional Police and includes operational and governance representatives from Police, Ambulance and Fire. Conversations with the province have been initiated by the IAP and this engagement, including on fiscal demands and needs, will continue.

Recommendation 23: The City Manager, in consultation with Toronto Police Services Board, Toronto Police Service (TPS), and City’s Legal Services, to include the following to inform its feasibility review of whether to move the 9-1-1 operations to a non-police City Service:

- a. Fulsome cost/benefit analysis that includes the potential impact to call answer and call response time of police, fire, and ambulance, and the other related functions of the call centre such as audio and data requests including for court proceedings, and maintenance of radio communications.
- b. Cost impact and feasibility with regards to staffing, given the current collective agreement of communications operators.

- c. Legislative feasibility given the current draft and forthcoming legislative requirements related to the delivery of policing and related services, in particular, the involvement of the police service in the Public Safety Answering Point (PSAP) dispatching function.
- d. Legal risk and who would be responsible for those 9-1-1 calls and/or alternate non-police response where police are not dispatched, and it results in a negative outcome.
- e. Governance model for PSAP with the view to enhance interoperability and coordination of emergency response services delivered.
- f. The goals and outcomes that are intended through a potential move of the 9-1-1 operations, and whether other strategies may be more effective, efficient, and economical to achieve those, such as offering another phone number for non-police response such as 2-1-1, and/or working together with TPS on other strategies, including but not limited to, updating the 9-1-1 communications operators manual, additional training, data and technological supports for communications operators and police officers, and increased public education and awareness.

Management Response: <input checked="" type="checkbox"/> Agree <input type="checkbox"/> Disagree
Comments/Action Plan/Time Frame: TPS supports this recommendation and will provide any information the City Manager requires to undertake the review. As the Auditor General notes, the analysis should be evidence-based and informed, and will require consideration of, among other things, legislative and regulatory requirements or restrictions; collective bargaining requirements; and, cost-benefit analysis.

Recommendation 24: Toronto Police Services Board direct the Chief, Toronto Police Service, in collaboration with the City, to undertake public education campaigns (including targeted awareness programs) and ongoing public education initiatives to improve public awareness and understanding on distinguishing between the various lines and the proper use of 9-1-1, the non-emergency line (416-808-2222), online police reporting, and other non-police alternative resources, including promotion of 2-1-1 (assistance in connecting people with community and social service resources) and 3-1-1. Assessment should be made to evaluate the effectiveness of these campaigns and initiatives on call behaviours. The campaign and/or initiatives should:

- a. Include strategies to increase public awareness on what to do when the caller dials 9-1-1, including the specific information that needs to be provided to the call taker in order to shorten police response time, how to prevent pocket dials, and what to do when an individual dials 9-1-1 by mistake.
- b. Be multi-lingual.
- c. Be refreshed and refocused periodically to address the 9-1-1 call analysis results to reduce unnecessary or avoidable non-emergency related calls to 9-1-1.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation and will support the City to implement. Discussions on this will commence in Q3 2022.

A joint working group and budget for advertising will need to be created with the City of Toronto and involve all first-responder partners and other stakeholders.

The TPS is of the view that adopting a consistent larger picture and ensuring that the information is always present for public consumption could be more impactful than short or time limited campaigns.

Recommendation 25: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in collaboration with the City, to consider a shorter and easier to remember number (if possible three digits) for TPS's dedicated non-emergency line.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees with this recommendation and will collaborate with the City. Discussions on this will commence in Q3 2022.

Recommendation 26: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to further improve TPS's website so that it is easy for the public to navigate and to find information on the 9-1-1, non-emergency line (8-2222), and online reporting.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

TPS agrees and will review our newly refreshed website (<https://www.tps.ca/>) to determine what additional steps can be taken to implement this recommendation, beyond the updates already made.

Appendix 2: City Management's Response to Relevant Recommendations to the Auditor General's Report Entitled: "Toronto Police Service – Audit of 9-1-1 Public Safety Answering Point Operations: Better Support for Staff, Improved Information Management and Outcomes"

Recommendation 11: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS) to regularly provide the information on timeliness of transferred 9-1-1 calls to Toronto Paramedic Services, Toronto Fire Services, and other agencies where appropriate, with the view to working together to meet the 9-1-1 emergency call service level standards. TPS and the other agency(ies) should meet, when needed, to determine if any changes are needed to established protocols to ensure the safety of citizens.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

Toronto Fire Services:

Toronto Fire Services supports this recommendation and will work in collaboration with the Toronto Police Service and Toronto Paramedic Services on implementation.

Toronto Paramedic Services:

Toronto Paramedics Services are happy to support the Toronto Police Service on this recommendation.

Recommendation 21: Toronto Police Services Board direct the Chief, Toronto Police Service, in collaboration with Toronto Paramedic Services and Toronto Fire Services, to achieve live-time interconnectivity in communication on 9-1-1 calls and events amongst these entities, both currently, and in the implementation of the Next Generation 9-1-1 solution moving forward. This should include consideration of an interface of the Intergraph Computer Aided Dispatch system to allow for improved communication during 9-1-1 call transfers and events, and to specifically assist with communication where Toronto Police Service are no longer required by Toronto Paramedic Services and/or Toronto Fire Services as applicable, so as to avoid unnecessarily committing police resources.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

Toronto Fire Services:

Toronto Fire Services supports this recommendation and will work in collaboration with the Toronto Police Service and Toronto Paramedic Services on implementation.

Toronto Paramedic Services:

Toronto Paramedics Services have no concerns with this recommendation and will work with Toronto Police Service to establish an electronic interface.

Recommendation 23: The City Manager, in consultation with Toronto Police Services Board, Toronto Police Service (TPS), and City’s Legal Services, to include the following to inform its feasibility review of whether to move the 9-1-1 operations to a non-police City Service:

- a. Fulsome cost/benefit analysis that includes the potential impact to call answer and call response time of police, fire, and ambulance, and the other related functions of the call centre such as audio and data requests including for court proceedings, and maintenance of radio communications.
- b. Cost impact and feasibility with regards to staffing, given the current collective agreement of communications operators.
- c. Legislative feasibility given the current draft and forthcoming legislative requirements related to the delivery of policing and related services, in particular, the involvement of the police service in the Public Safety Answering Point (PSAP) dispatching function.
- d. Legal risk and who would be responsible for those 9-1-1 calls and/or alternate non-police response where police are not dispatched, and it results in a negative outcome.
- e. Governance model for PSAP with the view to enhance interoperability and coordination of emergency response services delivered.
- f. The goals and outcomes that are intended through a potential move of the 9-1-1 operations, and whether other strategies may be more effective, efficient, and economical to achieve those, such as offering another phone number for non-police response such as 2-1-1, and/or working together with TPS on other strategies, including but not limited to, updating the 9-1-1 communications operators manual, additional training, data and technological supports for communications operators and police officers, and increased public education and awareness.

Management Response: Agree Disagree

Comments/Action Plan/Time Frame:

City Manager’s Office:

The scope of the feasibility review undertaken by the City Manager is considering many of these recommendations. What may not have yet been considered but recommended here can and will be considered to inform the review by the City Manager.

Recommendation 24: Toronto Police Services Board direct the Chief, Toronto Police Service, in collaboration with the City, to undertake public education campaigns (including targeted awareness programs) and ongoing public education initiatives to improve public awareness and understanding on distinguishing between the various lines and the proper use of 9-1-1, the non-emergency line (416-808-2222), online police reporting, and other non-police alternative resources, including

promotion of 2-1-1 (assistance in connecting people with community and social service resources) and 3-1-1. Assessment should be made to evaluate the effectiveness of these campaigns and initiatives on call behaviours. The campaign and/or initiatives should:

- a. Include strategies to increase public awareness on what to do when the caller dials 9-1-1, including the specific information that needs to be provided to the call taker in order to shorten police response time, how to prevent pocket dials, and what to do when an individual dials 9-1-1 by mistake.
- b. Be multi-lingual.
- c. Be refreshed and refocused periodically to address the 9-1-1 call analysis results to reduce unnecessary or avoidable non-emergency related calls to 9-1-1.

Management Response: **Agree** **Disagree**

Comments/Action Plan/Time Frame:

City Manager's Office:

The City Manager is supportive of this recommendation and will collaborate with the TPS.

Recommendation 25: Toronto Police Services Board direct the Chief, Toronto Police Service (TPS), in collaboration with the City, to consider a shorter and easier to remember number (if possible three digits) for TPS's dedicated non-emergency line.

Management Response: **Agree** **Disagree**

Comments/Action Plan/Time Frame:

The City Manager will review and consider this in collaboration with TPS.

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**Key Common Themes:
Toronto Police Service – Audit of 9-1-1
Operations &
Review of Opportunities to Support More
Effective Responses to Calls for Service**

June 14, 2022

Beverly Romeo-Beehler, FCPA, FCMA, CFF, ICD.D, JD, B.B.A.
Auditor General

**AUDITOR
GENERAL**

TORONTO

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Background

TPSB invited the Auditor General to conduct an overall risk assessment and perform audits of TPS

The Toronto Police Services Board (TPSB) Chair's letter dated December 12, 2019, stated that "*on behalf of the Toronto Police Services Board, I invite you to conduct an overall risk assessment as well as a cyber security audit of the Toronto Police Service*".

Beginning in the spring of 2020, there were high-profile events and protests in the United States and Canada related to policing and the community safety response for marginalized individuals and communities. With these events came public pressure to transform policing services and to review police funding.

City Council recommendations made at its June 29, 2020 meeting and recommendations made by the TPSB at its August 18, 2020 meeting both reinforced the support for the Auditor General's audits of the Toronto Police Service (TPS). Various recommendations in both the Council and Board reports requested the Auditor General to develop an independent audit work plan in order to identify opportunities to more effectively and efficiently deliver police services in the City of Toronto.

TPSB approved Auditor General's risk-based audit plan

In November 2020, the TPSB approved the Auditor General's overall risk assessment and risk-based audit plan. This plan was independently developed by the Auditor General and sets the audit priorities at TPS over the next five years.

Two related Auditor General reports of TPS

In January 2021, the Auditor General's Office commenced work on two projects of TPS (one audit and one non-audit), the results of which are reflected in the following reports:

1. **Toronto Police Service - Audit of 9-1-1 Public Safety Answering Point Operations**
Better Support for Staff, Improved Information Management and Outcomes

Link to report: [Auditor General Toronto Reports](#)

2. **Review of Toronto Police Service - Opportunities to Support More Effective Responses to Calls for Service**
A Journey of Change: Improving Community Safety and Well-Being Outcomes

Link to report: [Auditor General Toronto Reports](#)

These projects have common themes and messages and are the first in a series of audits set out in the Auditor General’s risk-based audit plan. They also represent the first time in about 10 years that the Auditor General’s Office has conducted audits of TPS.

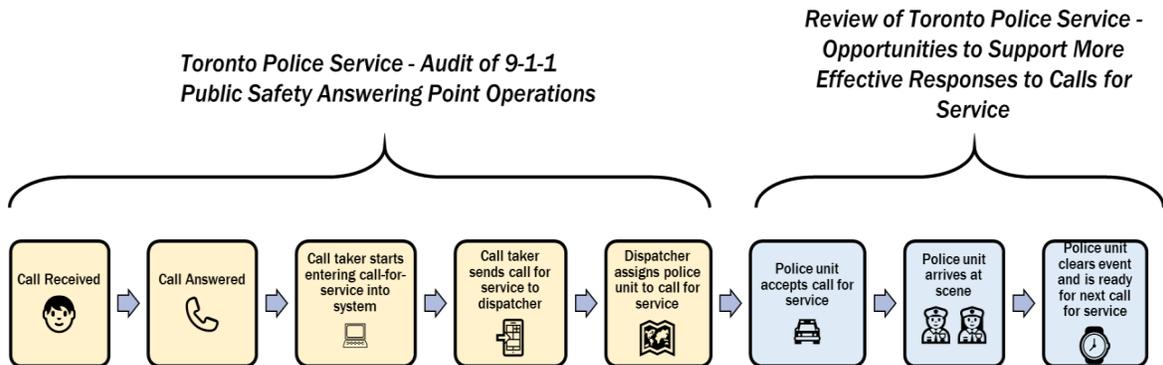
Scope of Two Projects - From Call to Response

Our projects span the continuum of front-line policing

As illustrated in Figure 1 below, our two projects span the continuum of front-line policing:

- from the time when a member of the public calls 9-1-1 or the TPS non-emergency line and police resources are dispatched, as covered in *Toronto Police Service (TPS) - Audit of 9-1-1 Public Safety Answering Point Operations*
- to when Priority Response Unit (PRU) police officers, or other officers accept the event and arrive on scene to address calls for service, as covered in *Review of Toronto Police Service (TPS) - Opportunities to Support More Effective Responses to Calls for Service*

Figure 1: Continuum of Front-Line Policing and Our Two Reports

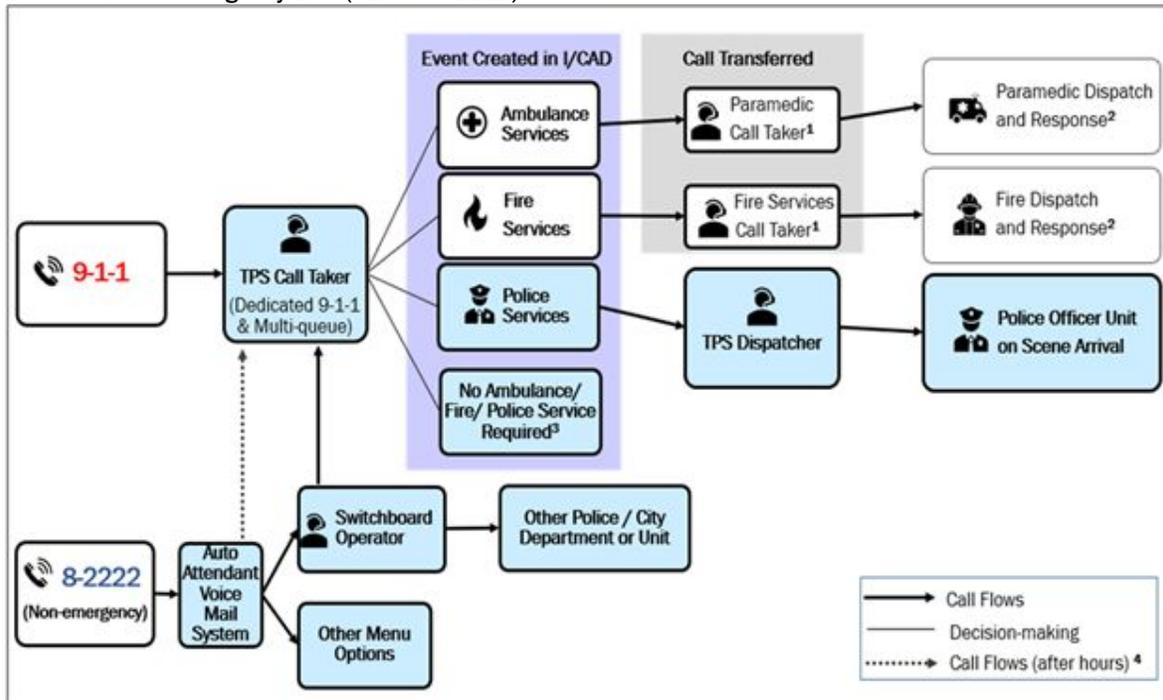


TPS Communications Services and the PRU are integrated and impacted by the same factors

While both projects focus on distinct areas along this continuum, they are integrated and affected by a common set of operational variables. The 9-1-1 Public Safety Answering Point (PSAP) operates on a demand-based model and drives the first level of front-line police resourcing. The call flow process is illustrated in Figure 2 below and the blue shaded boxes are under TPS’s responsibilities. In turn, PRU officers rely to a great extent on call centre communications operators, who help to allocate front-line resources to address calls for service in their divisions, and relay important information.

For example, an influx of incoming calls on a particular day or time of day puts strain on both communications operators answering, processing, and dispatching the incoming calls, and PRU officers responding to the resulting calls for service.

Figure 2: Call Flow Process for a Call for Service to the Call Centre through the Emergency 9-1-1 Line or the Dedicated Non-emergency Line (416-808-2222)



¹ The call takers remain on the line after the call is answered by the paramedic and/or fire services call takers to determine if police are also required for the call or not

² Not in the scope of this audit

³ Some of these calls could be diverted to other agencies (e.g. 3-1-1 for information on City services) or community-based alternative responders (e.g. 2-1-1 as part of the Toronto Community Crisis Service pilot project) or passed on to the crisis worker who is recently co-located in the call centre as part of TPS's pilot with the Gerstein centre.

⁴ During operating hours (Monday to Friday from 7 am to 10:45 pm), the switchboard operator answers the call when the caller presses "0" using the auto attendant system. The switchboard operator may transfer the call to a call taker by routing it to the emergency queue or non-emergency queue, depending on the assistance required. When callers press "0" outside of these hours, the call will be routed directly to the TPS call takers.

TPS should consider these reports holistically

As a result of these linkages, it will be important for the TPSB and TPS, as well as the City, to consider the findings, recommendations, and key common themes from these reports holistically in order to fully realize possible synergies and the most efficient and effective outcomes possible.

Purpose of this Overall Common Themes Report

This overall common themes report highlights key common messages and themes of the 2 reports

The purpose of this overall common themes report is to highlight key messages and themes common to both of these reports. These themes include a need to:

- 1. Improve and Use Data and Information Systems to Enhance Staffing and Operational Strategies, and Ensure Adequate Resources** are in place to address priority areas, including improved emergency response times and 9-1-1 call answering times
- 2. Further Explore Call for Service Alternative Responses** to free up time of Priority Response Unit (PRU) officers and 9-1-1 communications operators, and help provide better outcomes for people
- 3. Build Greater Community Education and Awareness** to help manage demand on the 9-1-1 line and expectations that a PRU officer response is primarily for emergencies and police matters
- 4. Enhance Response Time Methodology and Improve Emergency Response Times and 9-1-1 Call Answering Times** through the above three areas
- 5. Recognize that this is a Journey of Collaboration Between the City, TPS, and Other Stakeholders to Build Better Outcomes by Moving Forward Together.** There is no **quick fix**, and **careful consideration** of alternative non-police responses will be needed.

This report is intended to be read in conjunction with the other two reports mentioned above in order to better understand the full context of these key messages.

Thank you

We would like to thank the TPSB for inviting the Auditor General's Office in to conduct audits of TPS. We acknowledge the support and cooperation received from the TPSB and TPS in providing the data and information needed to conduct these projects. We would also like to thank the Toronto Police Association, the City Manager's Office, and City Divisions for their assistance.

Key Common Themes and Messages

1. Improve and Use Data to Enhance Staffing and Operational Strategies, and Ensure Adequate Resources are in Place to Address Priority Areas

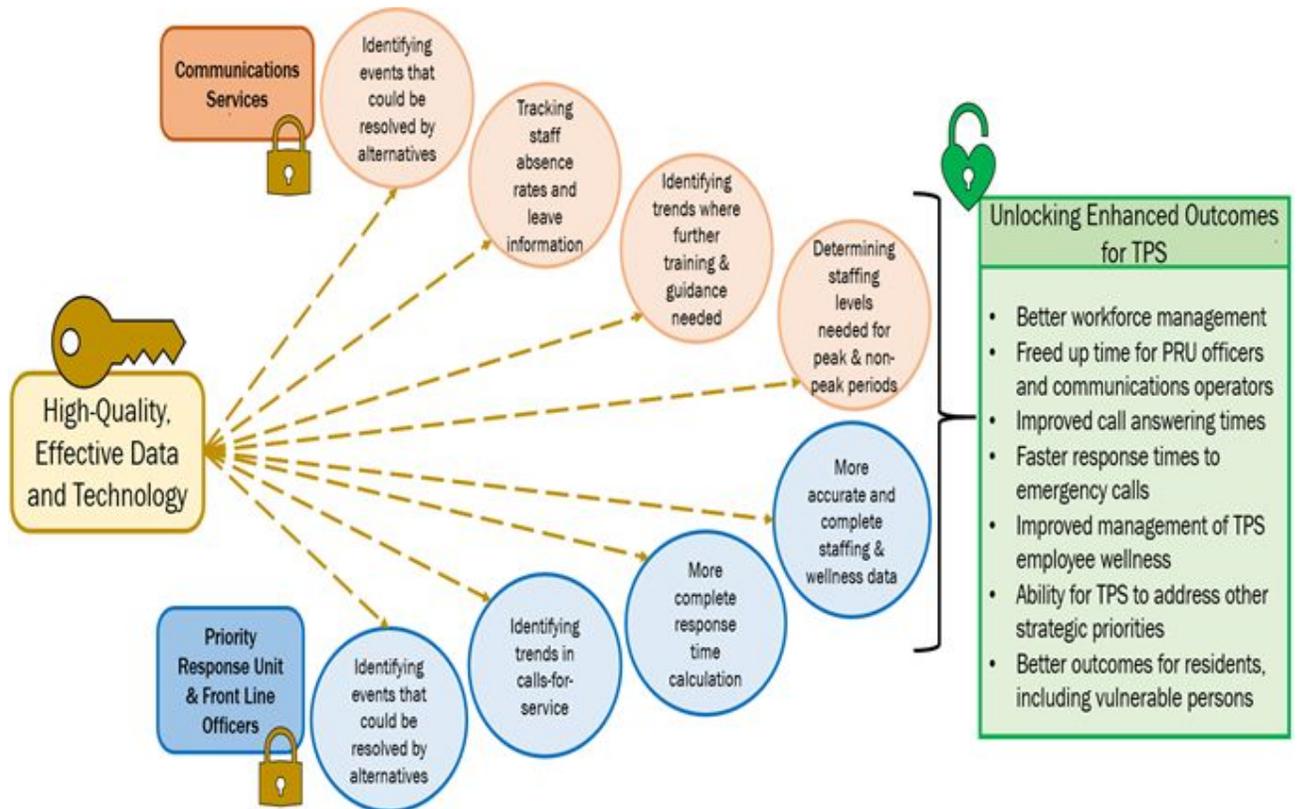
Improving and enhancing data and technology is key to unlocking benefits

The need for better data, analysis, and increased use of technology was a theme found throughout both projects and a common thread connecting many of the findings and recommendations, including the other themes in this report. As noted in Figure 3 below, improving data, information systems, and enhancing data and technology use will be the key to unlocking positive impacts across the front-line continuum. In *TPS - Audit of 9-1-1 Public Safety Answering Point Operations*, we outlined the investment needed in the 9-1-1 PSAP information systems that will benefit everyone.

Shift towards a data-driven culture will be needed

During our projects, TPS management and the TPSB acknowledged that improving and increasing the use of data will need to be an area of strategic focus for TPS and they are committed to change. Management and the Board should continue to pursue improvements in this area and explore the shift that may be needed for TPS to adopt a data-driven culture.

Figure 3: Unlocking Enhanced Outcomes for TPS Through Better Data



We encountered data reliability and quality issues in both projects

As described further below and as highlighted in both reports, we found serious challenges with staffing and operational data, including information in the call for service (I/CAD) system, operational performance data that we requested from the telecommunications service provider to assess the effectiveness and efficiency of the call centre, and information systems for time tracking and disability/accommodation.

There is a need for TPS to review its staffing strategies and address challenges

We also noted a need for TPS to review its staffing strategies and address challenges with staffing levels along the front-line policing continuum, which can be better informed with improved and increased data. Staffing challenges can impact the capacity to answer calls, particularly during peak periods, and can result in call answering delays. Staffing challenges can also delay the emergency response by PRU officers.

We believe that data improvements and increased analysis will be fundamental to enhancing TPS's operational model, as well as to a successful journey of moving forward to have sustainable, long-lasting change.

Funding and staffing strategies to achieve the changes will also need to be considered by TPS and the City

TPS and the City will also need to consider and examine funding and staffing strategies that will be required to achieve these changes, including establishing non-police alternatives for calls for service, improving data, and ensuring adequate staffing. These investments should help achieve benefits and better longer-term outcomes for TPS, the City, and the people of Toronto.

Improve Data and Better Leverage Technology and Data

Improved data quality is needed

TPS needs to improve its data quality and further use data and automation to help manage its workforce and inform decisions at the Communications Services unit, the PRU, and in other areas of the organization. Increased ability to analyze data will provide meaningful insights for more informed decision-making, to improve the efficiency and effectiveness of TPS operations and will result in better outcomes for the people of Toronto.

Before using data, it needs to first be reliable, accurate, and detailed enough to allow for fulsome analysis. We found that the data that was available and related to phone calls, call for service, staffing, and operations was sometimes either inaccurate and/or not sufficient to allow for effective analysis. These limitations significantly impacted our ability to carry out some of our planned procedures and resulted in a scope limitation in our audit of the 9-1-1 PSAP operations.

Improving how data is captured will be critical in allowing TPS to conduct data analysis to make informed operational and staffing decisions and to strategically move forward as it works with the City to divert some non-emergency calls for assistance.

Data is also fundamental for working with the City to identify areas where alternative call response is needed (discussed in Theme 2 of this report) and identifying where certain processes may not fully be working as intended, such as 3-1-1 call diversion strategies currently in place.

Data challenges limited our ability to analyze calls for service

In *Review of TPS - Opportunities to Support More Effective Responses to Calls for Service*, we noted that details of what transpired during a call for service cannot always be reliably or easily obtained without reviewing various sources of documentation, such as listening to calls, or reviewing police reports. Further, there was no easy way to identify calls for service involving persons experiencing homelessness and mental health issues outside of certain designated event types. We also noted issues with staffing/resourcing data.

In reviewing calls for service, a lack of detailed data fields in the call for service system limited our ability to filter and analyze the entire population of calls for service for the event types we wanted to explore further. Being able to draw trends and understand call for service data will be an important tool for TPS and the City in proactively developing strategies for potential alternative responses in the future.

Below we've included an example of a call for service we reviewed involving individuals who appeared to be experiencing homelessness. The only way we were able to identify this was by reviewing the caller audio and associated reports.

More detailed data would assist with identifying potential alternative responses

More detailed data would allow calls for service similar to this one to be more easily identified and potentially diverted to an alternative response that may help better address the root causes and provide community supports and free up PRU officer time. It is important to note that exploring and establishing alternative responses will take time to ensure that they are effective and available at the time needed.

Example: Persons Possibly Experiencing Homelessness at Gas Station

In a call for service we reviewed, a staff person at a gas station called police about two individuals who appeared to be experiencing homelessness and were panhandling in front of their business, holding the door open for customers. There were no signs of aggression or violence. PRU officers arrived and requested the individuals to leave.

We experienced data challenges in obtaining data from the telecommunications service provider

In *TPS - Audit of 9-1-1 Public Safety Answering Point Operations*, Exhibit 1 to the report highlighted the many challenges we experienced during the audit when we requested the call for service data and related information from the telecommunications service provider (e.g., call taker who answered the call, the number of call takers staffed at different time periods, the time spent on call and 'not ready' time).

For example, in attempting to analyze the time in which 9-1-1- calls were answered, we had to combine and analyze many manual spreadsheets that TPS saved (some were missing) and even then, could not use the information to calculate whether service level standards were achieved due to limitations in the data.

Other illustrative examples are included in Figure 4 below, however, a complete listing and analysis of these issues is included in each report.

Better data is needed for TPS to effectively carry out strategic change

Improving the quality of call for service and operational data may help identify calls suitable for alternative response and can in turn reduce demand and call-processing time at the call centre, and the time spent by PRU officers responding to lower priority non-emergency calls. It will also help Communications Services more effectively manage its workforce and help inform decision-making to improve the timeliness of call answering.

Figure 4: Examples of Data Issues and Opportunities for Technology and Automation

		
<p>TPS - Audit of 9-1-1 Public Safety Answering Point Operations</p>	<p>Both Projects</p>	<p>Review of TPS - Opportunities to Support More Effective Responses to Calls for Service</p>
<ul style="list-style-type: none"> • Lack of data to perform effective, real time, workforce management that helps to ensure that peak and non-peak periods are better staffed, and 9-1-1 call answering times improved • Call and operational performance data are not being completely and accurately tracked and are not readily available • Manual spreadsheets used for monitoring operational performance is prone to human error 	<ul style="list-style-type: none"> • Lack of data to know officer availability when they do not report their “at-scene” status • Discrepancies with number of records in various database tables of the I/CAD system • Data reliability issues and enhancement opportunities with staff time tracking and disability / accommodation data 	<ul style="list-style-type: none"> • Lack of detailed data necessary to perform effective analysis of call for service data and event types to allow TPS to identify trends in call for service data (e.g. calls for service involving people experiencing homelessness and mental health challenges) and to work proactively with the City to explore potential alternative responses for those events

Importance of increasing Use of Data, Technology and Automation

Increased use of data and technology will also help drive efficiencies

In addition to improving data quality, increased use of data and technology will also help drive efficiencies at both the 9-1-1 PSAP and with PRU officers and provide insights for trend analysis and informed decision-making.

For example, using automated tools to collect information from callers and allowing two-way interaction with TPS without the need for a call-taker to call back and speak with the caller, may assist with more effective and efficient call response.

Automating call for service information collection may assist with more effective and efficient response

This could include the ability for a caller to upload details, including documents or photos, relevant to the call for service, provide updates on the situation they are facing, and to cancel a call for service if the situation no longer exists, without speaking to a call-taker.

Automated status update texts, including notifications for when officers are on the way, could also help reduce instances of callers calling TPS back or vice versa, for certain event types. These calls sometimes tie up the 9-1-1 emergency line when callers call back to ask when police will arrive.

These same tools to increase communication may also help avoid having PRU officers spend time attending calls where the situation has already been resolved or is found to be “gone-on-arrival”.

For example, callers could text that the noisy party has ended, or the unwanted guest has left, so that PRU officers would not still be required to attend the event and avoid unnecessary use of resources.

TPS is pursuing digital strategies through its Platform & Transformation Program

TPS recently started planning for a Digital Workflow project as part of its Platform & Transformation Program. The project includes leveraging platforms to divert calls to automate service delivery by using digital technology to help manage lower priority and/or low risk calls, freeing up time of the 9-1-1- PSAP operations and police resources for handling urgent emergency calls.

Explore Funding and Staffing Strategies to Address Priority Areas

Enacting change will be contingent on the availability of adequate resources

Improving data quality and enhancing the use of data and technology has the potential to result in benefits across the front-line policing continuum and for the people of Toronto. However, both projects highlight that successfully enacting change will be contingent upon the availability of adequate resources.

TPS and the City will need to work together to determine funding strategies to ensure the journey of change is successful.

Considering Funding Strategies

In *TPS - Audit of 9-1-1 Public Safety Answering Point Operations*, we highlighted that most provinces in Canada have legislated government 9-1-1 levies that they charge to mobile phone users and/or landline users for the provision of 9-1-1 services.

Estimated potential annual 9-1-1 levy revenue of \$28.8M (\$144M over 5-year period)

While legislation does not exist in Ontario to charge and remit 9-1-1 levies to the PSAP (in Toronto this is the TPS 9-1-1 call centre), section 259 of the *City of Toronto Act* allows for it. We estimated a potential annual 9-1-1 levy of \$28.8 million (\$144 million over five-year period) using a monthly 9-1-1 levy of \$1 per mobile device subscriber in Toronto.

Potential funding could assist with technological solutions along the front-line continuum

This potential funding could assist with implementing the mandated Next Generation 9-1-1 (NG 9-1-1) requirements¹, as well as with implementing some of the recommendations included in both reports, such as improving data and information management systems, technological solutions to better support communications operators, and increasing call diversion for certain lower priority or lower risk calls.

The City will need to engage other levels of government to obtain funding

In addition, while improved data will help TPS in identifying calls for service that could possibly be addressed by alternative responses, active leadership will be needed from the City in engaging all levels of government to work together to obtain the funding needed, particularly in the area of mental health.

In *Review of TPS - Opportunities to Support More Effective Responses to Calls for Service*, we highlighted that underinvestment in mental health resources in Canada has also meant that people with mental health challenges may not always receive the supports they need². This sometimes results in police officers becoming the default first responders in some situations involving those in crisis.

There is a need for sufficient investment in sustainable social service infrastructure, including the areas of mental health and addictions and homelessness, to create long-term value-for-money through better supports and outcomes for individuals and the community. This will require a whole-of-government approach, with considerable seed funding needed from the Provincial and Federal government. The need for this funding from other levels of government is also supported by our recent audits of the City's shelters and affordable housing program.

Reviewing and Exploring Staffing Strategies to Address Challenges

TPS needs to examine its staffing strategies

In both our projects we also identified that TPS needs to examine its staffing strategies in order to ensure that priority areas are adequately staffed and that staffing decisions are supported with high-quality data.

¹ In 2017, the Canadian Radio-television and Telecommunications Commission mandated a country-wide upgrade to the telecommunication networks to a digital or Internet Protocol based 9-1-1 system, commonly referred to as Next Generation 9-1-1 (NG9-1-1) to provide more than just voice services for emergency call centres. NG9-1-1 will provide a digital system for PSAPs that will allow sending text messages or photos, videos, and other types of data to 9-1-1 operators, in addition to making the voice 9-1-1 calls.

² In the *Changing Directions, Changing Lives: The Mental Health Strategy of Canada* report, the Mental Health Commission of Canada indicates that "...given the historical neglect of the mental health sector, the Strategy recognizes the need to invest more so that mental health outcomes can be improved." and that "...in any given year, one in five people in Canada experiences a mental health problem or illness, with a cost to the economy of well in excess of \$50 billion" ([Link to Changing Directions, Changing Lives report](#))

Improving data quality and further using data and automation will help provide some of the information needed to help TPS better manage its workforce and implement staffing strategies along the front-line policing continuum. It will also help TPS to identify trends to better support the wellness of its communications operators and front-line officers.

More available and deployable staff, along with other strategies, may be needed to ensure TPS is achieving its 9-1-1 service levels

In *TPS - Audit of 9-1-1 Public Safety Answering Point Operations*, we noted that more available and deployable staff, particularly during peak periods, and other strategies to minimize non-emergency calls (including abandoned/hang-up/pocket dial calls or calls for non-police matters) may be needed to ensure TPS is achieving its service levels and improving 9-1-1 call answering times, particularly during peak periods.

Also, other strategies are needed to minimize the number staff who are off on short term/long-term absences, address rising overtime hours worked, and to improve recruitment processes and retention.

Staffing may be one of the root causes of increasing response times

In *Review of TPS - Opportunities to Support More Effective Responses to Calls for Service*, we noted that response times are increasing, and that staffing may be one of the root causes that will need to be examined further along with other potential causes, as well as increasing clearance times³.

PRU officers can be unavailable to respond to calls for service for a variety of reasons, including being on other lower priority non-emergency calls. They can also not be deployable for reasons such as being on leave due to a disability or illness. Management reported that in 2019, the range of deployable PRU officers (available to respond to calls for service) per division ranged from 77 per cent to 94 per cent.

By understanding the data and root causes for increasing response times, it will help TPS to address these and improve the timeliness of its emergency response.

³ Clearance time is defined by TPS as the difference in time between when officers arrive on scene to a call for service and when they are available to be dispatched to a new call for service. Clearance time can include the time taken to resolve the call for service and also completing any notes, reports, or other investigative requirements.

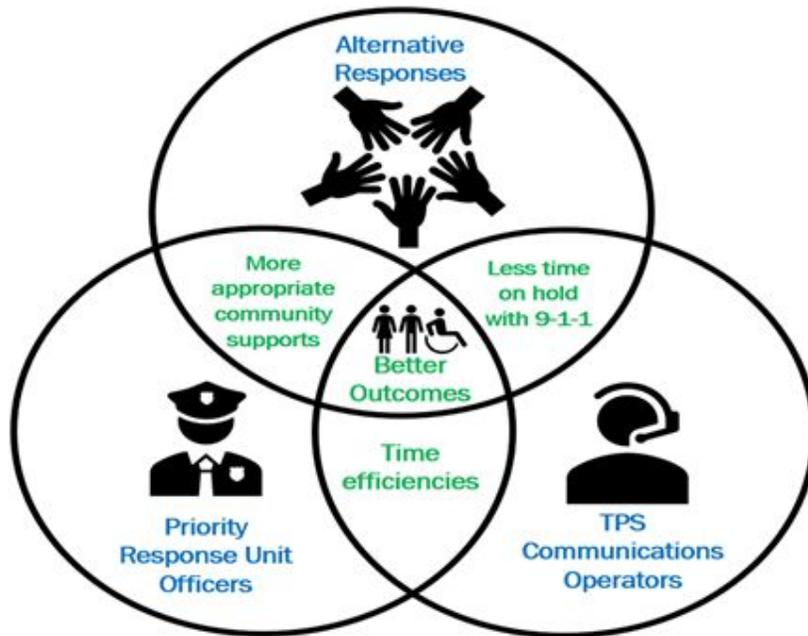
2. Further Explore Call-for-Service Alternative Responses to free up time of Priority Response Unit officers and 9-1-1 communications operators, and help provide better outcomes for people

Benefits of exploring alternative call for service responses would have many positive impacts

In *Review of TPS - Opportunities to Support More Effective Responses to Calls for Service*, we found that there were certain lower priority non-emergency calls for service⁴ that likely did not require a PRU police response. We recommended that the City, in collaboration with TPS and other stakeholders, explore alternative police or non-police responses to a traditional PRU response for certain types of calls for service.

The benefits of exploring alternative responses to certain calls for service would likely spread along the front-line policing continuum, and have positive impacts on TPS Communications Services, PRU officers, and the people of Toronto. This is highlighted in Figure 5 below.

Figure 5: Benefits of Alternative Responses



⁴ We identified six event types (Check Address, Check Well-Being, Unwanted Guest, Dispute, Landlord & Tenant Disputes, and Noisy Parties), as having the greatest opportunity for a non-PRU response. We used these six event types (all default priority four level) as a window to see what is possible, but there may be other event types that have potential for alternative police or non-police response.

PRU Officers & Communications Operators

Alternative responses would likely free up time for PRU officers and communications operators

Diverting certain non-emergency calls to alternative responses would free-up PRU officer time to allow officers to address higher priority emergency calls, help reduce response times, and address some other TPS strategic priorities.

Time efficiencies would likely also be realized in the call centre, which operates on a demand-based model. Given that call volume impacts 9-1-1 call answering wait times, diverting calls to alternative responses (e.g. 2-1-1, 3-1-1, other reporting mechanisms for non-emergencies) may reduce how long callers are waiting on the line before their 9-1-1 calls are answered, and also help promote the health and well-being of communications operators in light of stressors created by staffing constraints.

Improving Outcomes for People, Particularly Vulnerable Individuals

Alternative responses would also benefit the people of Toronto

The City and the public would also benefit from considering alternative responses. If 9-1-1 calls are answered in a timelier fashion and PRU officers are attending less non-emergency calls, this may help to improve response times and help officers get to emergency, sometimes life-threatening calls for service, faster.

In our review, we noted that persons experiencing homelessness and mental health challenges often need community and other supports to address root causes that a police emergency response was not intended to and cannot resolve. Alternative responses, such as street outreach services that can help connect people with community supports or shelter, may help produce better, more long-lasting outcomes. Strategic responses will have benefits at many levels, but it all begins with better data as discussed earlier in Theme 1 of this report.

Building Understanding

Our projects aimed to build understanding and then work with stakeholders to explore a different way of doing things

In *Review of TPS - Opportunities to Support More Effective Responses to Calls for Service*, we explored whether some calls for service should be handled by an alternative response. In terms of our overall initial impression from City staff, we heard that they would like more openness and sharing of information by TPS, and concern that TPS may want to send a police response to 9-1-1 calls for service even if a non-police alternative response may be more appropriate and effective. As we progressed through this project, we came to understand why City staff may have felt that way.

We heard from TPS staff that they care and want to help people

Initially, not all TPS staff we heard from embraced the idea of exploring areas where police may not be required. We came to understand that this sentiment arises in part from their public duty to serve. What we heard from TPS members during our projects was that police officers care and want to help people, and they feel they need to respond if someone calls for their help.

We heard from TPS members during our projects that PRU officers are responding to lower priority non-emergency calls for service that could have an alternative response because:

1. They are called to respond, and someone needs help – it may also help prevent a situation from escalating and becoming a higher priority emergency call.
2. There is no alternative service that can respond, or it is not available 24/7 when needed.
3. If they don't go and something goes wrong, not only is there a risk to someone's life or safety, but there is a legal risk for TPS.

TPS has effectively become the default response for some calls and this has become commonly accepted

We heard agreement from TPS, the TPSB, the Toronto Police Association, and City management that police have effectively become the default response for some calls, as there have not been effective alternative non-police responses available at the time needed. TPS also advised us that this has become the norm for some PRU officers as they have not experienced having alternative non-police responses available when needed.

We also heard concerns from TPS members about the level of deployable staff and increasing response times. Some TPS members also expressed that they did not feel confident that future alternative responses would truly be effective and available 24/7, and that if funding was transferred away from TPS for these programs, that police may still need to go to the same calls for service, but with fewer staff available.

Evidence-based information helped to start the conversation and increase openness and support

As we moved through the project, conducted the analysis, and shared with TPS that we were focussing on the non-emergency priority 4 to 6 calls for service and examining the potential for alternative responses contingent on their availability, there was more openness to the concept that some calls for service could have an alternative non-police response in the future.

A key part of this project that helped with everyone's understanding was the evidence we gathered. We used evidence-based information and our initial results to start the conversation. We began to see better understanding from everyone of the potential opportunities and benefits, as well as support by TPS for alternative responses. Stated another way, having better information about what the calls for service contained and considering alternative responses only if they are reliable, helped in gaining the current level of support.

In our sample review, we did not observe a bias on the part of communications operators during our audit of the 9-1-1 PSAP to send PRU officers to all 9-1-1 calls. Instead, mitigation of risk appeared to be an important factor embedded in the policy manual for TPS communications operators. In other words, if PRU officers were not sent and something went wrong later, most importantly there could be an impact to someone's safety or life, and secondly, TPS's legal risk may increase. When we explored the idea of another call line for the public for non-police alternative response (e.g. 2-1-1), there was openness by TPS, as it provides another option for the public.

Our reports provide evidenced-based analyses to start the discussion to explore alternative responses, and in the future to route calls to the best alternative for that call, whether it be police or an alternative non-police response. Better information systems are needed to support continuing analysis that will identify opportunities to shift some calls in the future and the foundation for more transparency and accountability.

We hope that our reports help to build understanding between TPS and the City and other stakeholders. From what we've seen and observed, TPS wants to transform and build better outcomes for people, and this is strongly supported by the TPSB.

TPS has expressed support for exploring pilots for non-police alternative response

TPS has expressed support for the exploration and evaluation of pilots for non-police alternative response and the willingness to work together with the City on these. At the same time, TPS pointed out that every call for service has the potential for danger and that sometimes things go sideways, and police are needed. So there needs to be careful consideration for non-police alternative responses in working with the City, to ensure the services are in place and consideration of risks, including safety and liability.

We recognize that many calls for service have the potential for danger, and that sometimes police will still be needed for some lower priority non-emergency calls. However, there are still opportunities for alternative response that we've identified that are worth exploring. We believe TPS is ready to continue to work with the City on the next step in the journey.

3. Build Greater Community Education and Awareness to help manage demand on the 9-1-1 line and expectations that a PRU officer response is primarily for emergencies and police matters

Increased Public Education & Awareness May Lead to Better Outcomes

Greater community education and awareness is needed

Call for service demand is heavily influenced by community behaviours. Many calls that TPS receives are not emergencies or police matters, yet some degree of call-taker and/or PRU resources are expended for every call received.

Our projects highlighted the need to build greater community education and awareness around “making the right call” when it comes to how to report emergency and non-emergency events, including when to use the:

- 9-1-1 emergency phone line and the information to provide upon calling;
- TPS non-emergency phone line for police matters (416-808-2222);
- TPS online reporting webpage;
- City’s 3-1-1 phone line, for non-emergency City services, program and information; and,
- 2-1-1 phone line, or other community agencies, for information on and referral to community and social services

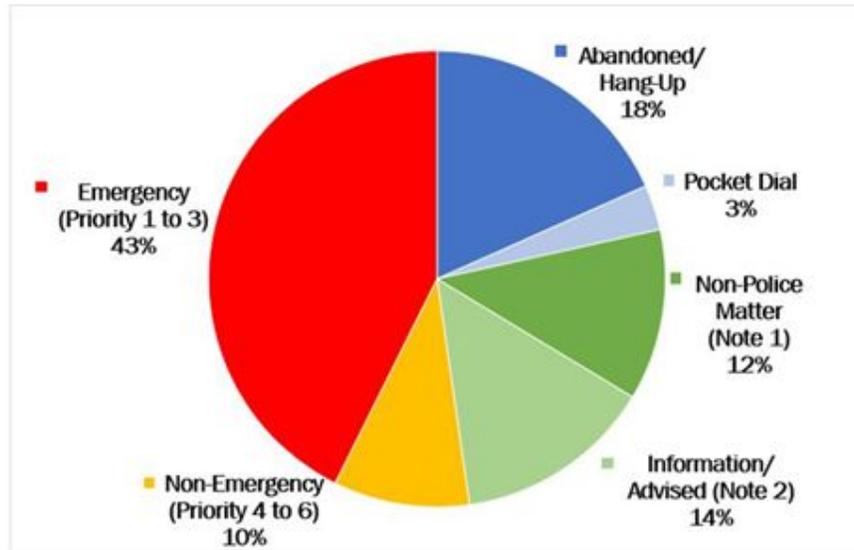
Over half of the calls made to 9-1-1 were not for emergency assistance

In *TPS - Audit of 9-1-1 Public Safety Answering Point Operations*, we noted as shown in Figure 6 below, that from January 2018 to July 2021, 57 per cent of the calls to 9-1-1 were not for emergency assistance.

Of these non-emergency related calls, 21 per cent were for abandoned/hang-up/pocket dial calls, 14 per cent for ‘information/advice’ calls, 12 per cent for non-police matters, and 10 per cent were for lower priority non-emergency calls.

This may indicate the need for better clarity and communication to the public on when to use the 9-1-1 emergency phone line, and the options of TPS’s non-emergency line (416-808-2222) or alternative non-police resources like 2-1-1 and 3-1-1.

Figure 6: Breakdown of the Types of Calls Received Through the 9-1-1 Line, January 2018 to July 2021



¹ Non-police matter calls were either 3-1-1 or 2-1-1 referrals, or it was determined by the communications operators that no police response was required for a 9-1-1 dialed call.

² These calls were for information / advice and assigned as “Advised” event type by call takers. This event type has a default Priority 6 and is categorized as a miscellaneous non-emergency event type. It is used when a caller is asking for referral information or advice (e.g. information on Collision Reporting Centre, Animal Control, see a lawyer, civil matter, etc.).

Improving public awareness and understanding is needed

Improving public awareness and understanding is needed so that public expectations are managed to expect that PRU officers are to respond primarily to emergencies and police matters, and that other resources should be used for non-police matters or non-emergencies not requiring police (e.g. landlord and tenant disputes with no imminent danger/harm).

This should help to reduce the volume of 9-1-1 calls and may also allow front-line police resources to focus primarily on responding to emergency calls and addressing some other TPS priorities, such as further helping to prevent and address child exploitation and strengthening the investigations of missing persons.

Roles and responsibilities related to call diversion to 3-1-1 may need to be reinforced

While both projects highlighted the need for greater public awareness and education around when to call other non-police alternatives, specifically 3-1-1, we also found that greater awareness and reinforcement of 3-1-1 and TPS staff roles and responsibilities may also be required.

In *Review of TPS - Opportunities to Support More Effective Responses to Calls for Service*, we noted that the shared response model between 3-1-1 Toronto and TPS may not always be clearly understood by staff. For example, there were complaints from the public about being misdirected by 3-1-1 and TPS about which entity would resolve their concerns, which seemed to cause frustration for people.

Regular joint evaluation between TPS and the City will be required to ensure that TPS is using its call-taking and PRU resources in the most effective way and that residents receive a satisfactory level of service.

Addressing Public Perceptions of Vulnerable Residents

Public awareness and societal perceptions may need to be addressed

There may also be a need to address societal perceptions about people experiencing mental health issues and/or homelessness. These groups may experience stigma and discrimination, including fears that they may be violent.

These biases can lead to calls for police (e.g. request for a person to leave who is experiencing homelessness, panhandling outside a restaurant, and not demonstrating disorderly or violent behaviour), which in turn ties up time for the communications operators and PRU officers, without addressing the root cause and may not provide the required support to the individuals in need.

“Toronto For All” initiative may be helpful in educating public

Since 2016, the City of Toronto has collaborated with community partners through its “Toronto For All” initiative to create public awareness campaigns challenging implicit biases, negative attitudes, stereotypes, and prejudices that contribute to systemic barriers to respect, inclusion, and equity.

There may be an opportunity for the City to use this initiative to draw attention to these perceptions and to highlight when to consider if a non-police response, such as calling the City’s Streets to Homes Outreach Program, may be more appropriate, recognizing that police may still be needed depending on the circumstances.

4. Enhance Response Time Methodology and Improve Emergency Response Times and 9-1-1 Call Answering Times

TPS response times have been increasing over the last several years

TPS uses response times as a metric in assessing service performance and has experienced increasing response times over the last several years.

Average response time was 19.1 minutes for priority 1 and 50 minutes for priority 2 in 2019

For example, average response times for priority one calls for service have increased about 19 per cent from 2017 to 2019 and 17 per cent for priority two calls for service. As shown in Table 1 below, the average time for TPS to respond to a priority one call for service in 2019 was 19.1 minutes, and 50 minutes for a priority two call for service⁵.

Table 1: Average Response Times from January 2017 to September 2021 and 2019 Performance Compared to 1995 Targets⁶

Priority Level	Average Response Time (Minutes)					Priority Level	2019 Performance Compared to Targets	
	2017	2018	2019	2020	Jan to Sept 2021		1995 Target (mins)	% Not Met
1	16.0	18.4	19.1	15.0	17.5	1	6	72%
2	42.6	45.5	50.0	39.2	45.9	2	6	92%
3	74.5	85.6	95.4	67.8	92.6	3	6	96%
4	94.6	109.2	120.3	89.4	110.9	4	60	41%
5	58.5	76.4	320.2	253.7	319.8	5	60	67%
6	189.9	268.2	299.2	244.9	282.2	6	60	57%

⁵ Response times are based on data provided by TPS (unaudited).

⁶ At its March 1995 meeting, the Metropolitan Toronto Police Services Board (now the Toronto Police Services Board) approved recommendations from the report "Beyond 2000: Final Report" which resulted from the work of the Metropolitan Toronto Police Restructuring Task Force. Recommendation 11 of that report included response time standards and directed that the Metropolitan Toronto Police Force (now TPS) review at regular intervals its ability to achieve and maintain these standards and make adjustments as required. The TPSB Office reported that no further changes to response time standards have been formally adopted since 1995.

While response time objectives were approved by the Board in 1995, based on our discussions with TPS management they are not regularly used or measured against as formal organizational performance metrics⁷, nor do they appear to have been evaluated or revised in the intervening time. The 1995 response time targets and the associated 2019 performance is displayed in Table 1 above.

TPS is not meeting its response time targets

TPS's response time targets are not being met. In 2019, TPS did not meet its target of six minutes, 72 per cent of the time for priority one and 92 per cent of the time for priority two calls for service.

Although we were initially provided with updated response time targets (priority one – 10 minutes, 85% of the time, priority two/three – 16 minutes, priority four to six – 60 minutes), these have not been included for comparison purposes. Based on the information provided to us, these targets were designed to be used for development of the PRU alternative shift schedules, and not for TPS's response time performance metrics⁸, and have not been formally approved by the TPSB or TPS.

TPS should re-focus its efforts on improving response times

Our work through both projects demonstrates that TPS response time performance is impacted by various factors along the front-line policing continuum and that an organizational focus on improving response times is needed.

However, as TPS looks at improving response times, this issue cannot be examined in a siloed manner. A comprehensive approach that considers all relevant TPS units, including both Communications Services and PRU performance, is needed.

For example, ***TPS - Audit of 9-1-1 Public Safety Answering Point Operations*** found that the timeliness of call answering (impacted by call volume and staffing levels) is an area that needs improvement so that people receive the emergency response needed as soon as possible, and a person's life or safety can be at risk.

⁷ See footnote 5

⁸ The Toronto Police Association advised us that a consultant was engaged to analyze PRU staffing and workload, as well as alternative shift schedules and as part of this work developed and used updated response time targets solely related to the travel time of officers.

TPS generally did not meet its service level standard for 9-1-1 call answering time; daily average wait time did improve

TPS did not generally meet its service level standard for answering 9-1-1 calls throughout 2018 to 2021; there were a limited number of days when the service level was met. Many other jurisdictions are also challenged in meeting the timeframe required by the industry standard⁹. We noted an improvement in TPS's daily average wait time. For example, in 2018 there were 117 days in which a 9-1-1 call on average needed to wait for more than 30 seconds to be answered, and this decreased to 67 days in 2021.

9-1-1 call answering time delays can vary significantly throughout the day

However, we found that the average 9-1-1 call answering delay varies significantly throughout the day (i.e. how timely a call can be answered depends on the time of the day a caller calls for assistance).

During non-peak hours¹⁰ in 2021, the average call answering wait time was seven seconds, but during the highest peak hours (2:45 to 9:30 pm) it was 28 seconds, which is almost twice the industry standard. In 2021, at least 13,260 calls that dialed 9-1-1 waited more than a minute to be answered, and of these at least 424 waited more than four minutes. In addition, there were a few days between 2018 to 2021 where the longest answering wait time for some calls was between 10 to 11 minutes.

Dispatchers can face challenges when officers do not indicate their availability to attend calls for service

In addition, dispatch times can be quite long, however the dispatchers are reliant on there being available police officer units to accept a dispatched event. They do not dispatch another event to an officer who has not cleared a previously accepted event, as they presume that the officer is addressing the event until it has been cleared. This means that communication of clearance and arrival times by officers to dispatchers is very important, so that officers indicate their availability to receive the next event.

⁹ The widely accepted industry standard is established by the National Emergency Number Association (NENA). NENA 9-1-1 call processing standard (<https://www.nena.org/page/CallProcessingStdnd>) requires that "90% of all 9-1-1 calls be answered within 15 seconds and 95% answered within 20 seconds". The Toronto's 9-1-1 PSAP adopts and measures its performances against the first standard but not the second one. NENA updated the standard in April 2020 and TPS adopted this updated standard in December 2020. The previous NENA standard required 90 per cent of all 9-1-1 calls to be answered within 10 seconds during the busy hour (i.e., the hour each day with the greatest call volume). TPS applied this standard to all 9-1-1 calls not just those received during the busy hour.

¹⁰ From 11:30 pm to 10:30 am

Officers need to consistently advise dispatchers of status so that dispatchers know when they are available

We noted that from January 2018 to July 2021, about 21¹¹ per cent of the time officers did not report their “at-scene” arrival time, either by pressing the button in their mobile workstations or letting the dispatcher know they have arrived.

Similarly, officers also need to consistently press the button in their mobile workstations or let the dispatcher know when they have cleared the call for service event. Otherwise, dispatchers may presume officers are still actively on a call, and this can delay assigning outstanding calls for service, depending on availability of other police officer units.

PRU staffing and clearance times may also play a role in response times

At the same time, PRU staffing and clearance times may also play a role in response times. Our *Review of TPS - Opportunities to Support More Effective Responses to Calls for Service* highlighted that call clearance times have been steadily rising, and that average clearance times increased almost 15 per cent from 2017 to 2019. When calls for service take longer to clear, this means that other calls for service can remain pending for longer waiting for a police response, including emergency situations.

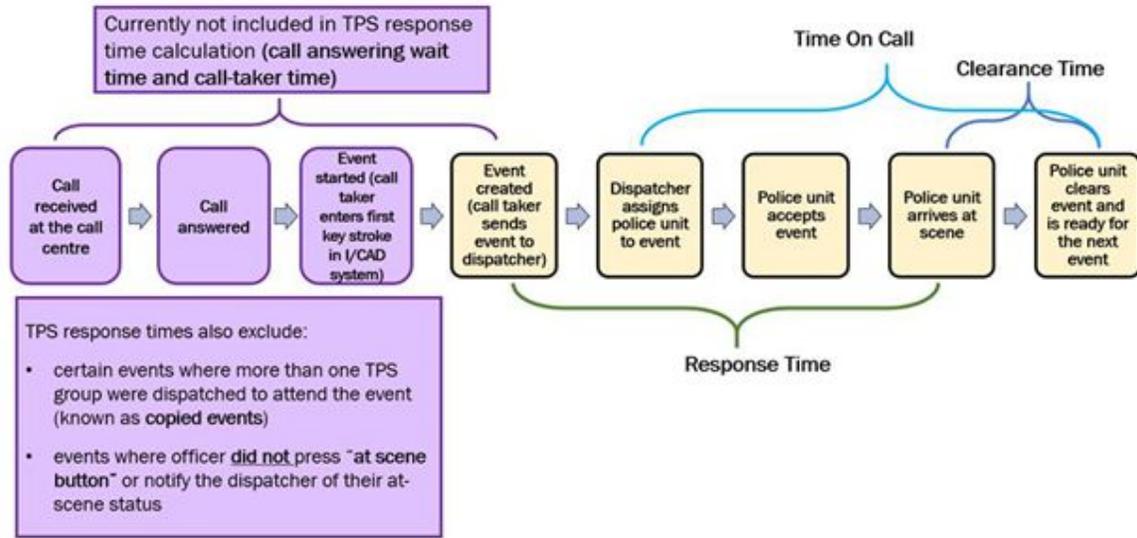
Also, if officers are tied up on a lower priority non-emergency call for service, it can impact their availability and response times for higher priority emergency calls for service. It will be important for TPS to use improved data and better understand the root causes of increasing response and clearance times. This includes staffing levels and other factors, and the differences across police divisions and between event types, in order to ensure calls for service are handled efficiently and that officers can respond to high priority emergency calls for service as quickly as possible.

Response time measurement needs to be complete in order to be an effective tool

As shown in Figure 7, both projects also examined improvements needed for how TPS measures response times, including the addition of call-answering times (shown in purple boxes in Figure 7 below) in the response time calculation and inclusion of events where historically the officer “at-scene” time was not captured.

¹¹ The Auditor General’s two TPS reports both present “at-scene” non-compliance rates (rate of how often button was not pushed to inform dispatcher that officer had arrived on scene) for different time periods and slightly different populations. *Review of TPS - Opportunities to Support More Effective Responses to Calls for Service* was about 30 per cent (70 per cent compliance) using response time data for 2019, provided by TPS for only events where at least one PRU unit was dispatched to an event during the year. *TPS - Audit of 9-1-1 Public Safety Answering Point Operations* was about 21 per cent based on all calls for service from January 2018 to July 2021 that the TPS call centre received.

Figure 7: TPS Response Time Calculation



In order for response time to be an effective performance metric for both Communications Services and the PRU, the calculation of response times must be complete and representative of actual operating performance.

5. Recognize that this is a Journey of Collaboration Between the City, TPS, and Other Stakeholders to Build Better Outcomes by Moving Forward Together

There is no quick fix - careful consideration for alternative non-police responses will be needed

A key message highlighted in both projects is that there is no quick fix and simply moving funding for call for service response from TPS to other areas of the City will not be effective and it is not enough. There needs to be sufficient investment in the infrastructure and community supports and services that needs to be in place, particularly in the areas of mental health and homelessness, to ensure that potential alternative responses are effective. Any pilots for non-police alternative responses will also need to be carefully considered, with independent evaluations done of the pilots before fully rolling out.

A journey of change is needed

This change will not happen overnight – it is a journey of change that TPS and the City need to embark on together. It starts with continued analysis of the data and working with the City to explore what can be done.

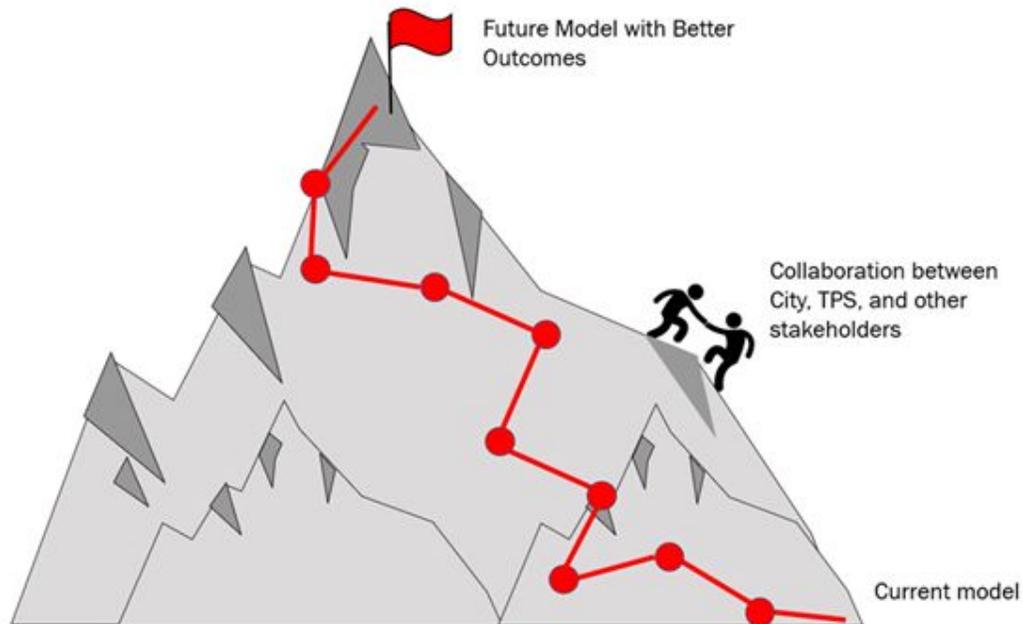
Leadership and collaboration are needed for change to happen

As highlighted in Figure 8, active leadership and commitment from the City will be needed. However, the journey will also not be successful without collaboration and partnership from TPS and other agencies.

In *Review of TPS - Opportunities to Support More Effective Responses to Calls for Service*, we highlight that alternative non-police responses may help free up PRU officer time, and by extension, the time of communications operators. It should also help manage demand in the 9-1-1 PSAP operations, particularly in reducing the handling time for non-emergency calls or non-police matters.

Improving community safety and well-being will require active leadership and commitment from the City, and multi-sector collaboration and partnership in pursuing alternative responses. Progress towards this goal will allow TPS to further focus on its strategic priorities. It is important for stakeholders to support one another to achieve the best possible outcomes for the people of Toronto.

Figure 8: A Journey Towards Change is Needed



TPS’s call centre pilot and Toronto’s Community Crisis Service pilots have launched

Both the City and TPS have launched pilots aimed at diverting certain non-emergency mental health-related calls for service to trained mental health crisis workers, instead of police officers. In February 2021, City Council endorsed the Toronto Community Crisis Service project to be piloted in four areas of the City. These pilots will test a new community-led approach to mental health crisis calls for service. There are currently two of these pilots actively running in Toronto, led by anchor partners Gerstein Crisis Centre and TAIBU Community Health Centre, with another two planned to begin in July 2022. At the same time, TPS has also launched its own pilot, the Gerstein Crisis Centre call for service diversion pilot.

The pilots, subject to evaluation, may be helpful in providing alternative non-police strategies. The Toronto Community Crisis Service model may prove to be an effective alternative response model for consideration (subject to evaluation of pilots) and may also provide the framework for developing other non-police alternative response pilots.

City should consider other non-police alternative responses

The City, in collaboration with TPS and other agencies should continue to explore non-police alternative responses that are able to provide wrap-around and community-based supports that could also help promote better outcomes and address the root cause of issues for vulnerable populations within the city, especially those experiencing homelessness and mental health challenges.

Existing models may present options if adequately adapted

This could include considering if existing City programs, such as the Municipal Licensing and Standards Division by-law officer response for by-law issues (e.g. potentially for noisy small gatherings) and the Shelter, Support & Housing Administration Division Streets to Homes outreach teams for supporting people experiencing homelessness, can be adapted to provide timely and effective non-police alternative responses. However, this will also require the City to assess the feasibility and cost-effectiveness of changing the approach currently in use by these programs.

Conclusion

The two reports should be considered holistically

As outlined in this common themes report, the two reports should be considered holistically. Together, they cover the continuum of front-line policing – from the call to 9-1-1 being received, through to the response on scene by the police officer.

We observed that TPS has effectively become the default response on some lower priority non-emergency calls, due in part to the lack of available effective alternate responses at the times they are needed. However, there is the potential for some of these calls for service to be handled differently, if an effective and timely alternative response were to be available when needed.

Modernizing and enhancing the way data is captured and leveraged is key

Modernizing and enhancing the way data is captured and leveraged provides the opportunity for TPS to work with the City and stakeholders in an informed way to divert some non-emergency 9-1-1 calls, as well as some calls for service to alternative responses that may be able to provide more appropriate supports. Improved data will also help TPS in managing staffing levels of its 9-1-1 PSAP operations to improve 9-1-1 call answering times and achieve its service levels.

There is no quick fix to some of the issues discussed in our reports

It is important to note that in our view, after an extensive amount of time examining the issues highlighted in our projects, that there is no quick fix. A simple ‘lift and shift’ or transfer of calls for service and funding from TPS to the City is not the most effective solution and is not enough. Instead, a strategy of gradual transition is needed for alternative non-police responses where appropriate, with the shared goal to improve outcomes for the people of Toronto.

These are complex matters needing better information to support transition. Opportunities for alternative responses may grow over time as better information is captured and analyzed, and while alternative responses are piloted and evaluated for potential further roll-out.

Once pilots for alternative non-police responses have been established and evaluated, funding levels and sources should be re-assessed

Once the pilots for alternative non-police responses have been established and evaluated, which will likely take several years, funding levels and sources should be re-assessed. Other factors impacting both TPS and the City should also be considered, including the population growth, the demand level to meet the needs of vulnerable people, strategic priorities and resourcing to achieve them, as well as other considerations such as the impact of mandated NG9-1-1 requirements.

Whole-of-government approach is needed, including sufficient investment in social service infrastructure

There is a need for sufficient investment in sustainable social service infrastructure, including the areas of mental health and addictions and homelessness, to create long-term value-for-money through better supports and outcomes for individuals and the community. This will require a whole-of-government approach, with considerable seed funding needed from the Provincial and Federal government. The need for this funding from other levels of government is also supported by our recent audits of the City's shelters and affordable housing program.

Until the alternative responses are effective and available when needed, PRU officers may still be required to attend these calls for service. In addition, we have identified concerns relating to increasing response times and 9-1-1 call answering delays. Time that is saved for PRU officers and communications operators can help to address this and other TPS strategic priorities.

Concrete community-wide plans that include the desired outcomes from 9-1-1 calls and a framework to capture data and track and evaluate pilot outcomes is needed. This will help the City, TPS, and other stakeholders to make evidence-based decisions and ensure transparency and accountability as all stakeholders move forward together.

Public also has a role to play in "making the right call"

The public also needs to play a role, both in helping to ensure 9-1-1 calls are only made for emergencies, and in its expectations for when police officers are required.

We have provided recommendations in two reports to the TPSB, which we believe provide a starting point for TPS and the City to continue to work together with each other and with other stakeholders, with the shared goal to achieve more effective outcomes for the people of Toronto through more effective and responses to calls for service.

**AUDITOR
GENERAL**

TORONTO



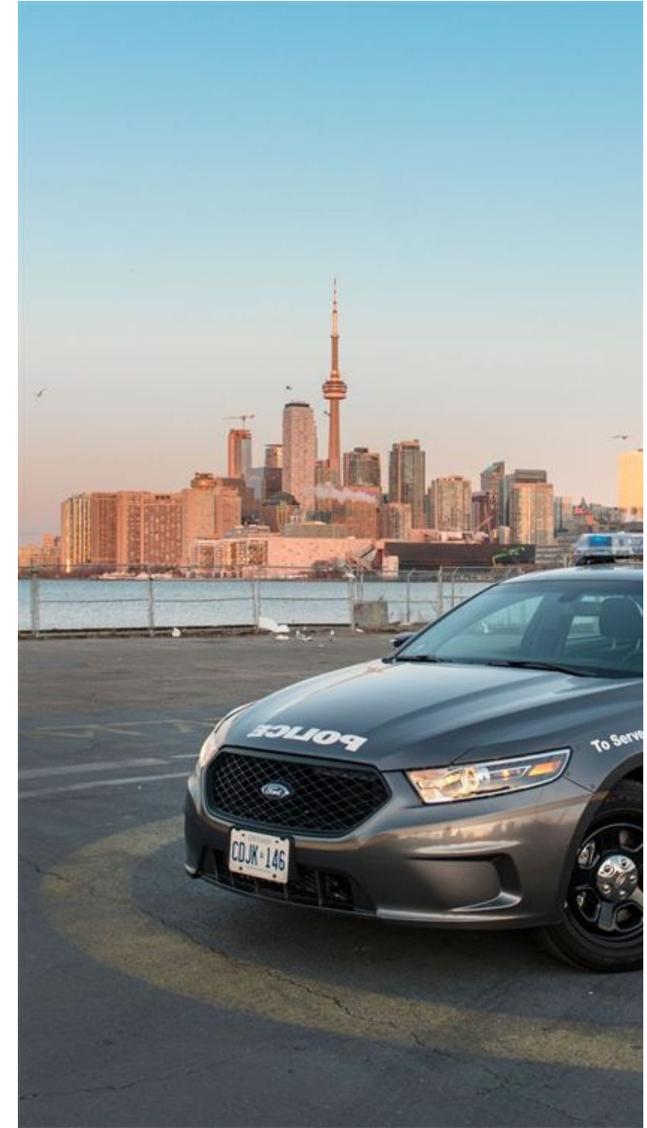
Race & Identity Based Data Collection Strategy

Understanding Use of Force
& Strip Searches in 2020

Executive Summary

Toronto Police Service

June 2022



The Toronto Police Service has been on a journey of transformation that is anchored in the principles of diversity, equity, inclusion, transparency and fairness. This is part of our commitment to comprehensive police reform and internal culture change.

We are building these principles into all aspects of the Service to help repair community trust and commit to our members that the Service is a safe, bias-free and inclusive place to work.

A key part of the Service's commitment to equity and transparency is the *Race & Identity Based Data Collection Strategy*.



Calls for Action



Timeline: Calls for Action
(see Appendix B of the Detailed report)

Work to address systemic racism and discrimination faced by Black, Indigenous, and other racialized communities started long before the Race & Identity Based Data Collection Policy & Strategy. We want to acknowledge the calls for action that have led us here today.

Systemic racism and discrimination exist across all Canadian institutions, including law enforcement, and it requires a cross-sector approach.

We recognize that race-based data has been misused by the Toronto Police Service in the past. We will use the data to help us work more deeply with communities.

Race Based Data Collection Policy

In accordance with the Ontario's *Anti-Racism Act (2017)*, public sectors in Ontario are required to collect race-based data. All police services in Ontario began collecting officers' perception of race in Use of Force reports starting in 2020. We expanded this scope to include race data collection for persons strip searched, in response to the Office of the Independent Police Review Director's report: *Breaking the Golden Rule: A Review of Police Strip Searches in Ontario*.

The Toronto Police Services Board's *Policy on Race Based Data Collection, Analysis and Public Reporting* governs how we should approach this important work, including the formation of a Community Advisory Panel, an independent academic review, the publishing of data on our Public Safety Data Portal, and working with the Information and Privacy Commissioner of Ontario.

The Board's Policy states that this Strategy shall not result in stigmatization of communities or be used to identify Service members.

How is this time different?

- Gathering more data than ever before
- Linking to core data sets
- Community leaders directing the analysis
- Reforms ongoing
- A cycle, not a process



Our Approach: What we are doing differently?

Approach

Our approach is in line with police reforms currently being implemented, including the Toronto Police Services Board's *81 Recommendations for Police Reform* and the recommendations outlined in The Independent Civilian Review into Missing Person Investigations Report: *Missing & Missed*.

Analysis

The analysis is led by external and internal subject matter experts in race data, equity, police data, and informed by engagement. Findings of racial disparities on their own do not tell us how, why, or where they exist. We are using our internal data like never before to better understand uses of force and strip searches. Our approach to analysis is a cycle, not a linear process. It takes into account the fact that decisions to use force or to search a person are made in situations that are unique, complex, and fluid.

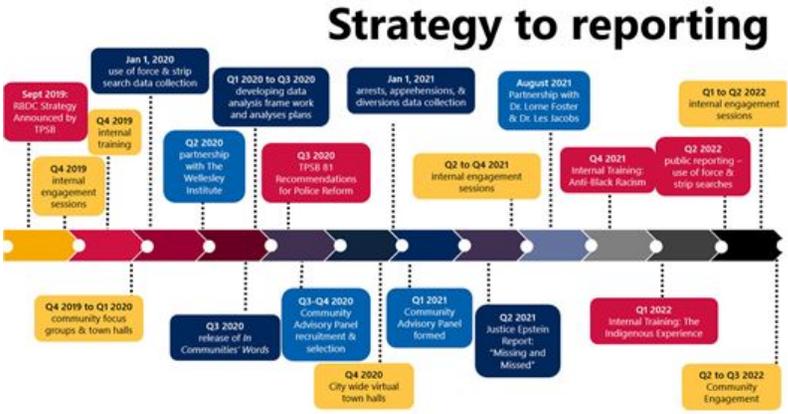
Community Advisory Panel

The Strategy is informed through engagement from the Community Advisory Panel that includes 12 diverse residents from Black, Indigenous and other racialized communities, as well as youth representatives. The members bring expertise in community organizing, academic, and social services.

Independent Academic Review

To ensure our work is transparent, the analysis process, practices, and findings are independently reviewed by Dr. Lorne Foster and Dr. Les Jacobs, leading experts in Race & Identity Based Data Collection and Analysis with a human rights lens.

Strategy to Reporting



Timeline: Strategy to Reporting
(see Appendix B of the Detailed report)

The key findings in this report are based on data collected in 2020. They will serve as a baseline as we continue to work on subsequent analysis and releases to understand trends and changes over time.

Our analysis seeks to identify disproportionalities and areas for organizational change.

Throughout this process we worked with the Wellesley Institute, the RBDC Community Advisory Panel, Dr. Grace-Edward Galabuzi, and Dr. Lorne Foster and Dr. Les Jacobs, leading experts in race-based data analysis.

We conducted internal engagement sessions with our members and RBDC unit representatives, and delivered mandatory training to all members, uniform and civilian.

Taking Action: Police Reform & Capacity Building

Taking Action towards Police Reform



Image: Taking Action (see Appendix B of the Detailed report)

Since 2020, we have been making changes to help our members understand the lived experiences of diverse communities.

Through our community partnerships, Neighbourhood Community Officer Program, models for alternative service delivery, and work with experts in human rights, we are working towards building trust, developing relationships, and **changing our existing structures.**

We conducted an academic review of our training curriculum and hired Equity & Inclusion **training specialists** who design and lead training, including: Anti-Black Racism, the Indigenous Experience, annual In-Service Training Program, and training for coach officers & new recruits.

Our Equity, Inclusion & Human Rights Unit supports the Service's modernization efforts and development of the Service-wide **Equity Strategy.**

Analysis to Action Model: Roadmap to Equity



Policing Practices
Measurement
Outcomes
Reflect & Engage
Take Action

For additional details, please refer to the Detailed Report

Policing Practices



Officers must select **one** race category based on their **perception** of an individual, as outlined in [Ontario's Anti-Racism Data Standards](#): Black, East/Southeast Asian, Indigenous, Latino, Middle Eastern, South Asian, or White.

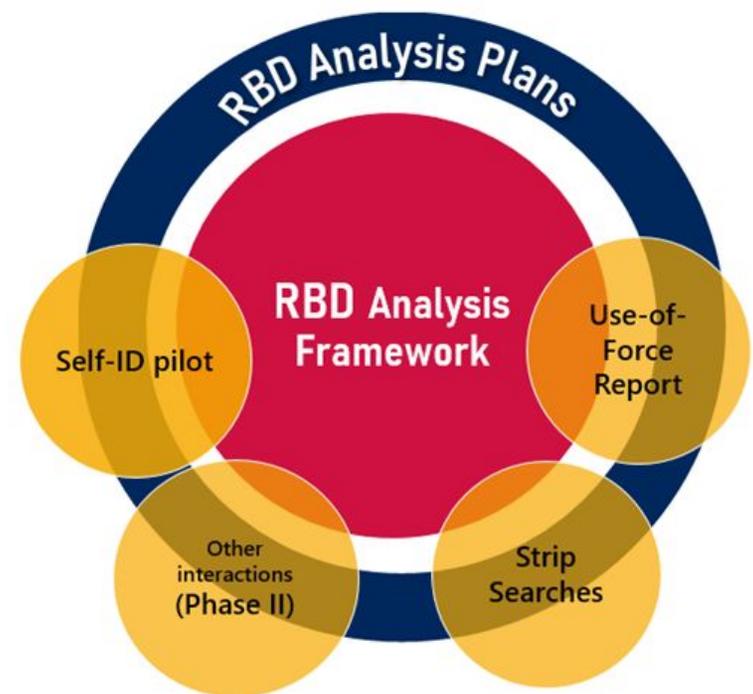
Phase 1 commenced in Jan 2020 with the collection of race perception data for Use of Force and Strip Search incidents

Phase 2 commenced in Jan 2021 with the collection of perception data in arrests, apprehensions, and youth diversion data

As the Strategy progresses, we will look to incorporate how members of the public can **self-report** their identities.

Before analysis, all personal information that could identify a member of the public, or an officer, is removed from the data.

Each phase of the data analysis is grounded in an analytical framework. This ensures that we apply similar analysis approaches to each interaction.



Measurement: Analysis Framework



Sound Methods

Methods used, including benchmarks, statistical models and techniques are based on best practices, and are explainable and transparent.

Centre Race

The analysis centers race and racial disparities, and where possible, how race intersects with other social identities such as gender, age, and mental health status in order to assess systemic racial disparities in policing outcomes.

Solution Oriented

Analyses are conducted in a manner that produces actionable insights and allows the Service to make evidence-based decisions to improve their policies, practices, and procedures.

Reflect Engagement

Involve those with operational expertise, as well as youth, racialized and Indigenous peoples with lived experiences to help us understand the data and interpret results.

Our data analysis framework guides us in a principled approach to meaningful analyses



Outcomes: Use of Force Reports

In 2020, there were 692,837 interactions with the public in response to 911 calls, traffic and pedestrian stops, and other enforcement activities. This resulted in 949 use of force incidents (0.2%).

Violent Calls for Service made up the largest group of Use of Force incidents.

Calls for Service consist of calls from the public in response to 911 and non-emergency requests for police service; Proactive Events consist of vehicle and subject stops, premise checks, compliance checks, etc.





Outcomes:

Key Findings – Use of Force

1. There were differences by race in use of force incidents showing distinct patterns for different race groups. Black, East/Southeast Asian, Middle Eastern and Latino people were over-represented in reported use of force incidents *compared to their presence in enforcement action population*.
2. Officers may use multiple use of force options in an attempt to deescalate an incident. There were differences by race in highest types of force used by officers in an incident.
3. Differences by race remained in incidents after taking into account weapons, calls for service *that result in an enforcement action*, and frequency of recent involvement in enforcement actions.
4. There were differences across locations in use of force incident rates after taking into account crime rates and resident population.

For details on the outcomes, please refer to the Detailed Report



Outcomes: Strip Searches

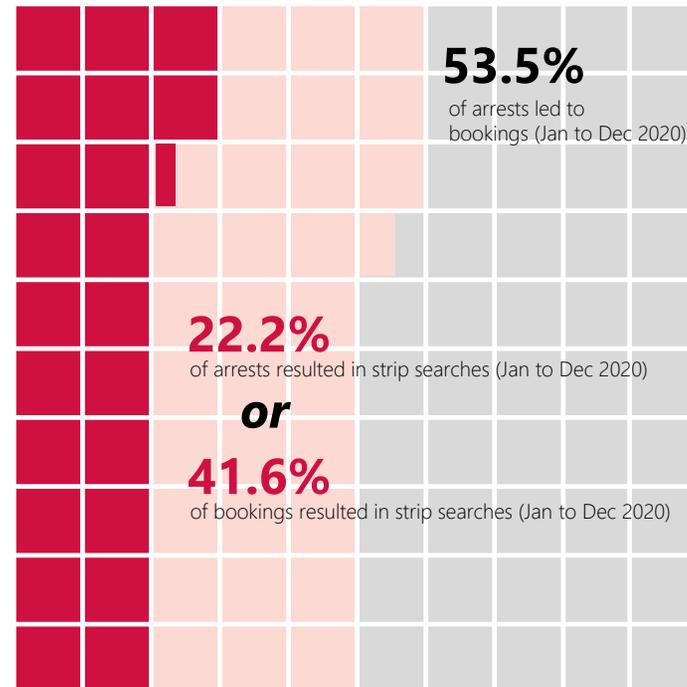
In 2020, there were **31,979** arrests made by the Toronto Police Service (an individual may be arrested more than once in a year)

leading to

17,096 bookings of persons into custody (an individual may be booked more than once in a year)

that resulted in

7,114 strip searches (an individual may be strip searched more than once in a year).



■ = 1 %



Outcomes

Key Findings: Strip Searches

1. Strip search rates varied throughout the year and dropped significantly following changes in policy and procedures.
2. There were differences by race in strip search rates which were reduced following the changes in policy and procedure.
3. There were differences by race after accounting for repeat arrests, including drug-related and weapons offences.
4. There were differences across arrest locations by Division in strip searches conducted in 2020.

For details on the outcomes, please refer to the Detailed Report



Reflect & Engage: Approach to Analysis

We took a community and member-led approach to help guide the analysis and understand the findings.

Once initial analysis was conducted, we collected the questions, insights, and theories that were put forward during engagements and turned them into questions & hypotheses to examine.



Reflect & Engage: What We Heard

Actions

- Identify areas of accountability for officers
- Ensure the data is entered properly
- Identify what we are doing to address this but take a community approach towards developing additional solutions

Deeper Analysis

- Guided analysis and testing perspectives on the data to answer questions
- Indigenous experiences in Toronto are distinct from Black & other racialized groups
- Incorporate other data and context that reflect the daily operations of policing

Acknowledge

- The role of the Service in the strained relations with communities
- History of calls to action
- Psychological trauma from all levels of use of force
- The work the Service is currently doing

Communicate

- Deliver this information in a way that communities understand

We engaged with the RBDC Community Advisory Panel, the Anti-Racism Advisory Panel, PACER, our Members, the Wellesley Institute, and Academic Partners to help guide our analysis

Take Action



We have identified **38** actions to address the outcomes in Use of Force and Strip Searches addressed this report.

These actions are one part of our commitment to reduce disparate outcomes.

They are in line with recommendations identified in the 81 Recommendations for Police Reform and other recommendations by the Anti Racism Advisory Panel (ARAP), Mental Health & Addictions Advisory Panel (MHAAP), and the Police and Community Engagement Review (PACER).

A list of actions can be found appended to the Detailed Report



Driving Change

Listening & Understanding

- Sit with Black, Indigenous, and racialized communities to understand the results and the path forward together

Monitoring

- Revise the Officer Performance Report to measure more community service
- Develop a post-interaction survey to gather public feedback on interactions
- Progress dashboard for implementation of the 38 recommendations

Procedures & Workflow

- Mandatory review of video for all use of force incidents
- Mandatory supervisory debrief of use of force incidents for probationary officers
 - Measure race-based data in other interactions

Governance

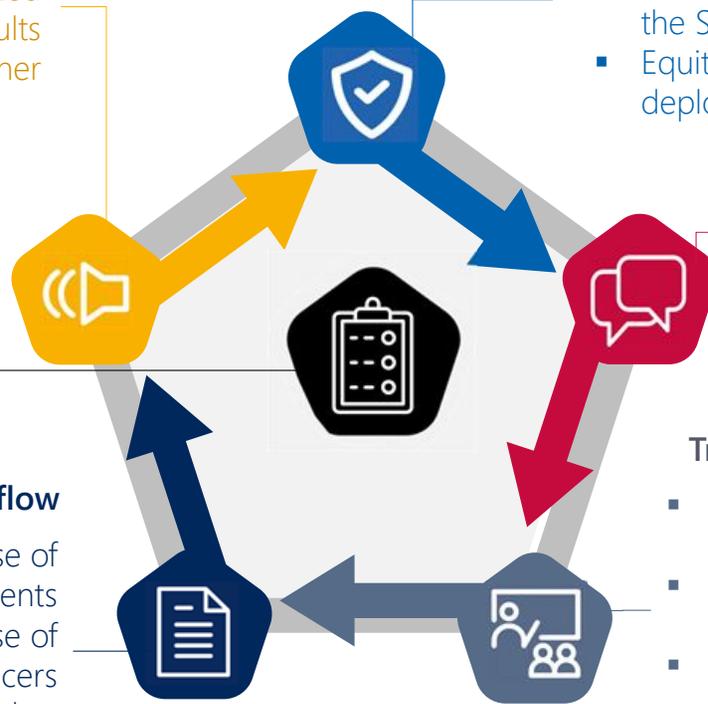
- Review use of force reports & strip searches at the Staff Superintendent level
- Equity assessments of projects and deployments

Communication

- Publish use of force analytics online
- Publish strip search data online

Training

- Revise police training in collaboration with community to be more community informed
- Provide Adverse Childhood Experience training to all officers
- Revise Coach Officer training to include an understanding of the unique needs of diverse communities



A full list of actions can be found appended to the Detailed Report



The Road Ahead: Next Steps

Town Halls (June to September)

- Engage and collaborate with Black, Indigenous and racialized groups on actions
- Report Back (similar to In Communities Words Report, 2020)

Indigenous Experience is different from other racialized groups

- Engage to develop a separate Indigenous-specific report

Academic Reports & Open Data (Strip Search): September

- Led by foundational background report
- Use of Force & Strip Searches – methodology and all analysis

Multi-Year Analysis on Use of Force and Strip Searches

- To assess the impact of the changes we are making

Phase II Analysis

- Analyzing arrests, apprehensions & diversions

Collection of Self-Identification Data & Addition of Other Interactions

- Addition of Self-ID Data and other police interactions to the Strategy

Questions?

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Race & Identity Based Data Collection Strategy

Understanding Use of Force &
Strip Searches in 2020

Detailed Report

Toronto Police Service

June 2022



The Toronto Police Service has been on a journey of transformation that is anchored in the principles of diversity, equity, inclusion, transparency and fairness. This is part of our commitment to comprehensive police reform and internal culture change.

We are building these principles into all aspects of the Service to help repair community trust and commit to our members that the Service is a safe, bias-free and inclusive place to work.

A key part of the Service's Commitment to Equity and Transparency is the *Race & Identity Based Data Collection Strategy*.



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Timeline: Calls for Action
(see Appendix B for more detail)

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Systemic racism and discrimination exist across all Canadian institutions, including law enforcement, and it requires a cross-sector approach.

We recognize that race-based data has been misused by the Toronto Police Service in the past. We will use the data to help us work more deeply with communities.

The Year that Was

On January 1, 2020, all police services in Ontario began collecting race data in provincial use of force reports. New procedures and training were introduced to members to help them understand the RBDC Strategy and its purpose in eliminating systemic racism and advancing racial equity.

We recognize that 2020 was unique from other years, but this data serves as a baseline to help us understand our progress going forward. The issues we are addressing – anti-Black racism, policing, accountability and reform – remain as relevant as ever for the citizens of Toronto. The changes we are making are a reflection of the priorities highlighted in the feedback we received from thousands of Torontonians.

Moving Forward Together

From focus groups to town hall meetings, we heard from communities about what it will take to earn their trust.

We will use this data, with community and member input, to identify what is driving disparities and to develop meaningful solutions.

Data will not be used to further stigmatize communities or to deepen the divide that already exists.

We are motivated to make cultural and systemic change, and to be better for our communities.

Race Based Data Collection Policy

In accordance with the Ontario's *Anti-Racism Act (2017)*, public sectors in Ontario are required to collect race-based data. All police services in Ontario began collecting officers' perception of race in Use of Force reports starting in 2020. We expanded this scope to include race data collection for persons strip searched, in response to the Office of the Independent Police Review Director's report: *Breaking the Golden Rule: A Review of Police Strip Searches in Ontario*.

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The Board's Policy states that this Strategy shall not result in the stigmatization of communities or be used to identify Service members.

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Approach

Our approach is in line with police reforms currently being implemented, including the Toronto Police Services Board's *81 Recommendations for Police Reform* and the recommendations outlined in The Independent Civilian Review into Missing Person Investigations Report: *Missing & Missed*.

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The analysis is led by external and internal subject matter experts in race data, equity, police data, and informed by engagement. Findings of racial disparities on their own do not tell us how, why, or where they exist. We are using our internal data like never before to better understand uses of force and strip searches. Our approach to analysis is a cycle, not a linear process. It takes into account the fact that decisions to use force or to search a person are made in situations that are unique, complex, and fluid.

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The Strategy is informed through engagement from the Community Advisory Panel that includes 12 diverse residents from Black, Indigenous and other racialized communities, as well as youth representatives. The members bring expertise in community organizing, academic, and social services.

Independent Review

To ensure our work is transparent, the analysis process, practices, and findings are independently reviewed by Dr. Lorne Foster and Dr. Les Jacobs, leading experts in Race & Identity Based Data Collection and Analysis with a human rights lens.

Analysis to Action Model: Roadmap to Equity



Policing Practices
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Roadmap to Equity

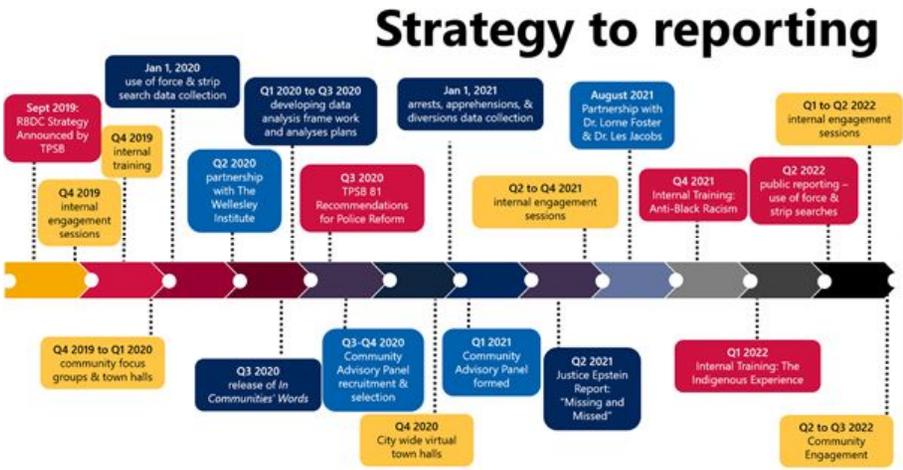


Stage

Process

Policing Processes	Identify Priority Interactions	We work with our partners and diverse communities to identify priority interactions, revise or create programs, policies and training and plan implementation for lasting impacts.
Measurement	Gather the Data	We cannot understand or change what we do not measure. In 2020, the Toronto Police Service began collecting race-based data in Use of Force & Strip Searches under the Race & Identity Based Data Strategy. In 2021, arrests, apprehensions, and diversions were added to the Strategy.
Outcomes	Analyze Data	The process of analyzing Use of Force & Strip Search data began in 2021. Analysis of arrests, apprehensions and diversions will start in 2022.
Reflect & Engage	Identify Root Causes	Engagement is at the heart of the Strategy. Throughout the Strategy, we engage with communities, the Community Advisory Panel, Members and academic partners to build trusted relationships needed to guide the Service. We work together to understand root causes to inform partnerships and be innovative and effective in making changes.
Take Action	Take Action & Evaluate	We have leveraged our data to better understand our impact, but data is only one part of this work. In our commitment to police reform we are undertaking systems and organizational culture change, including through our investment in Information Management and strategies led by the People & Culture pillar.

Strategy to Reporting



Timeline: Strategy to Reporting
(see Appendix B for more detail)

The findings in this report are based on data collected in 2020. They will serve as a baseline as we continue to work on subsequent analysis and releases to understand trends and changes over time.

Our analysis seeks to identify disproportionalities and areas for organizational change.

Throughout this process we worked with the Wellesley Institute, the RBDC Community Advisory Panel, Dr. Grace-Edward Galabuzi, and Dr. Lorne Foster and Dr. Les Jacobs, leading experts in race-based data analysis.

We conducted internal engagement sessions with our members and RBDC unit representatives, and delivered mandatory training to all members, uniform and civilian.

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- Outcomes

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Appendix C: Glossary of Terms

Reflect & Engage: Listening to Understand



Listening to Understand

Engagement is an integral part of the Race & Identity Based Data Strategy

From **October 2019 to February 2020**, we engaged in our largest engagement endeavour ever to raise awareness about this strategy and to gather public feedback.

We heard community voices through 69 focus groups and town halls involving 886 participants, and 197,000 social media engagement points.

In Communities' Words, a report back on what we heard, was published in 2020 and followed by additional virtual town halls in **December 2020** in partnership with community agencies throughout Toronto.



Listening to Understand

Engagement is an integral part of the Race & Identity Based Data Strategy

This work is a collective effort by units across the Service, from data collection to data analysis and dissemination. **Internal support** of the strategy starts with ensuring that our members are confident in the direction we are taking and equipped to lead the change.

Starting in **December 2019 and throughout 2020**, we conducted in person and on-line mandatory member training on the strategy and data collection. In **2020 and throughout summer 2021**, the Service conducted internal member engagements to help inform the data analysis process.



Listening to Understand

Engagement is an integral part of the Race & Identity Based Data Strategy

The Strategy's success depends on how well the voices and perspectives of diverse communities are heard, which is why we established a **Community Advisory Panel (CAP)** in **January 2021** to work alongside the Service.

The CAP includes 12 diverse residents from Black, Indigenous and other racialized communities, as well as youth representatives. The **members bring expertise in community organizing, academic, and social services.**



Listening to Understand

Engagement is an integral part of the Race & Identity Based Data Strategy

Partnerships with government agencies, human rights organizations, and academics are fundamental to an accountable and robust data analysis process leading to actionable insights.

In **April 2020**, the Service partnered with the **Wellesley Institute**, leading experts in human rights; and, in **August 2021**, partnered with **Dr. Lorne Foster** and **Dr. Les Jacobs**, experts in race & identity-based data analysis to review our processes and analysis.



What we Heard

Actions

- Identify areas of accountability for officers
- Ensure the data is entered properly
- Identify what we are doing to address outcomes but take a community approach towards developing additional solutions

Deeper Analysis

- Conduct guided analysis and testing perspectives on the data to answer questions
- Indigenous experiences in Toronto are distinct from Black & other racialized groups
- Incorporate other data and context that reflect the daily operations of policing

Acknowledge

- The role of the Service in the strained relations with communities
- History of calls to action
- Psychological trauma from all levels of use of force
- The work the Service is currently doing towards reform

Communicate

- Deliver this information in a way that communities understand

Throughout our engagements, we heard perspectives from communities, our members, and academic partners to help guide the analysis and action plans

Questions We Received

In addition to questions specific to Use of Force and Strip Searches, we heard general questions around the data, the analysis, and the Strategy.

Can we trust the data is being entered properly?

Does one stream of police interactions negatively impact some communities more than another?

Does this analysis look at the operational side of policing?

What about other outcomes for apprehensions and arrests?

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Appendix A: Action Plan

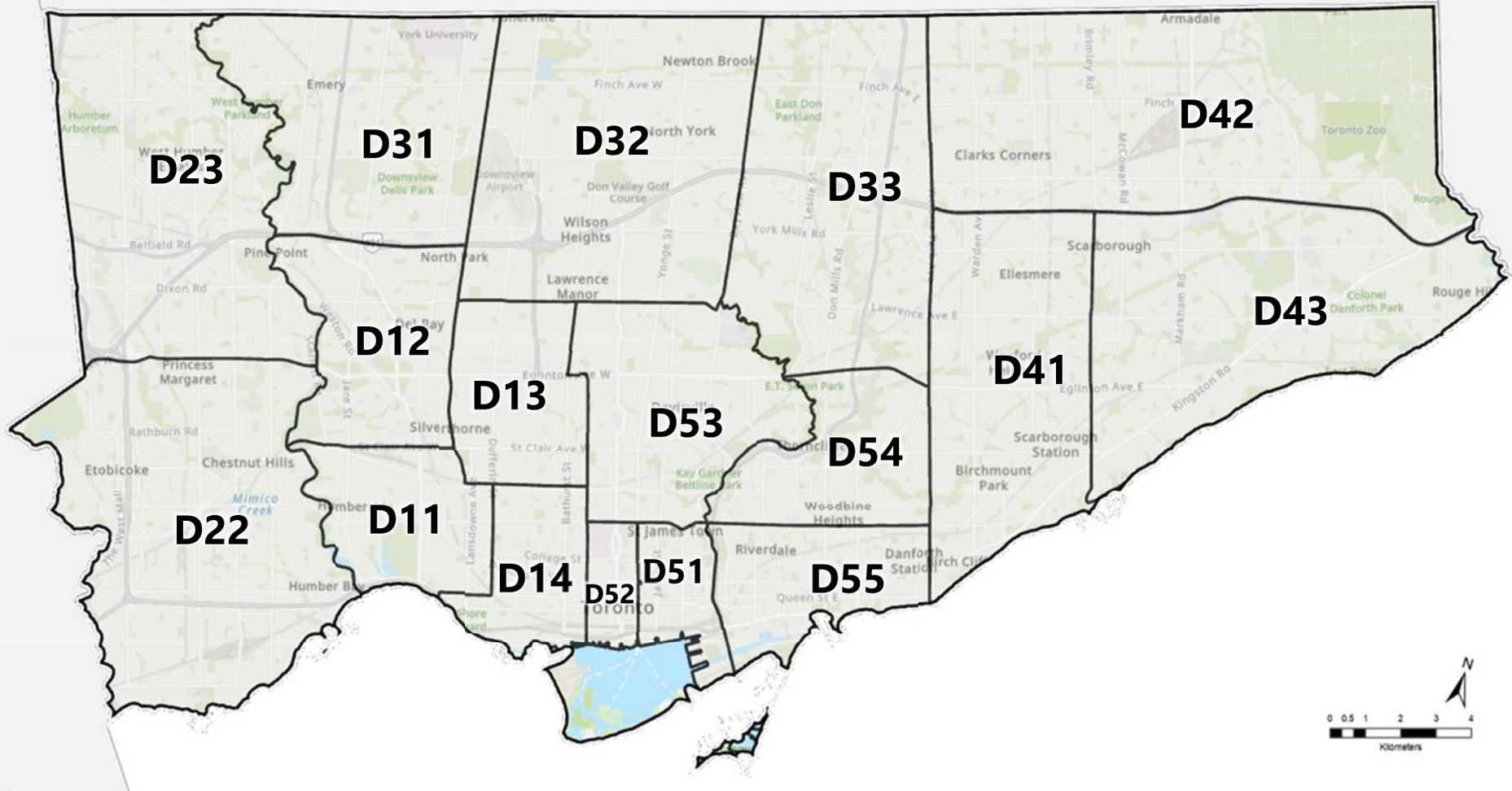
Appendix B: Process Maps

Appendix C: Glossary of Terms



Policing Practices: All Interactions

City of Toronto: Toronto Police Divisions



Policing Practices: How Policing Is Perceived



Image: How Policing is Thought Of

People often think of policing as a linear process starting with a call for service and ending with an arrest or release, but it is more complex.

There are many ways an interaction may start: a call to 911 or the non-emergency line, a proactive interaction, investigative activities, community feedback, compliance checks, or public gatherings.



Image: How Policing is Thought of (Expanded)

See Appendix B for more detail on each image to see how policing is thought of and how interactions with police may begin.

Policing Practices: All Interactions, Use of Force, and Search of Persons

The images below show the complexity of police interactions, initiating events, and where uses of force and search of persons occur on the interactions map.

See Appendix B for more detail of each Interaction Map.

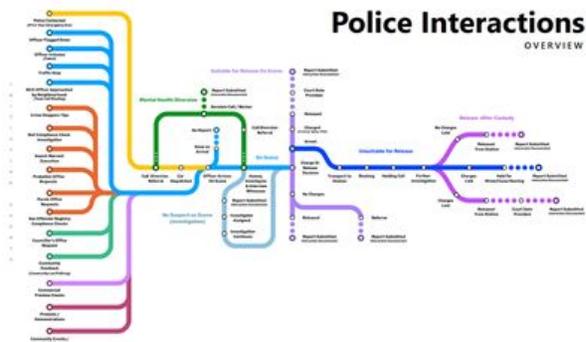


Image: Police Interactions

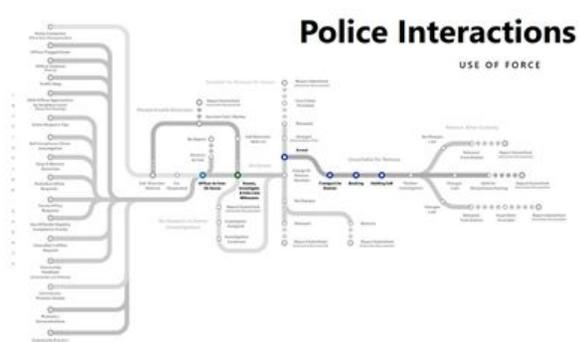


Image: Police Interactions & Use of Force

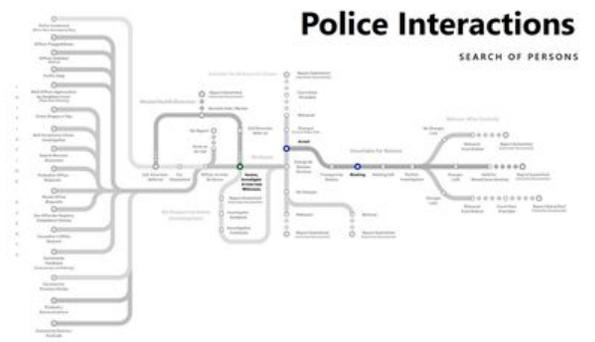


Image: Police Interactions & Search of Persons

Policing Practices & Race-Based Data

Officers must select **one** race category based on their **perception** of an individual, as outlined in *Ontario's Anti-Racism Data Standards*: Black, East/Southeast Asian, Indigenous, Latino, Middle Eastern, South Asian, or White.

Phase 1 commenced in Jan 2020 with the collection of race perception data for Use of Force and Strip Search incidents

Phase 2 commenced in Jan 2021 with the collection of perception data in arrests, apprehensions, and youth diversion data

As the Strategy progresses, we will look to incorporate how members of the public can **self-report** their identities.

Before analysis, all personal information that could identify a member of the public, or an officer, is removed from the data.

Each phase of the data analysis is grounded in an analytical framework. This ensures that we apply similar analysis approaches to each interaction.

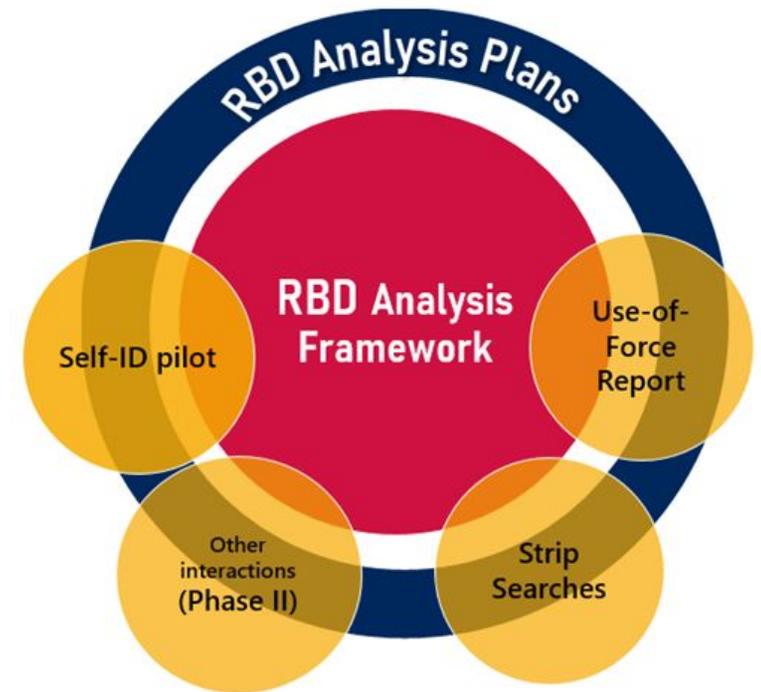


Image: RBD Analysis Framework



Race-Based Data Collection & Analysis Framework

Sound Methods

Methods used, including benchmarks, statistical models and techniques are based on best practices, and are explainable and transparent.

Centre Race

The analysis centers race and racial disparities, and where possible, how race intersects with other social identities such as gender, age, and mental health status in order to assess systemic racial disparities in policing outcomes.

Solution Oriented

Analyses are conducted in a manner that produces actionable insights and allows the Service to make evidence-based decisions to improve their policies, practices, and procedures.

Reflect Engagement

Involve those with operational expertise, as well as youth, racialized and Indigenous peoples with lived experiences to help us understand the data and interpret results.

Our data analysis framework guides us in a principled approach to meaningful analyses

Data Considerations

1. The level of analyses are incidents of reported use of force. If an incident involves people perceived as a different race from each other, it is categorized as “multiple race group”.
2. The small number of use of force incidents limits how finely we can cut the data.
3. Challenges with the provincial use of force report limits understanding of the dynamic contexts for uses of force. Connecting use of force with occurrence data expands our capability to explore deeper questions.
4. We were able to connect 889 (93.7%) Use of Force incidents to general occurrence data. Unconnected reports were due to data entry errors or locked occurrences (i.e. serious ongoing criminal investigations).
5. To understand the nature of incidents before and after officers arrive on the scene, we gathered dispatcher information (Calls for Service) as well as information recorded by officers. Calls for Service and primary offence/incident types are categorized in groups to identify meaningful trends.
6. The unit for spatial analysis is occurrence location that resulted in a use of force incident (for use of force analysis); and, arrest location (for strip search analysis).

This section explores Use of Force Reporting from Jan 1 to Dec 31, 2020.

It includes:

- Key Concepts
- A Background of Use of Force
- Use of Force Findings

Use of Force



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Policing Practices: Use of Force

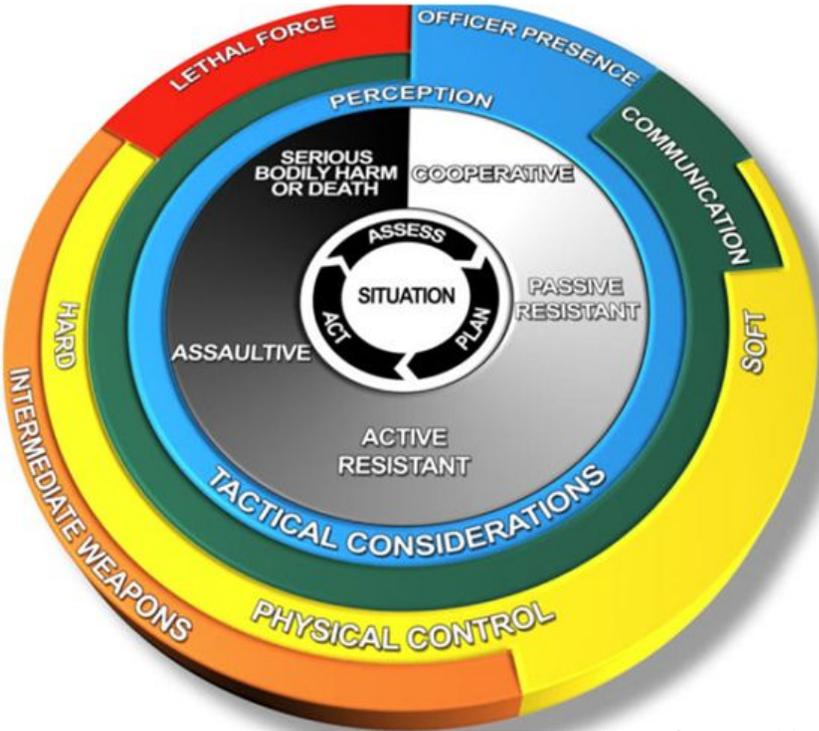


Ontario Use of Force Model

The Toronto Police Service places the highest value on the protection of life and the safety of its members and the public, with a greater regard for human life than the protection of property.

Officers use the Ontario Use of Force model to **continuously assess the situation** and select the **most reasonable option** for those circumstances as perceived at that point in time.

Members of the Service have a responsibility to only use force which is reasonably necessary to bring an incident under control effectively and safely. **Service Procedure 15-01** governs the use of force by officers.



(Ontario Use of Force Model)

See Toronto Police Service Procedure 15-01 Use of Force along with associated appendices for more information:
<http://www.torontopolice.on.ca/procedures/index.php>

Use of Force Reporting

Police Services are required to submit a **Use of Force Report** to the Ministry of the Solicitor General whenever an officer:

Team reports, animal dispatches & accidental firearm discharges in a police facility are not included in this analysis

Medical Attention

Uses physical force that results in medical attention (ambulance or Hospital)

Firearms & CEW

Draws, points, or discharges a firearm in public; or demonstrates force with a CEW (taser)

Other Weapons

Uses a weapon other than a firearm or CEW, such as an impact weapon (baton), aerosol spray (pepper spray), or a police service dog or horse that comes into contact with a person

Required regardless of level of injuries

Collected Information

The Use of Force Report is a mandated form by the Ministry of the Solicitor General.

The Use of Force Report captures information about the interaction, including the type of incident officers responded to, the type of force used, if a weapon was perceived, and level of injuries.

Under the *Ontario Anti-Racism Act, 2017* and its regulation, the Ministry of the Solicitor General added **race** to the Use of Force Report form.

Ontario  Ministry of the Solicitor General **Use of Force Report**
Police Services Act

Fields marked with an asterisk (*) are mandatory. Check more than one box in each section, where appropriate.

Police Service * _____ Location Code (if applicable) _____

Part A

Date (yyyy/mm/dd) * _____ Time Incident Commenced (24 hour) * _____ Time Incident Terminated (24 hour) * _____

Report Type *
 Individual Length of Service (years completed) _____ Rank _____
 Team Type of Team _____ Number of Police Officers Involved _____

Type of Assignment *
 Drugs Foot Patrol General Patrol Investigation Off-duty Traffic
 Other (specify) _____

Type of Incident *
 Alarm Break and Enter Domestic Disturbance Homicide Other Disturbance
 Robbery Serious Injury Suspicious Person Traffic Weapons Call
 Other (specify) _____

Police Presence at Time of Incident * **Attire *** **Number of Subject(s) Involved in Incident ***
 Alone Civilian Clothes Animal/No subject (e.g., unintentional discharge)
 Police Assisted (specify #) _____ Uniform _____ One Two Three Other (specify #) _____

Perceived Subject Race * **Type of Force Used ***
 What race category best describes the subject(s)? (Select only one per subject) (include all options used during incident and rank in sequence of use)

	Rank			Was Force Effective?	
	1	2	3	Yes	No
Black	<input type="checkbox"/>				
East/Southeast Asian	<input type="checkbox"/>				
Indigenous	<input type="checkbox"/>				
Latino	<input type="checkbox"/>				
Middle Eastern	<input type="checkbox"/>				
South Asian	<input type="checkbox"/>				
White	<input type="checkbox"/>				

Aerosol Weapon _____ Empty Hand Techniques – Hard _____ Empty Hand Techniques – Soft _____
 Firearm – discharged _____ Firearm – pointed at person _____ Handgun – drawn _____
 Impact Weapon – Hard _____ Impact Weapon – Soft _____
 Other (e.g., conducted energy weapon, less lethal shotgun, "ARWEN") (specify) ▼ _____

Reason for Use of Force *
 Accidental Destroy an Animal Effect Arrest Prevent Commission of Offence Prevent Escape
 Protect Public Protect Self Other (specify) _____

Type of Firearm Used (if applicable) **Distance * (between you and subject/animal at the time the decision was made to use force)**

	Number of Rounds Discharged	Animal		
		1	2	3
<input type="checkbox"/> Revolver _____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Rifle _____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Semi-automatic _____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Shotgun _____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Other (specify) ▼ _____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Less than 2 metres
 2 to 3 metres
 3 to 5 metres
 5 to 7 metres
 7 to 10 metres
 Greater than 10 metres

Use of Force & Accountability

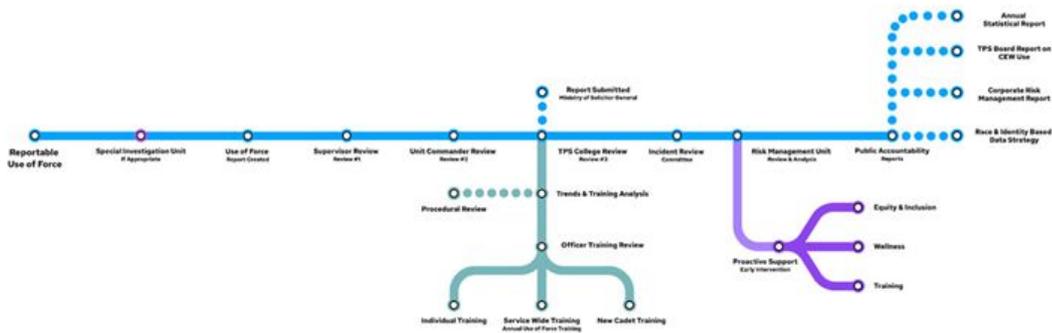


Image: Use of Force & Accountability
(see Appendix B for more detail)

The Use of Force Report form undergoes several internal check points to ensure that data is recorded in accordance with legislation.

Following checks by divisional supervisors and Unit Commanders, the form is reviewed by the Training Analyst at the Toronto Police College who identifies trends within uses of force to augment mandatory annual officer training.

The data is then entered into the Service's Professional Standard Information System. Through this system, the Early Intervention program identifies performance patterns that require intervention before it results in misconduct or degrades a member's health and wellness.

Use of Force & Weapons

In some situations, use of force may be necessary to protect members of the public and officers in incidents that may involve weapons, such as **responding to violent calls for service** or where **officers perceived weapons were present**.



Officers may be dispatched and respond to incidents as a result of a 911 call for service. Dispatchers must describe and record the nature of the type of call for service.

A **weapon** is any thing used, designed to be used, or intended for use in causing death or injury to any person, or for the purpose of threatening or intimidating any person.*

Weapons include, but are not limited to, firearms, sharp objects, and blunt instruments.

* <https://laws-lois.justice.gc.ca/eng/acts/c-46/page-1.html>

Highest Type of Force Used

Reporting officers may use more than one type of force to de-escalate a dynamic incident.

For this analysis, types of force were categorized from lowest (**physical or other type of force**), intermediate (**less than lethal force**) and (**handgun drawn**) to highest (**firearms pointed or discharged**), across all officers involved in the same incident.

* Reporting officers may use more than one type of force in an incident and more than one officer may be involved in an incident. Types of force are categorized across all officers involved in the same incident.

Types of force used can include one or more of:

- Aerosol Spray (OC/pepper spray)
- Impact Weapon (expandable baton)
- Police animal (dog, horse)
- Empty Hand Techniques (strike)
- Conducted Energy Weapon ("Taser")
- Less lethal shotgun (bean bag round)
- Handgun Drawn
- Firearm Pointed
- Firearm Discharged

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Measurement: Use of Force



Key Concepts

Perceived Race	An officer's perception of a person's race at the time of decision to use force. If the officer did not see the person, they must describe the circumstances in a text box to explain why (i.e., the person was covered, got away, etc.)
Disproportionality	The proportion of a race group that is greater than (over-representation) or is less than (under-representation) their presence in the benchmark population
Benchmark	A point of reference against which outcomes can be compared, assessed, or measured
Resident Population	The population of Toronto, broken down by race group, based on 2020 projections by <i>Environics Analytics</i>
Enforcement Action	For the purposes of the analyses, incident reports of arrests resulting in charges (including released at scene) or released without charges; <i>Provincial Offences Act</i> Part III tickets; summons; cautions; diversions; apprehensions, and those with role type "subject" or "suspect"
Multiple Race Group	A derived variable where a use of force incident involved more than one person and people were perceived as different races from each other.
Use of Force Rate	The percentage of enforcement action incidents that are associated with a reportable use of force
Highest Type of Force	The highest level of force used across all officers in an incident
Call for Service Type	An emergency or non-emergency call for police service that results in an enforcement action. The type describes the nature of the call based on initial information provided to the Communications Operator – for the purposes of this analysis we have grouped them into categories
Primary Offence	The description of a general occurrence, as determined by the police officer. Categories are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved.

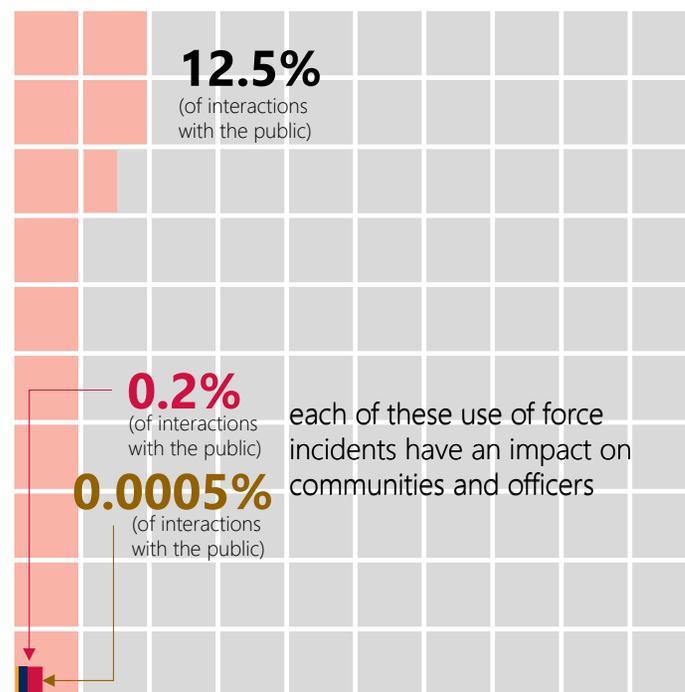
Use of Force Reports: By the Numbers

In 2020, there were **692,837** interactions with the public in response to 911 calls, traffic and pedestrian stops, and other policing activities

leading to 86,520 enforcement actions* *and*

949 reportable use of force incidents involving 1,224 members of the public (a use of force report may involve more than one officer & more than one member of the public)

of which in **371** incidents firearms were pointed in **4** incidents firearms were discharged and in 2 incidents injuries were fatal



■ = 1 %

* **enforcement action** includes incident reports of arrests resulting in charges (including released at scene) or released without charges; Provincial Offences Act Part III tickets; summons; cautions; diversions; apprehensions, and those with role type "subject" or "suspect"

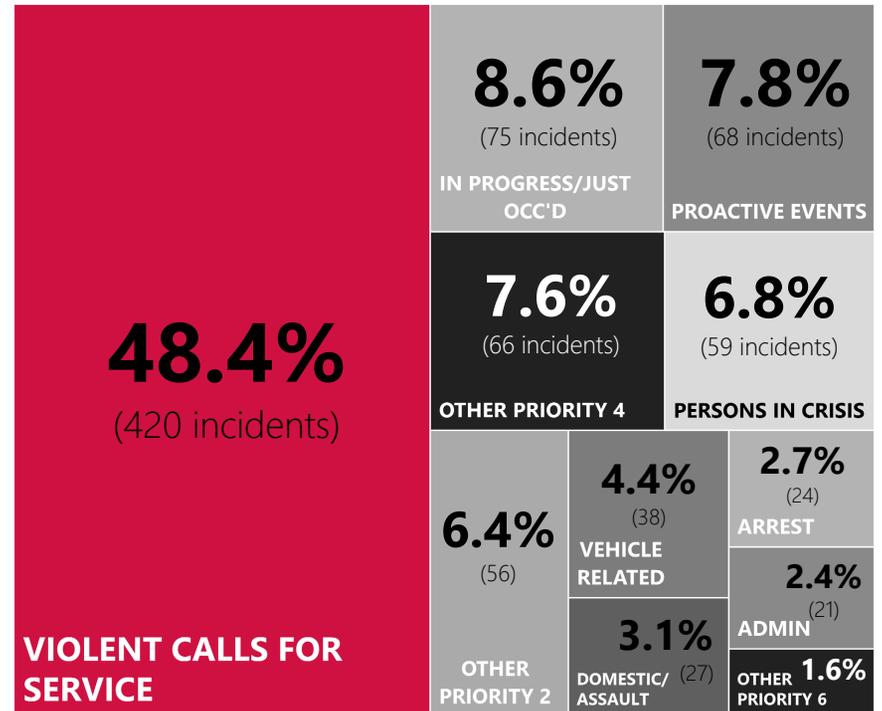
Use of Force Reports: Association to Proactive Events and Calls for Service

Of the 949 reportable use of force incidents, we were able to collect calls for service information for 868 (91.5%) of them.

Violent Calls for Service made up the largest group of reported Use of Force incidents.

Calls for Service consist of calls from the public in response to 911 and non-emergency requests for police service that resulted in an enforcement action:

- Proactive Events consist of vehicle and subject stops, premise checks, compliance checks, etc.
- Violent Calls for Service include: assault in progress, assault just occurred, assist P.C., homicide, person with a gun, person with a knife, robbery, sexual assault, child sexual assault, shooting, sound of gunshots, stabbing, unknown trouble, wounding, assault, and fight
- See Appendix for Definitions of Calls for Service Groupings.



VIOLENT CALLS FOR SERVICE

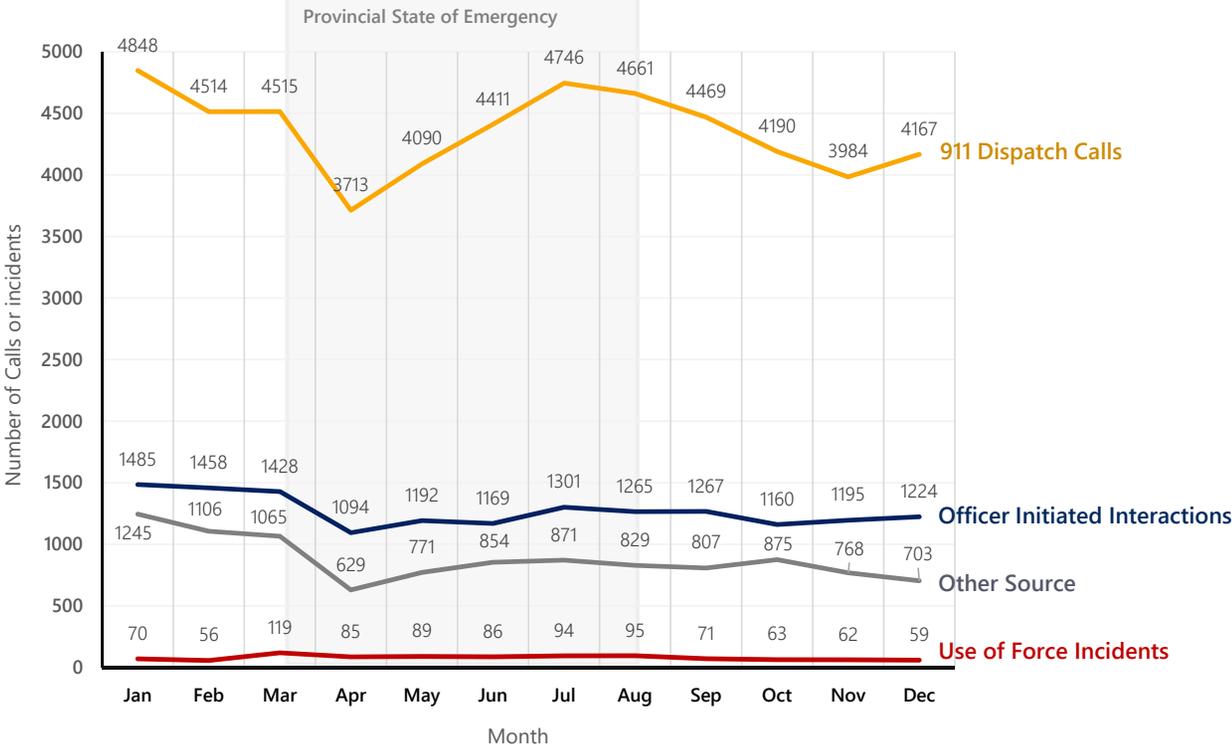
Use of Force Reports: Relationship to Enforcement Actions

To look at relationships between use of force incidents and enforcement actions by dispatched calls and officer initiated interactions.

Enforcement Actions are made up of:

- **60.5%** Dispatched calls for service (i.e., 911 & non-emergency calls)
- **18%** proactive policing (officer initiated i.e., vehicle and subject stops, compliance checks, etc.)

1.1% of enforcement actions are associated with a reported use of force incident



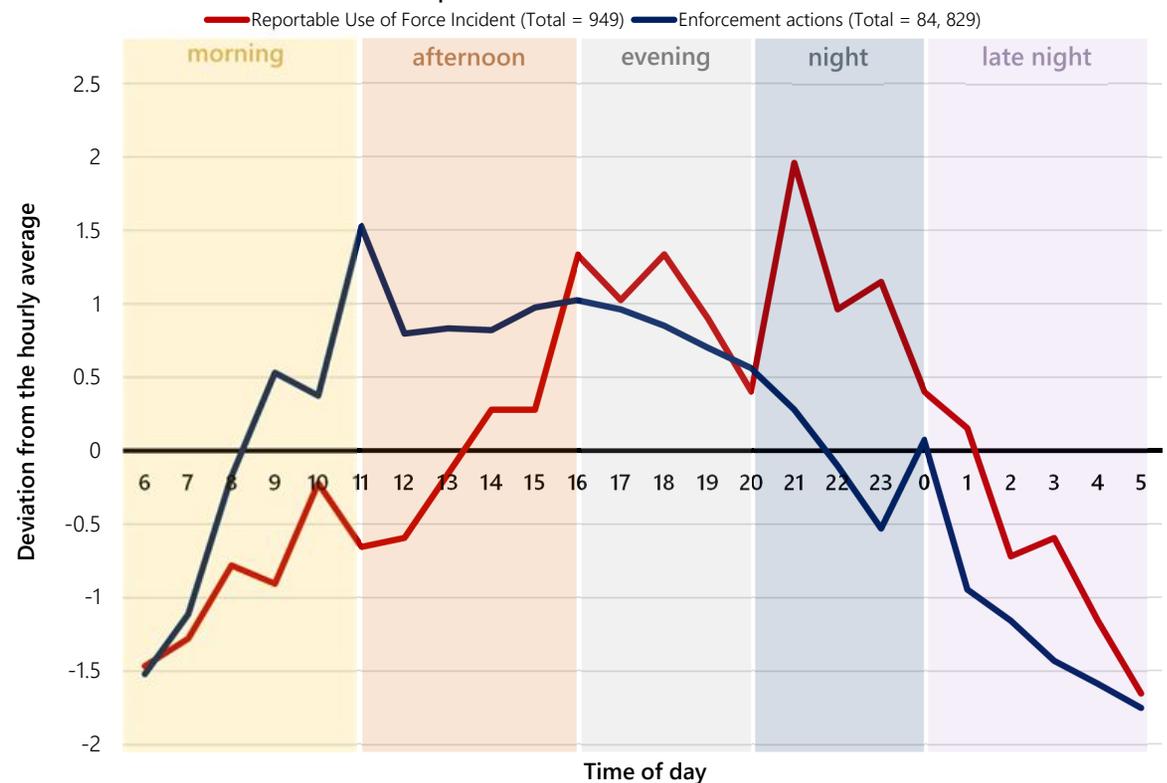
Use of Force Reports: Relationship to Time of Day

To look at relationships between enforcement actions and reported use of force incidents at different times of the day.

Enforcement actions and use of force incidents varied by time of day and peaked at different times.

Use of Force incidents tend to be **higher than average between 5PM and 2AM, peaking around 9PM.**

Reportable use of force incidents were more likely to occur in the evening and night, compared to enforcement actions



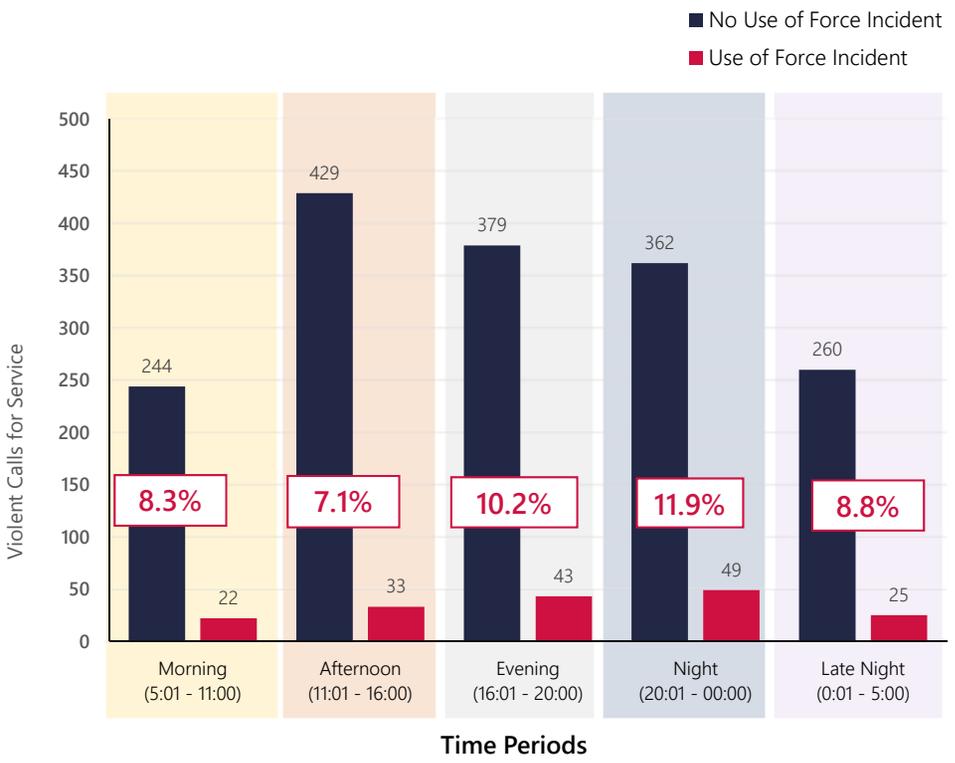
Use of Force Reports: Relationship to Violent Calls for Service

To look at relationships between the time of day of violent calls for service involving weapons and reported use of force incidents.

Enforcement actions related to **Violent calls for service involving weapons** were more likely to occur between afternoon and late night.

Use of force was **more likely** for violent calls for service involving weapons that occurred in the evening (10.2%) and night-time (11.9%).

Enforcement actions related to violent calls for service involving weapons includes: Person with a gun, person with a knife, shooting, sound of shotgun, stabbing, and wounding.



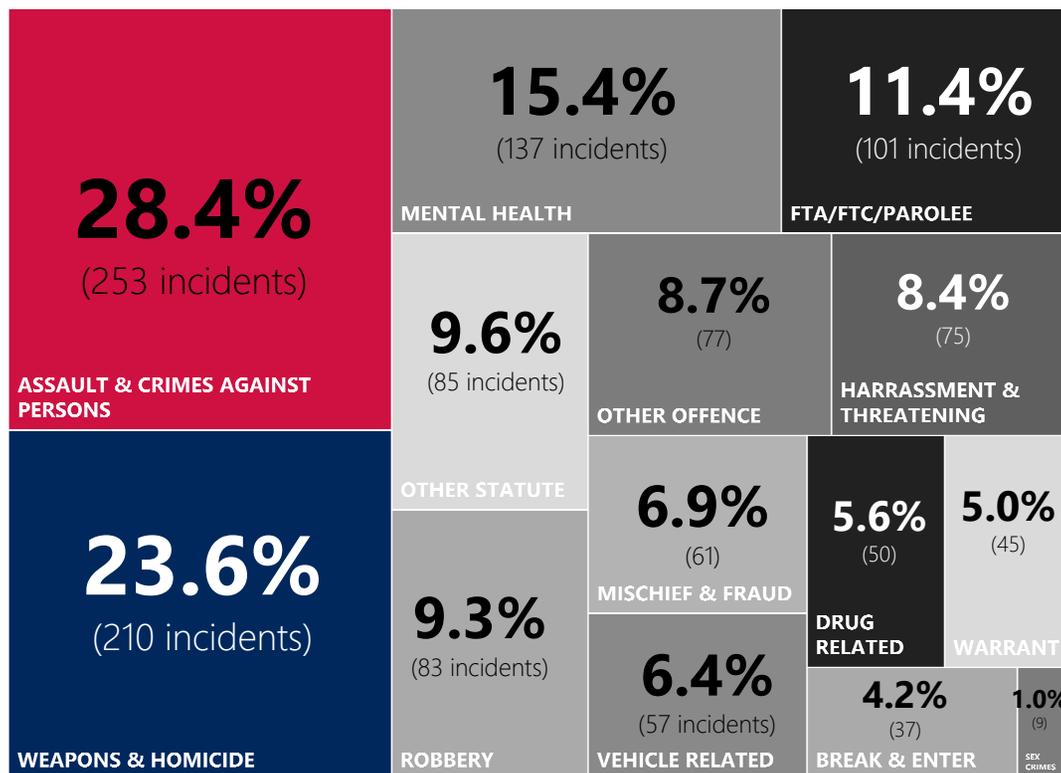
Use of Force Reports: Association to General Occurrence Reports

Of the 949 reportable uses of force incidents, we were able to get general occurrence information for 889 (93.6%) of them.*

Occurrences for **Assaults & Crimes against Persons** and **Weapons & Homicide** made up the largest groupings of Use of Force incidents

Primary Offence is the description of a general occurrence, as determined by the police officer. Categories are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved.

- See Appendix for the occurrences within each primary offence group
- Linkages were based on the general occurrence



* Each incident may involve more than one type of Primary Offence.

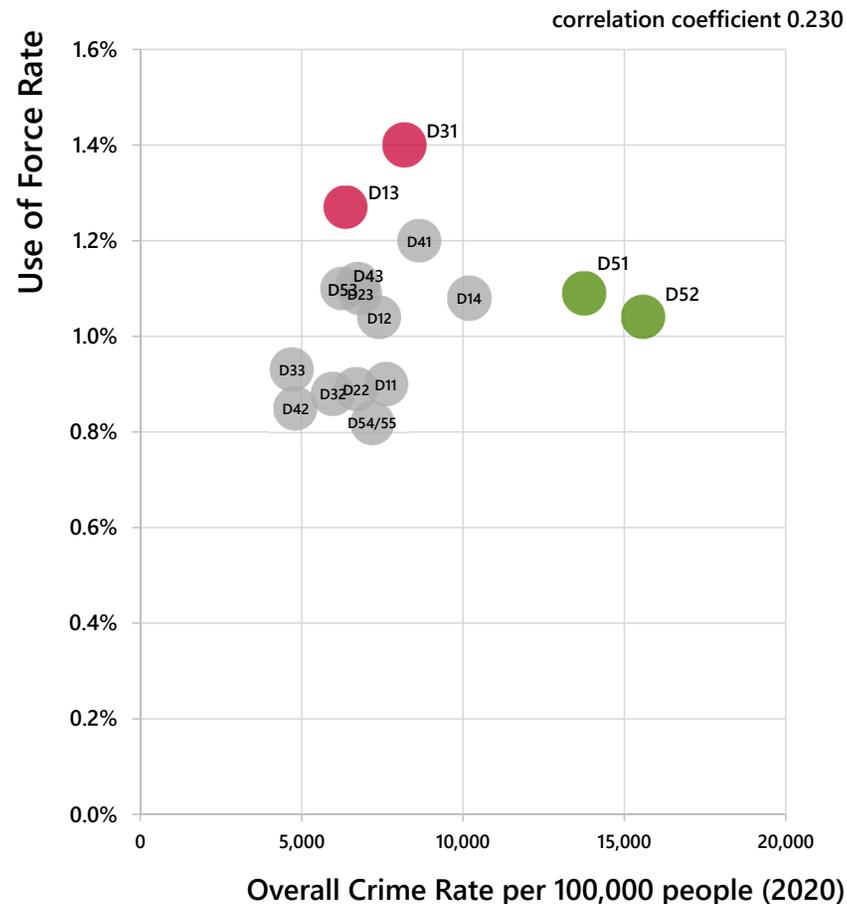
Use of Force: Relationship to Overall Crime Rate

The crime rate in a division may impact police use of force within that division.

Use of force incidents and crime rate usually increase or decrease together at the same time.

Some exceptions are the downtown Divisions **D51** and **D52**, that had **lower** use of force rates compared to other divisions with lower crime rates (i.e. D13, D31, D41).

D31 and **D13** showed higher use of force rates compared to other divisions with similar or higher crime rates (i.e. D41, D14, D51, D52).



Use of Force Rate is the percentage of enforcement action incidents that are associated with a use of force incident

Use of Force: Benchmarks

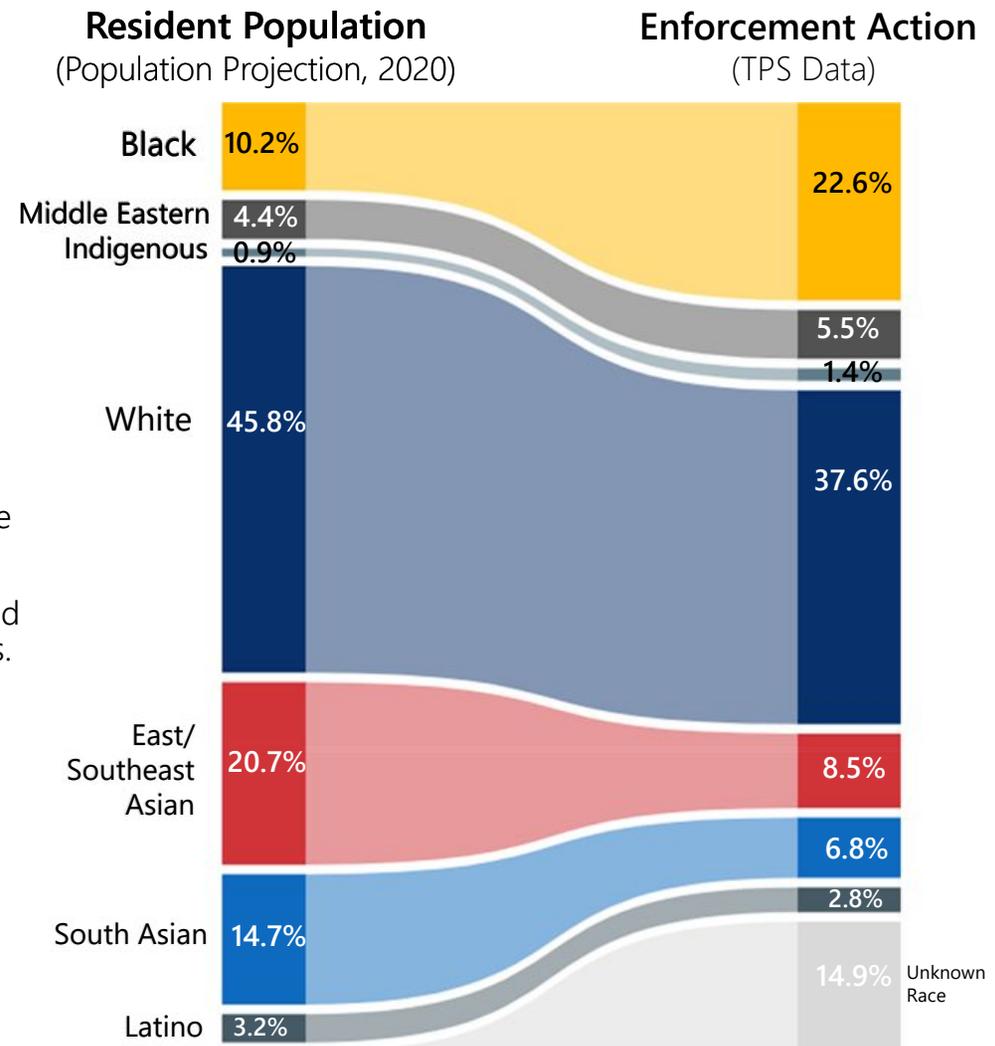
We looked at the resident population of Toronto compared to the number of people involved in enforcement actions. This helps us see if a group is over or under-represented in police contacts, prior to any potential use of force.

Rationale: In order to be subjected to a use of force, a person must first encounter police; therefore, Enforcement Action is the benchmark used for the analysis of Use of Force reporting.

The graph on the right shows the resident population compared to the presence of each race group in TPS Enforcement Actions.

Black People were **2.2x** **Over-represented in enforcement actions compared to their presence in Toronto**
 Indigenous People were **1.6x**
 Middle Eastern People were **1.3x**

*While a person may experience more than one enforcement action per year, for comparison to resident population, we counted unique individuals, as population counts one person, one time.



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Outcomes: Use of Force



Outcomes: Use of Force

1. There were differences by race in use of force incidents showing distinct patterns for different race groups. Black, East/Southeast Asian, Middle Eastern and Latino people were over-represented in reported use of force incidents *compared to their presence in the enforcement action population*.
2. Officers may use multiple use of force options in an attempt to deescalate an incident. There were differences by race in highest types of force used by officers in an incident.
3. Differences by race remained in incidents after taking into account weapons, calls for service *that result in an enforcement action*, and frequency of recent involvement in *enforcement actions*.
4. There were differences across locations in use of force incident rates after taking into account crime rates and resident population.

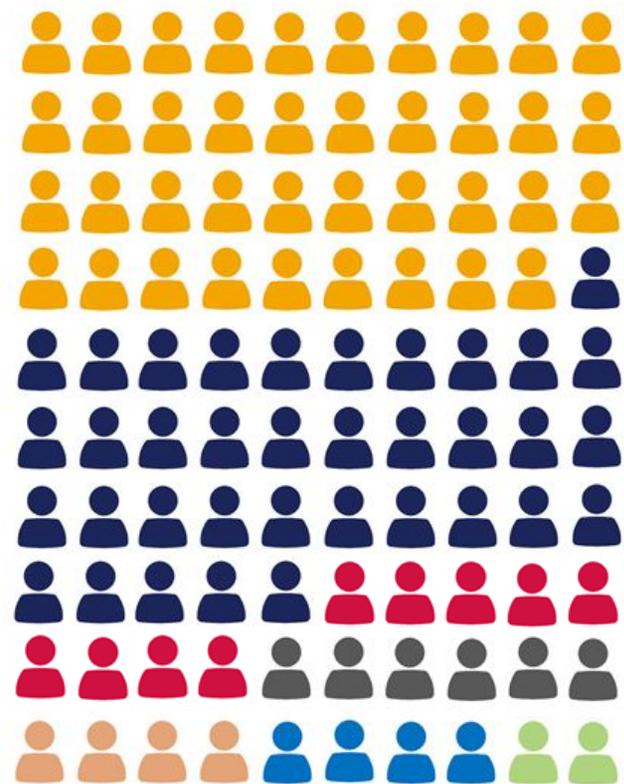
Finding #1a: There were differences in Use of Force by race

We looked at the number of people involved in reported use of force incidents by race.

In 2020, there were **1,224** members of the public involved in use of force incidents.

(a use of force report may involve more than one member of the public)

- 482** (39%) people were perceived as Black
- 442** (36%) people were perceived as White
- 104** (9%) people were perceived as East/Southeast Asian
- 72** (6%) people were perceived as Middle Eastern
- 49** (4%) people were perceived as Latino
- 49** (4%) people were perceived as South Asian
- 26** (2%) people were perceived as Indigenous



= 1 %*

*percentage rounded to the nearest whole number

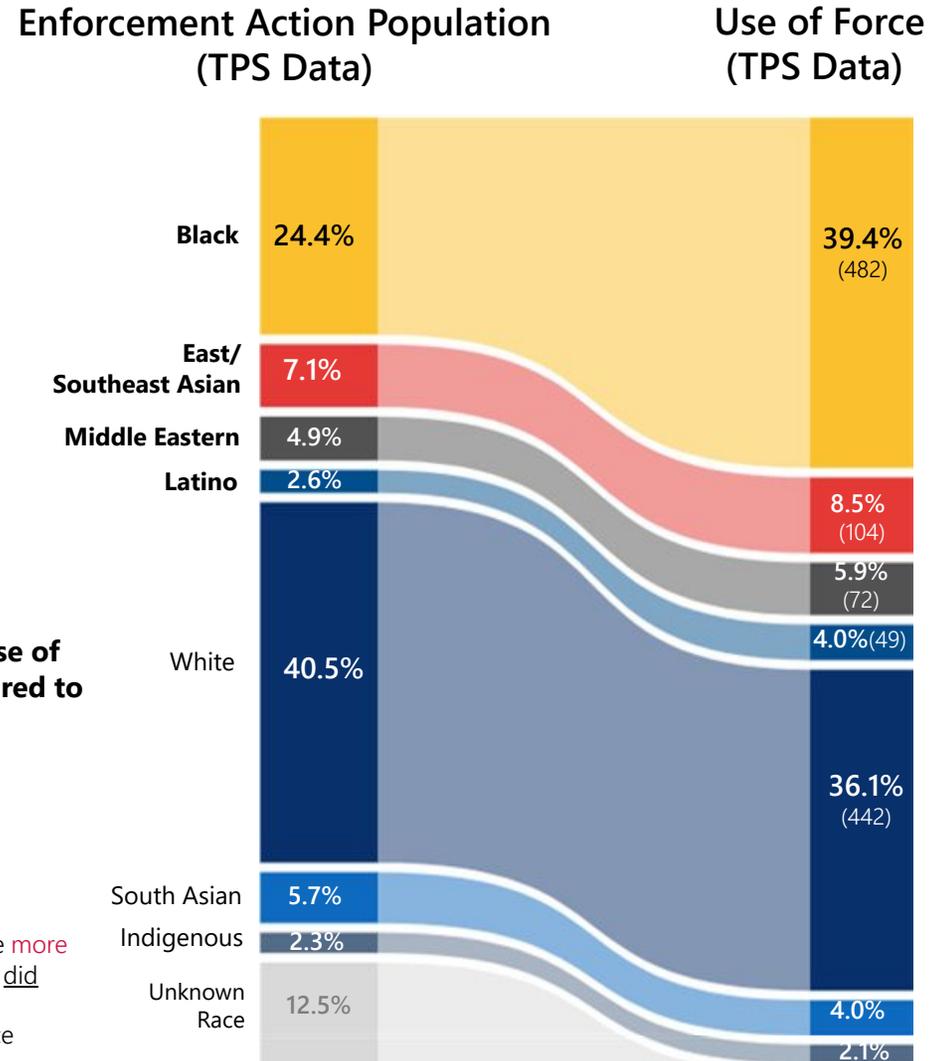
Finding #1b: There were differences in Use of Force by race

We looked at the number of people involved in use of force incidents compared to the group's population in enforcement actions. This helps us see to what extent a group may be over or under-represented in uses of force

The graph on the right shows the presence of each race group in Enforcement Action incidents compared to reported Use of Force incidents.

Black People were **1.6x** **over-represented in Use of Force incidents compared to their presence in enforcement action population**
 East/Southeast Asian People were **1.2x**
 Middle Eastern People were **1.2x**
 Latino People were **1.5x**

*A person may experience **more than** one enforcement action per year and may experience **more than** one reportable use of force. For comparison of enforcement action to use of force, we did not remove duplicate enforcement actions (as was done for the comparison to resident population). The Use of Force Report form does not allow us to know how many use of force incidents a specific member of the public was involved in, as it is anonymized.



Finding #1b: There were differences in Use of Force by race

A multiple benchmark approach lets us see the different outcomes in the police pathway for each race group. Identifying these patterns helps us to know where there may be opportunities for improvement to reduce use of force outcomes.

Each race group showed distinct data patterns. For example:

Indigenous People were over-represented in enforcement action **1.5x** their presence in Toronto, but were under-represented in use of force incidents **0.9x** (26 incidents) once they had an enforcement action. This data pattern may be characterized as **high contact, low conflict**.

Black People and **Middle Eastern People** were over-represented in enforcement action relative to their presence in Toronto, and over-represented in use of force incidents once they had an enforcement action. This data pattern may be characterized as **high contact, high conflict**.

East/Southeast Asian and **Latino** people were under-represented in police enforcement actions but over-represented in use of force once they had an enforcement action/police contact. This data pattern, **low contact, high conflict**, would have otherwise been missed if using a singular benchmark.

Each race group showed a distinct pattern when comparing their representation in enforcement action to their representation in reportable use of force incidents.

	Representation in Enforcement Action Population	Representation in Use of Force Incidents
Black People	over	over
Middle Eastern People	over	over
Indigenous People	over	under
Latino People	under	over
East/Southeast Asian People	under	over
South Asian People	under	under
White People	under	under

Finding #1c: There were differences in Use of Force by race and Time of Day

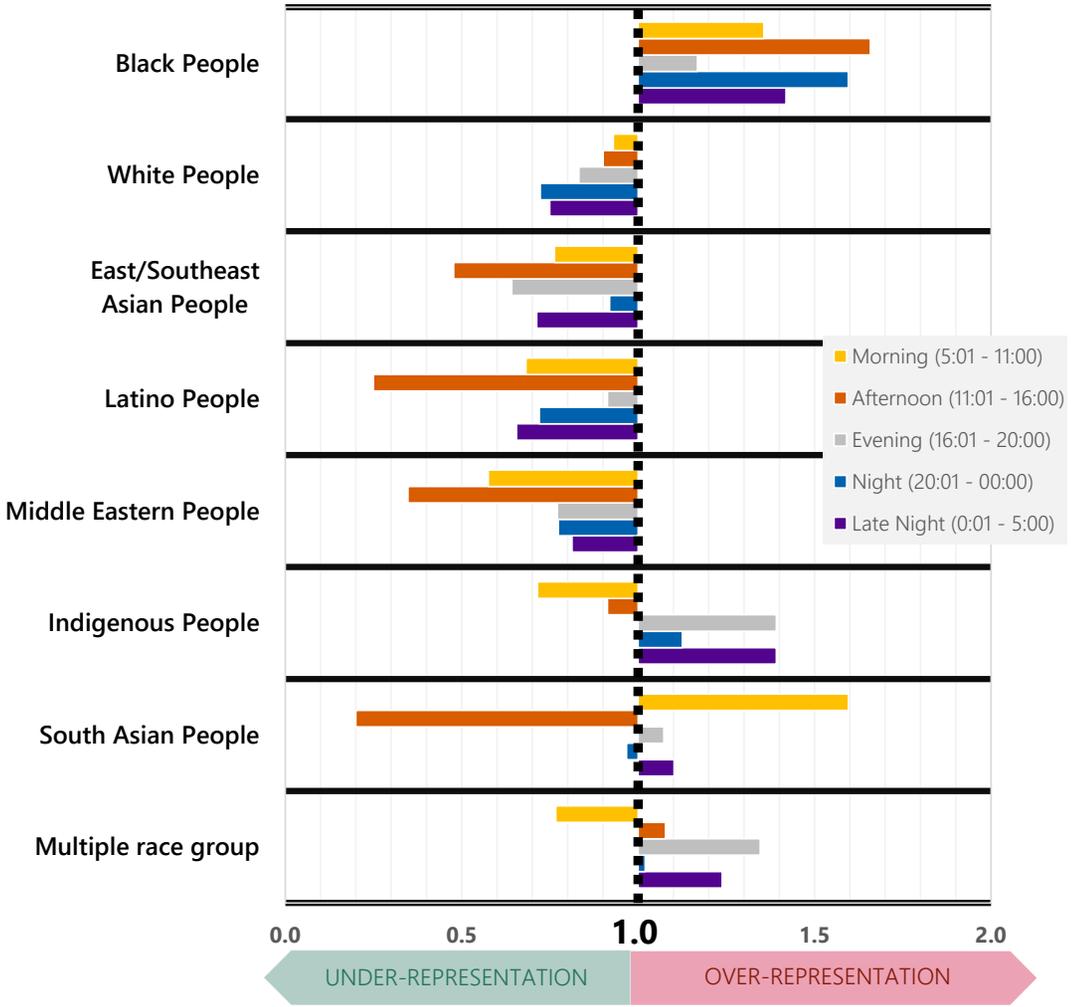
We looked at the relationship between time of day and uses of force by race to see if there is disproportionality by race groups at different times of day.

The chart on the right shows use of force incidents by race group relative to their presence in enforcement action. Values greater than 1.0 show over-representation; values less than 1.0 show under-representation.

Occurrences involving **White, East/South East Asian, Latino, and Middle Eastern** people were **under-represented** in reportable use of force incidents regardless of the time of day.

Occurrences involving **Black people** were **over-represented** in reportable use of force incidents regardless of time of day.

Occurrences involving Black People were over-represented in reportable use of force incidents regardless of time of day



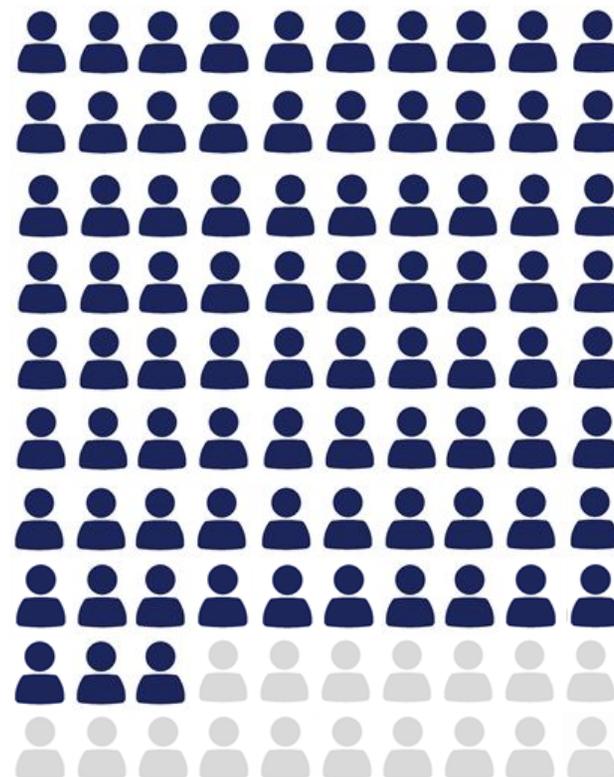
Finding #1d:

There were differences in Use of Force by race and *gender*

We looked at the number of people involved in use of force incidents by race and gender compared to the group's population in enforcement actions. This helps us see to what extent a group may be over or under-represented in uses of force.

The majority (82.5%) of incidents associated to use of force incidents involved men. 5% of use of force incidents involved women and 12.5% of incidents involved men and women.

Reported Use of Force incidents that involved men were **more likely** to also involve **Black, Middle Eastern, South Asian,** or **multiple race groups** than those that involved only women.



 = 1 % of incidents

- Incidents involving Black Men were **1.4x**
 - Incidents involving Middle Eastern Men were **1.6x**
 - Incidents Involving South Asian Men were **1.3x**
 - Incidents Involving Men in multiple race groups were **1.9x**
- over-represented** in Use of Force incidents compared to women from the same group

Finding #1e: There were differences in Use of Force by race and *age*

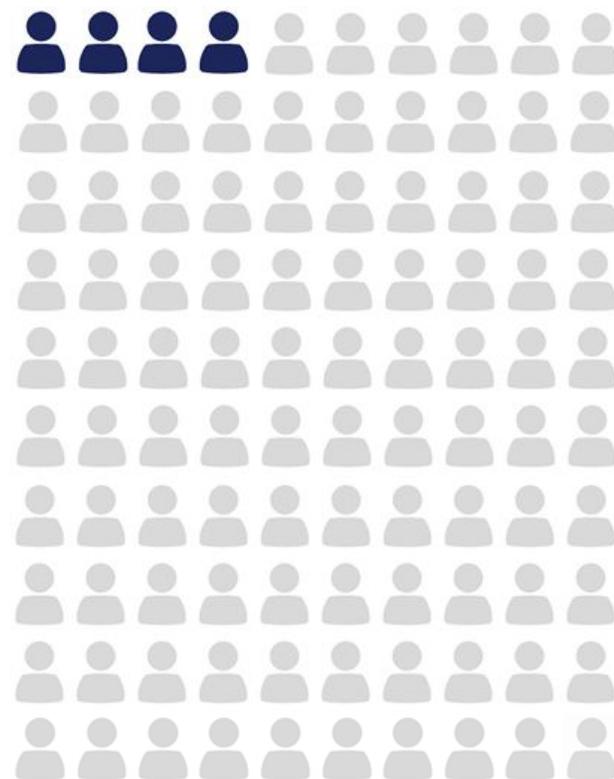
We looked at the number of people involved in use of force incidents by race and age compared to the group's population in enforcement actions. This helps us see to what extent a group may be over or under-represented in uses of force for youth.

32 use of force incidents (3.6%) involved youth*. Overall, youth are **less likely to have a use of force compared to their presence in enforcement actions (5.7%)**. The majority (96.4%) of use of force incidents **did not** involve youth.

Incidents involving youth who were **Black, South Asian, Middle Eastern** and **multiple race groups** were **over-represented** in use of force incidents, relative to their presence in enforcement actions.

Youth who were **White, East/Southeast Asian, Indigenous,** and **Latino** were **less likely** to have a use of force incident relative to their presence in enforcement actions.

Incidents involving Black youth were	1.5x	over-represented in Use of Force incidents compared to their presence in enforcement action
Incidents involving South Asian youth were	1.2x	
Incidents involving multiple race group youth were	1.1x	



 = 1 %

*In accordance with the YCJA, youth are persons under age 17

Finding #2:

There were differences in *highest type of force used by race*

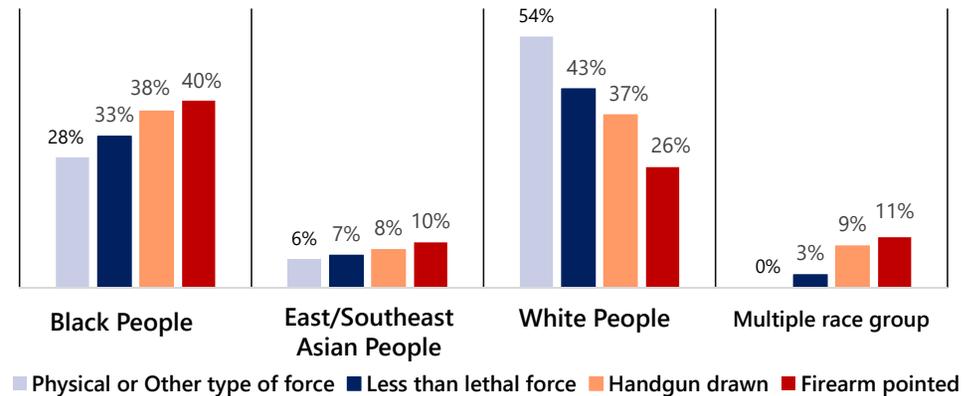
Officers may use multiple levels of force in an attempt to deescalate a situation. We looked at the highest level of force used across all officers in an incident to see if different race groups experience different levels of force.

Black, South Asian and East/Southeast Asian people were **more likely** to experience higher uses of force compared to White people across all use of force incidents.

Compared to **White people**, incidents with firearms pointed as the highest level of force were:

- 1.5x more likely to involve Black people
- 1.6x more likely to involve East/Southeast Asian people
- 2x more likely to involve South Asian people

Proportions of Black, East/Southeast Asian people and multiple race group increased in incidents with higher types of force used, compared to White people



Use of Force Incidents by Highest Type of Force and Race

	Black People	East or Southeast Asian People	Indigenous People	Latino People	Middle Eastern People	South Asian People	White People	Multiple race group	Total
Physical or Other force	14	4	3	2	0	1	27	0	51
Less than lethal force	131	28	17	13	22	9	172	11	403
Handgun drawn	47	10	0	3	3	4	46	11	124
Firearm pointed	149	36	3	9	19	19	96	40	371
Total	341	78	23	27	44	33	341	62	949

Finding #3a: Differences by race remained after taking into account *perceived weapons*

We looked at the relationship between the perception of weapons by Race and Use of Force decisions. The analysis was done for Black and White people only due to the small numbers of incidents.

Black People were:

1.5x more likely than White People to have weapons were perceived where: firearms pointed

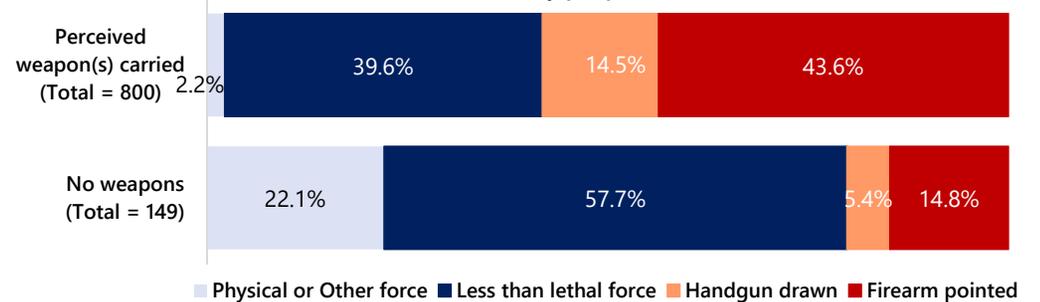
2.3x more likely than White People to have no weapons were perceived where: firearms pointed

White People were:

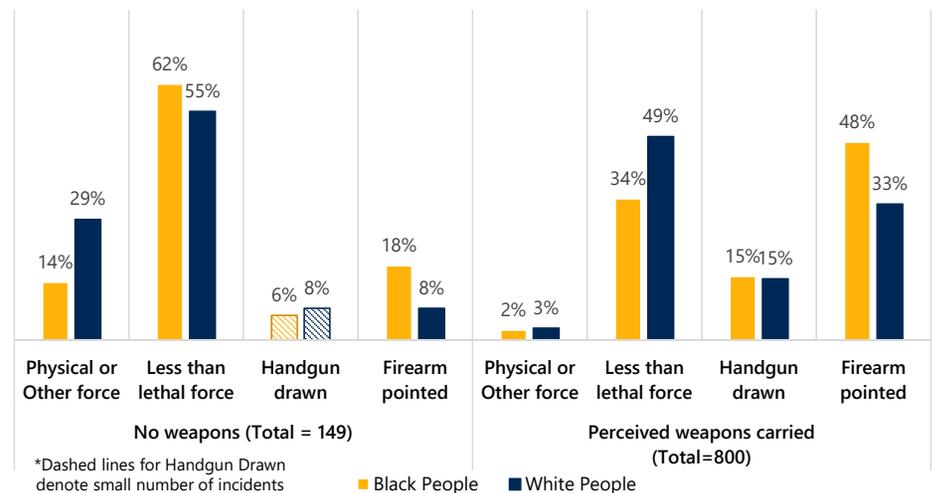
1.4x more likely than Black People to have weapons were perceived where: less than lethal force

2.7x more likely than Black People to have no weapons were perceived where: physical or other force used

Highest types of force used in incidents where officers perceived weapon(s) carried by people (Total = 949)



Proportion of firearms pointed is higher in incidents involving Black people compared to White people, regardless of weapons perceived



Finding #3b:

Differences by race remained after taking into account *types of Calls for Service**

Types of Calls for Service may influence use of force, and this could have different effects on different race groups.

Violent Calls for Service (469 use of force incidents) involving:

- **Black people** were **more likely** to have a use of force by 1.2x
- **Indigenous people** were **more likely** to have a use of force by 1.4x

Person in Crisis Calls for Service (59 use of force incidents) involving:

- **Black people** were **more likely** to have a use of force by 1.9x
- **Indigenous people** were **more likely** to have a use of force by 1.4x

Disproportionality in Use of Force by Call for Service or Interaction Type Group

	Violent CFS	In Progress/ Just Occurred CFS	Other Priority 2 CFS	Proactive Events	Person in Crisis CFS	Other Priority 4 CFS
Black People	1.2	0.8	1.5	1.5	1.9	1.3
East/Southeast Asian People	0.6	1.6	0.8	0.5	1.0	0.6
Indigenous People	1.4	1.1	N/A	N/A	1.4	0.6
Latino People	1.0	N/A	1.7	N/A	N/A	N/A
Middle Eastern People	0.6	0.4	N/A	0.5	0.9	1.3
South Asian People	1.0	1.3	1.4	1.1	0.8	0.7
White People	0.8	1.1	0.9	0.3	0.8	0.9
Multiple race group	1.2	1.1	1.0	2.2	1.2	1.2

- Values over 1 indicate an over-representation in use of force for the calls for service
- N/A indicates the race group does not have any use of force incidents for that call for service/interaction type

* **Call for Service Type:** an emergency or non-emergency call for police service that results in an **enforcement action**. The type indicates a brief description of the type of call based on initial information provided to the Communications Operator – for the purposes of this analysis we have grouped them into categories.

Finding #3c:

Differences by race remained after taking into account *Primary Offence*

We looked at the relationship between primary offence and Use of Force incidents for each race group to see if the primary offence impacts disproportionality

In incidents related to Weapons & Homicide offences, there were small or no racial disproportionalities in use of force.

Black people were **more likely** to have a use of force in incidents in occurrences involving assault & crimes against persons, mental health-related, mischief & fraud, and robbery & thefts.

Across most categories, those involving **White people** and **Middle Eastern people** were **less likely** to have a use of force.

*Other Crimes Against Persons include: Criminal Negligence Bodily Harm or Death, Failure to Provide Necessaries of Life, Forcible Confinement, Kidnapping, and Administering Noxious Thing

Disproportionality in Use of Force by Primary Offence Groups

	Assault & Other Crimes Against Persons	Weapons & Homicides	Mental Health Related Incident	Robbery	Drug-Related	Failure to Appear/ Comply, Parolee & Warrant	Mischief & Fraud	Other Offence
Black people	1.4	1.0	1.3	2.0	1.0	1.2	1.8	1.1
White people	0.8	0.9	0.9	0.7	0.7	0.8	1.1	0.7
East/Southeast Asian people	0.6	0.9	0.5	1.0	0.4	1.3	0.3	1.9
Middle Eastern people	0.6	0.8	0.7	N/A	N/A	0.9	0.8	N/A
Latino people	1.2	0.7	1.0	N/A	N/A	0.3	N/A	0.6
South Asian people	1.2	1.0	1.3	0.6	2.3	1.7	1.2	1.0
Indigenous people	1.9	1.1	1.2	0.9	N/A	0.8	2.2	1.3
Multiple race group	1.0	1.2	1.5	0.9	1.8	1.3	0.3	1.5

- Values over 1 indicate an over-representation in use of force for the primary offence type
- N/A indicates there were no use of force incidents for that race group and primary offence

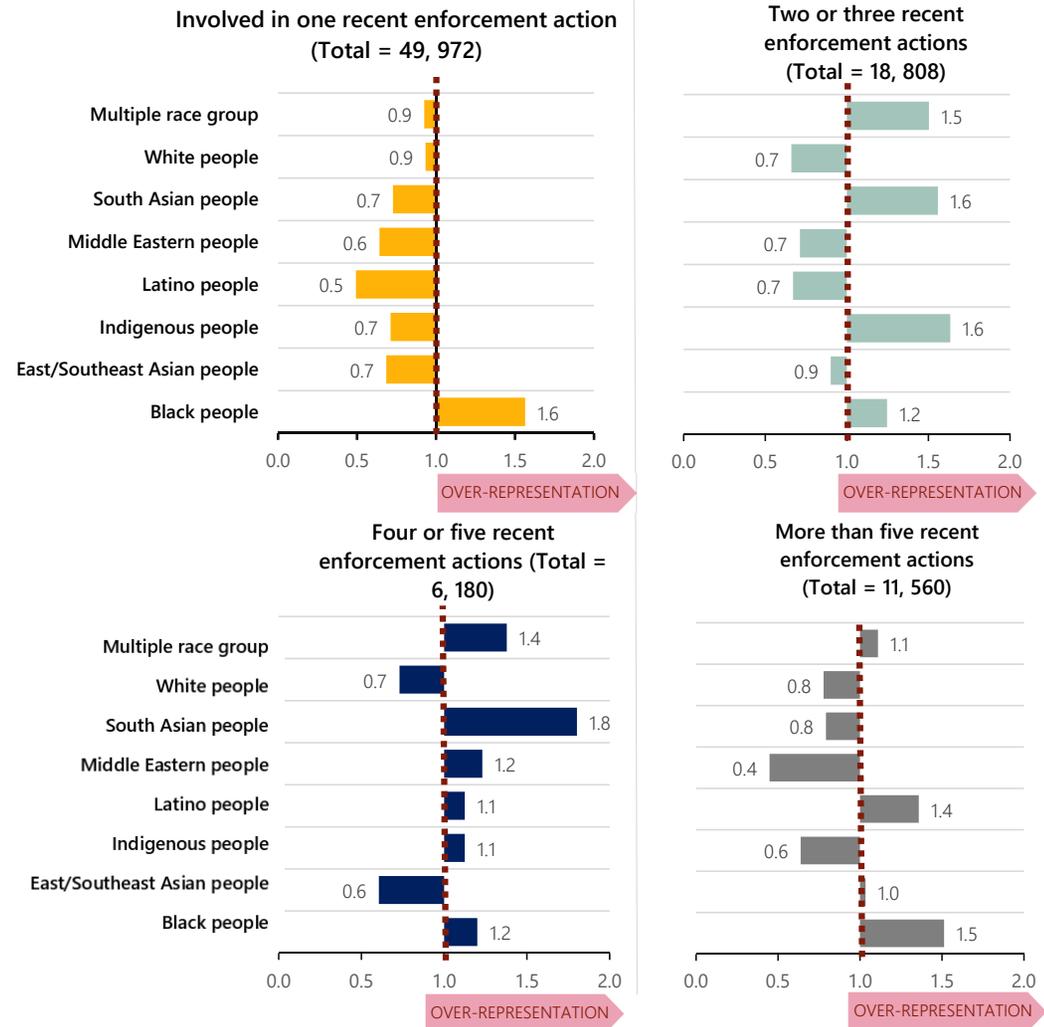
Finding #3d: Differences by race remained after taking into account *frequency* *of enforcement action*

We looked at the frequency of involvement in enforcement actions and the relationship to Use of Force incidents.

Recent enforcement actions include enforcement actions within 2020. The graphs to the right show the relationship between recent enforcement action and uses of force.

	Among those with one recent enforcement action:	Five or more recent enforcement actions:
Those involving Black people were more likely to have a use of force by:	1.6x	1.5x
Those involving Indigenous People were less likely to have a use of force by:	0.7x	0.6x
Those involving White People were less likely to have a use of force by:	0.9x	0.8x

Use of force was more likely for those with more recent interactions with police



Finding #3e: Differences by race remained after taking into account involvement with weapons or homicide primary offences

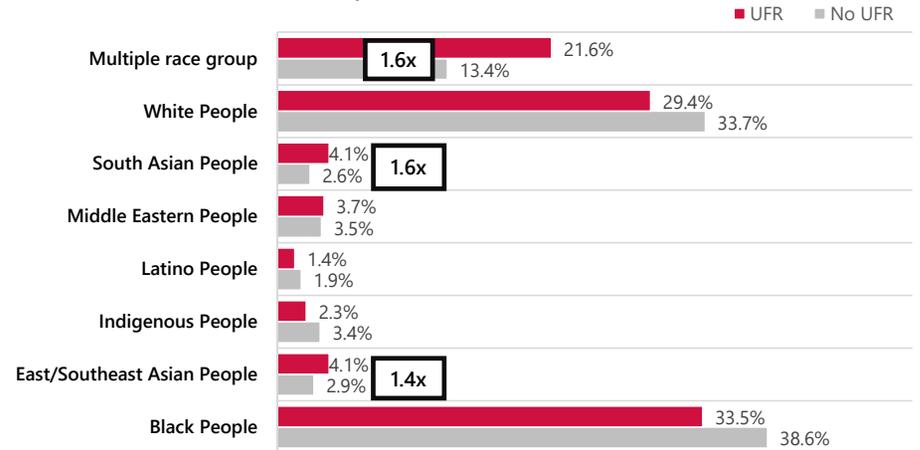
We looked at the frequency of involvement with weapons or homicide-related offences to see if there's a relationship to disproportionalities in use of force incidents.

Recent enforcement actions include enforcement actions within 2020. The graphs to the right show the relationship between recent enforcement action involving weapons or homicide primary offence and uses of force.

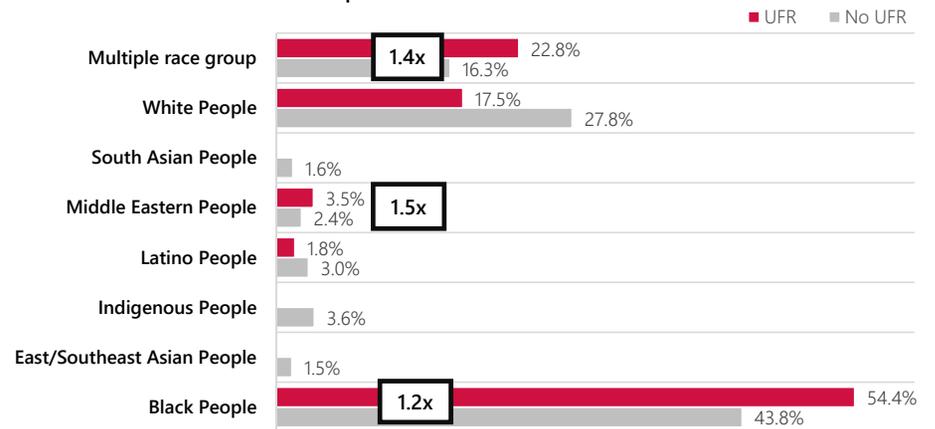
Regardless of the frequency of involvement in recent enforcement actions involving weapons offence, **Multiple Race Groups** were **more likely** to have a use of force incident.

For those with more frequent enforcement actions involving weapons, **Middle Eastern** and **Black people** were **more likely** to have a use of force incident.

Among people with **one recent** weapons offence (Total = 4, 676), Incidents involving East/Southeast Asian, South Asian people and Multiple Race groups were over-represented in uses of force incidents



Among those with **two or more recent** weapons offences (Total = 1, 146), incidents involving Middle Eastern, Black People and Multiple Race groups are over-represented in uses of force incidents



Finding #3f: Differences by race remained after taking into account involvement with assault & crimes against person* primary offences

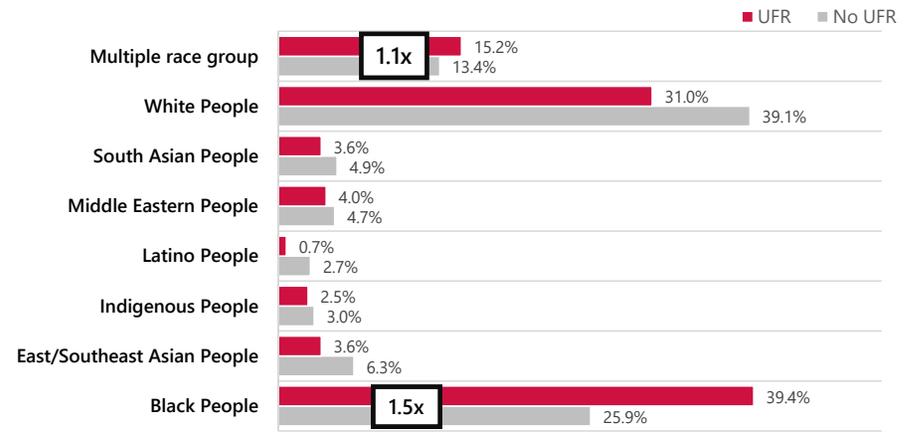
We looked at the frequency of involvement with assault & crimes against person offences to see if there's a relationship to disproportionalities in use of force incidents.

Recent enforcement actions include enforcement actions within 2020. The graphs to the right show the relationship between recent enforcement action involving assault & crimes against person primary offence and uses of force.

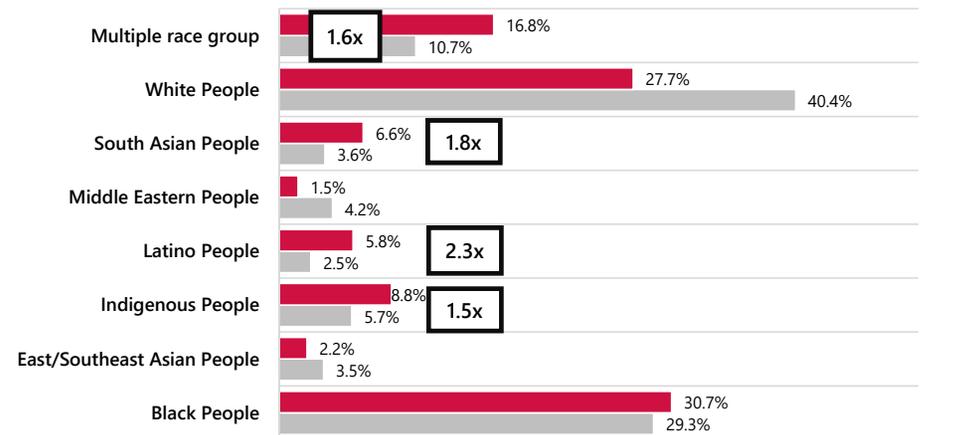
Among those with recent assault and crimes against persons offences, those involving **White people** were **less likely** to have a use of force while those involving **Black people** were **more likely** to have a use of force.

*Crimes Against Persons include: Criminal Negligence Bodily Harm or Death, Failure to Provide Necessaries of Life, Forcible Confinement, Kidnapping, and Administering Noxious Thing

Among those with **one recent** assault offence (Total = 17, 020), incidents involving Black People and Multiple race groups are over-represented in use of force incidents



Among those with **two or more** recent assault offences (Total = 7, 559), incidents involving South Asian, Latino, Indigenous, and Black People are over-represented in use of force incidents



Finding #4a:

There were differences by race across locations

We looked at the use of force rate by location of occurrences to see how it is spread out across the city.

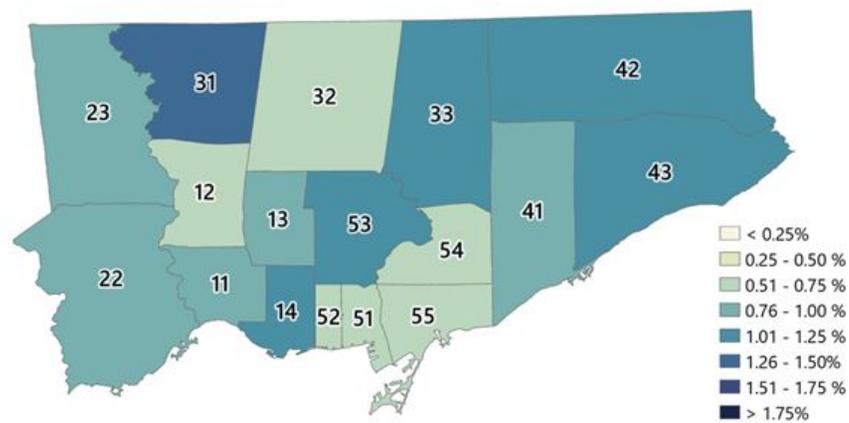
The maps on the right show the use of force rate compared to enforcement action by location. The location is based on the division where the occurrence happened, and may not necessarily reflect the use of force location.

We focus on findings for Black and White people for 2020 given the small number of use of force incidents across 17 Divisions.

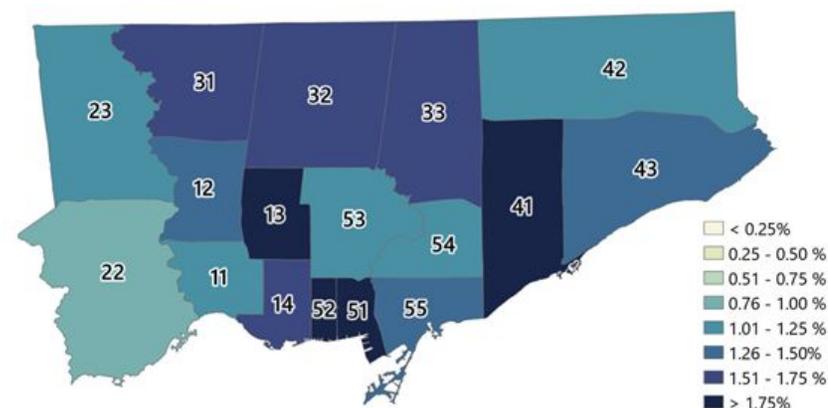
Overall, incidents involving **White people** had lower uses of force rates, while those involving **Black people** had higher use of force rates, with variations across locations.

*Use of Force Rate is the percentage of enforcement action incidents that are associated with a use of force incident

Use of Force Rate for incidents involving **White people**:



Use of Force Rate for incidents involving **Black people**:



Finding #4b:
These differences were *not explained* by the demographic make-up of the local resident population

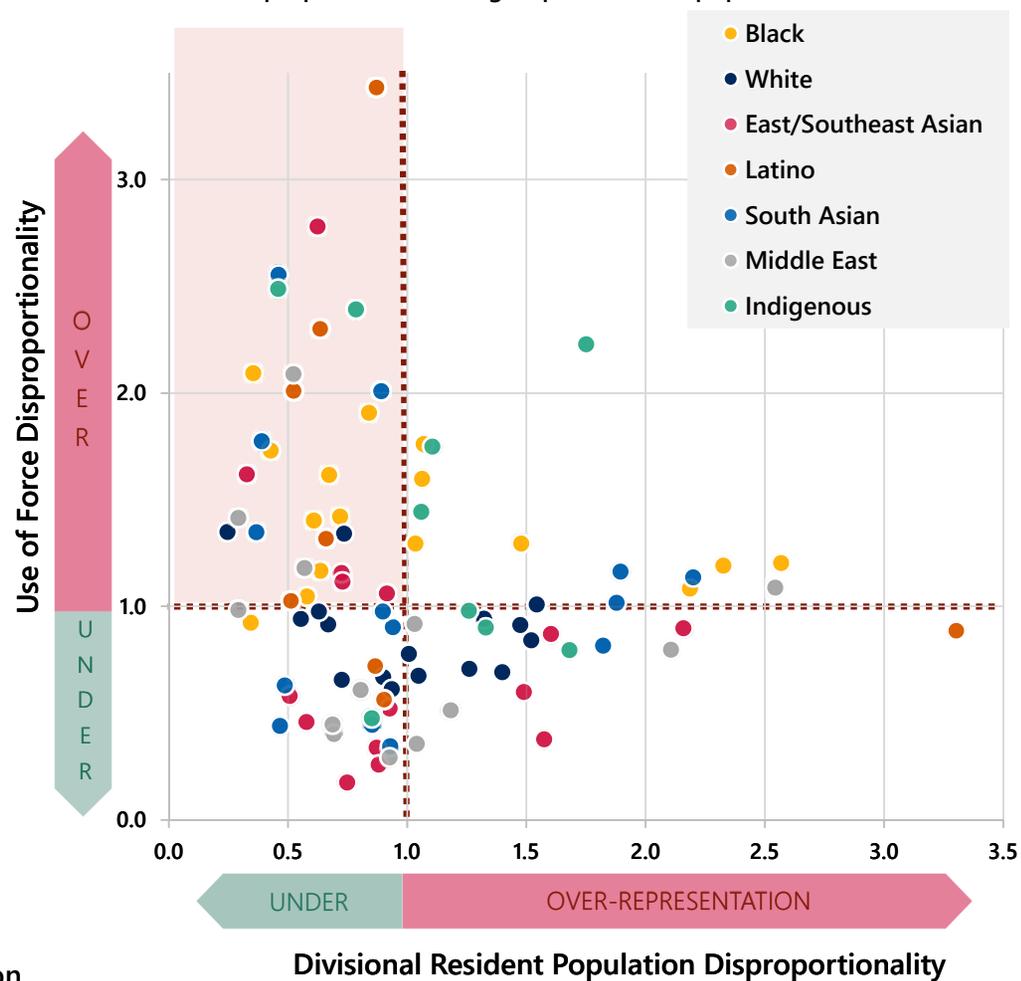
Each TPS Division differs in their resident population. We looked at use of force incidents by location to take area-level information into account, including the racial make-up of the local resident population.

The graph on the right shows the relationship between the disproportionality in Resident Population (relative to the City of Toronto) and Use of Force (relative to Enforcement Action) for each race group.

Each dot depicts a race group by location (Division). As there are 17 Divisions, there are 17 dots per race group indicated on the chart. Race groups are denoted by the colours identified in the legend.

The red shaded box notes **over-representation** in use of force but **under-representation** of that group in the local resident population.

Divisions with the highest over-representations in use of force incidents involving Black, South Asian, Latino, East/Southeast Asian people, had lower proportions of that group in the local population



This section explores Strip Searches from Jan 1 to Dec 31, 2020.

It includes:

- Key Concepts
- A Background of Strip Searches
- Strip Search Findings

Strip Searches



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Policing Practices: Strip Searches



Search of Persons

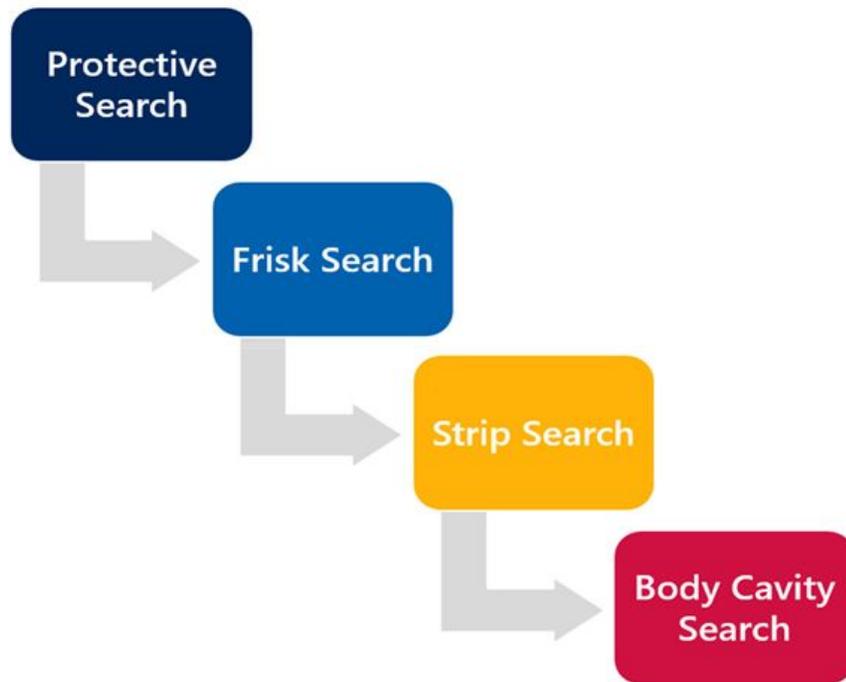
The authority to search a person is of paramount importance to the safety of prisoners, members, and all other persons employed within the criminal justice system.

Searches of the person shall not be conducted in an abusive fashion or be conducted to intimidate, ridicule or induce admissions. Regardless of what type of search is undertaken, the dignity and the privacy of a person must always be given consideration.

It is critical that officers make a proper evaluation of the potential risks, ensure that the appropriate type of search is conducted, and they are diligent while searching persons in custody.

Toronto Police Service **Procedure 01-02 Search of Persons** governs and outlines possible risk factors for the search of persons; however, the decision as to what type of search is appropriate must be assessed on a case-by-case basis.

Strip Searches: Considerations



Officers contemplating a strip search of a person shall consider all the circumstances, including:

- details of the current arrest
- history of the person
- any items already located on the person during a protective or frisk search
- the demeanour or mental state of the individual
- the risks to the individual, the police, or others, associated with not performing a strip search
- the potential that the person will come into contact with other detainees, creating an opportunity for the person to hand off contraband, weapons, etc. to another prisoner

Heightened safety concerns that are common to all persons held for a Show Cause (or bail) hearing should be considered.

Search of Persons & Accountability

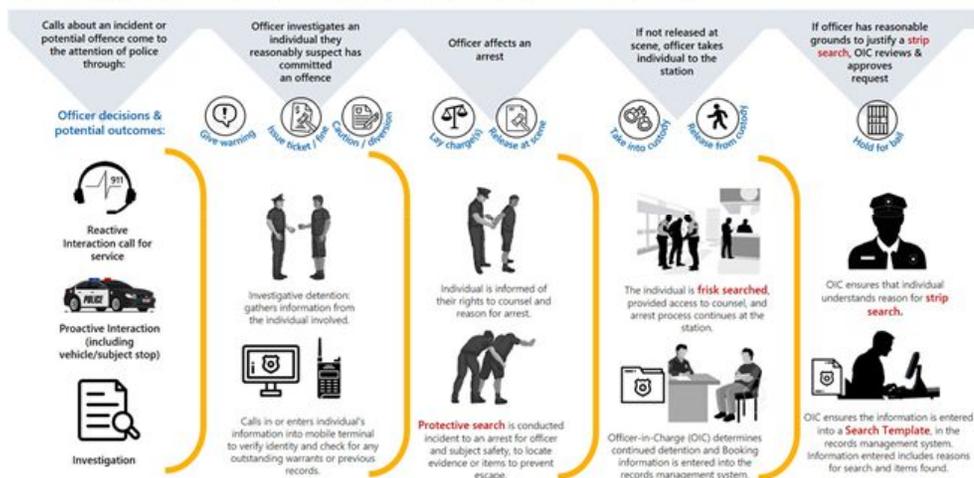


Image: Search of Persons Process
(see Appendix B for more detail)

See Toronto Police Service Procedure 01-02 Search of Persons along with associated appendices for more information: <http://www.torontopolice.on.ca/procedures/index.php>

In **October of 2020**, we updated our Search of Person Procedure.

All protective and frisk searches are now captured on **audio and video**, wherever possible, to allow for transparency and accountability.

We developed a robust training module of search of persons including a review of case law.

We also require that **all** strip searches are **authorized by a supervisor** and are accurately documented and **audited at a divisional and senior management level**.

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Measurement: Strip Searches



Key Concepts

Perceived Race

The arresting officer's perception of a person's race, based on their observation of the individual.

Disproportionality

The proportion of a race group that is greater than (over-representation) or is less than (under-representation) their presence in the benchmark population.

Arrested Population

The number of people arrested in 2020, broken down by race.

Strip Search Rate

The percentage of arrests that resulted in a strip search.

Valid Race Group

Race categories aligned with the Anti-Racism Data Standards; does not include "Unknown" values or legacy Race groups (i.e.: Brown, Asian, etc.) that were used prior to standardization

Primary Offence

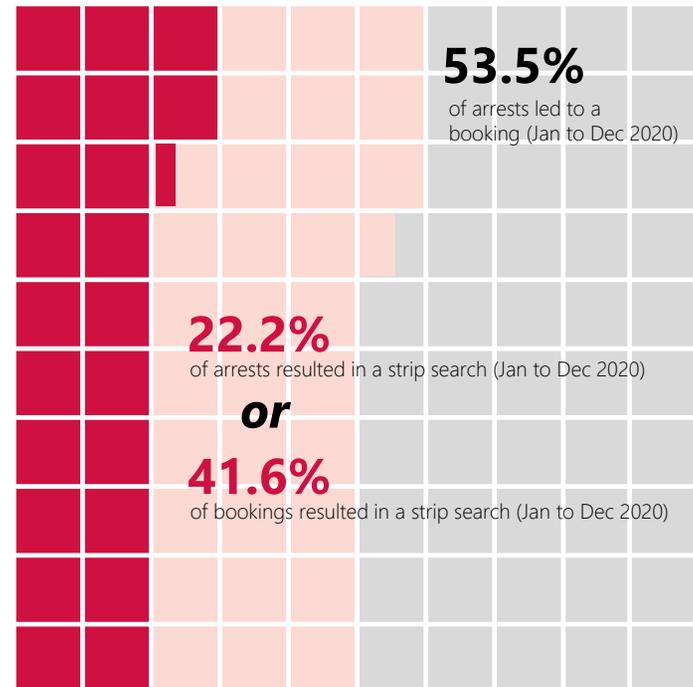
The description of a general occurrence, as determined by the police officer. Categories are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved.

Outcomes: Strip Searches

In 2020, there were **31,979** arrests made by the Toronto Police Service (an individual may be arrested more than once in a year)

leading to
17,096 bookings of persons into custody (an individual may be booked more than once in a year)

that resulted in
7,114 strip searches (an individual may be strip searched more than once in a year).



■ = 1 %

Strip Searches: People Strip Searched

In 2020, there were **7,114** strip searches conducted on members of the public
a person may be searched more than once in the reporting period

46% (3240) of people were perceived as White

31% (2223) of people were perceived as Black

4% (286) of people were perceived as Indigenous

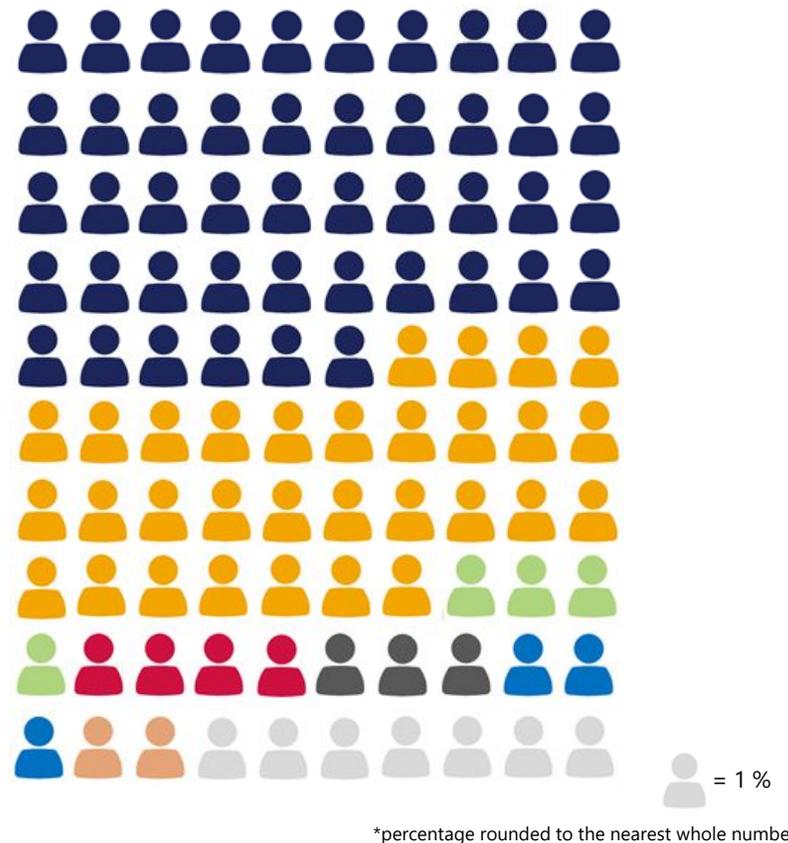
4% (295) of people were perceived as East/Southeast Asian

3% (206) of people were perceived as Middle Eastern

3% (241) of people were perceived as South Asian

2% (126) of people were perceived as Latino

7% (497) of people did not have a valid race category identified



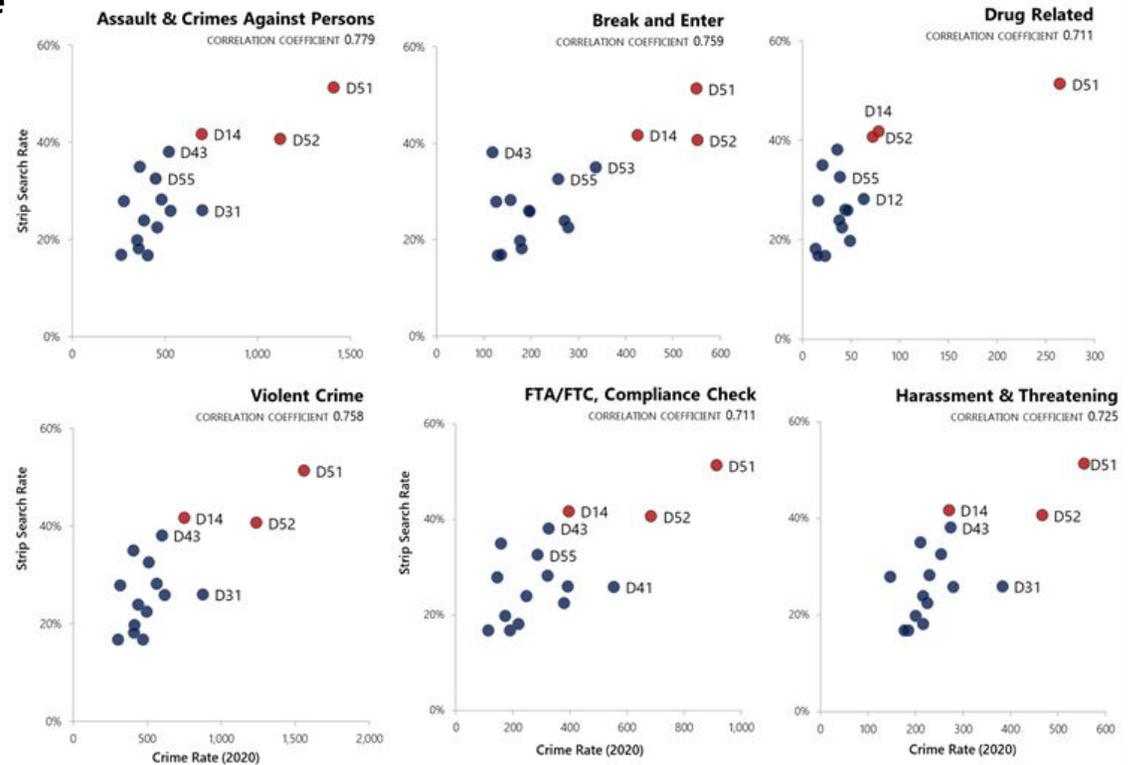
Strip Searches: Relationship to Crime Rate

Strip searches may be related to the crime rates in a Division.

The scatterplots on the right show the relationship between strip search rate and crime rate.

Strip Search rates were **positively correlated** with crime rates for several categories.

The downtown Divisions **D14**, **D51** and **D52** consistently show high crime rates across all categories.



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Outcomes: Strip Searches



Strip Searches: Outcomes

1. Strip search rates varied throughout the year and dropped significantly following changes in policy and procedures.
2. There were differences by race in strip search rates that were reduced following the changes in policy and procedure.
3. There were differences by race after accounting for repeat arrests, including drug-related and weapons offences.
4. There were differences across arrest locations by Divisions in strip searches conducted in 2020.

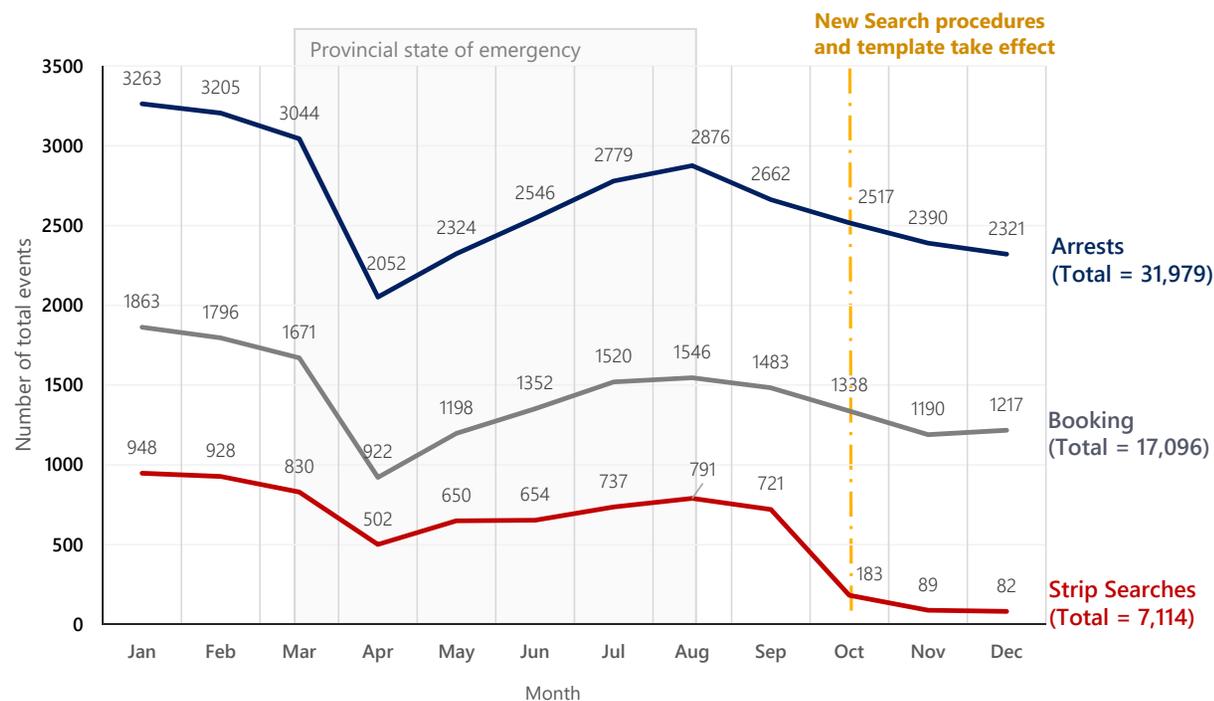
Finding #1:

Strip Search Rates Dropped Following Policy Changes

We looked at the impact of the change to the Search of Persons Procedure on the number of Strip Searches.

The graph on the right shows the impact of the Provincial State of Emergency on arrests and strip searches.

Prior to the policy change **27.3%** of arrests resulted in a **strip search**. Following the announcement of the changes to the Search of Persons policy in September, and the implemented changes in October, there was a **significant decrease** in strip searches. Post-policy change, **4.9%** of arrests resulted in a strip search.



Finding #2:

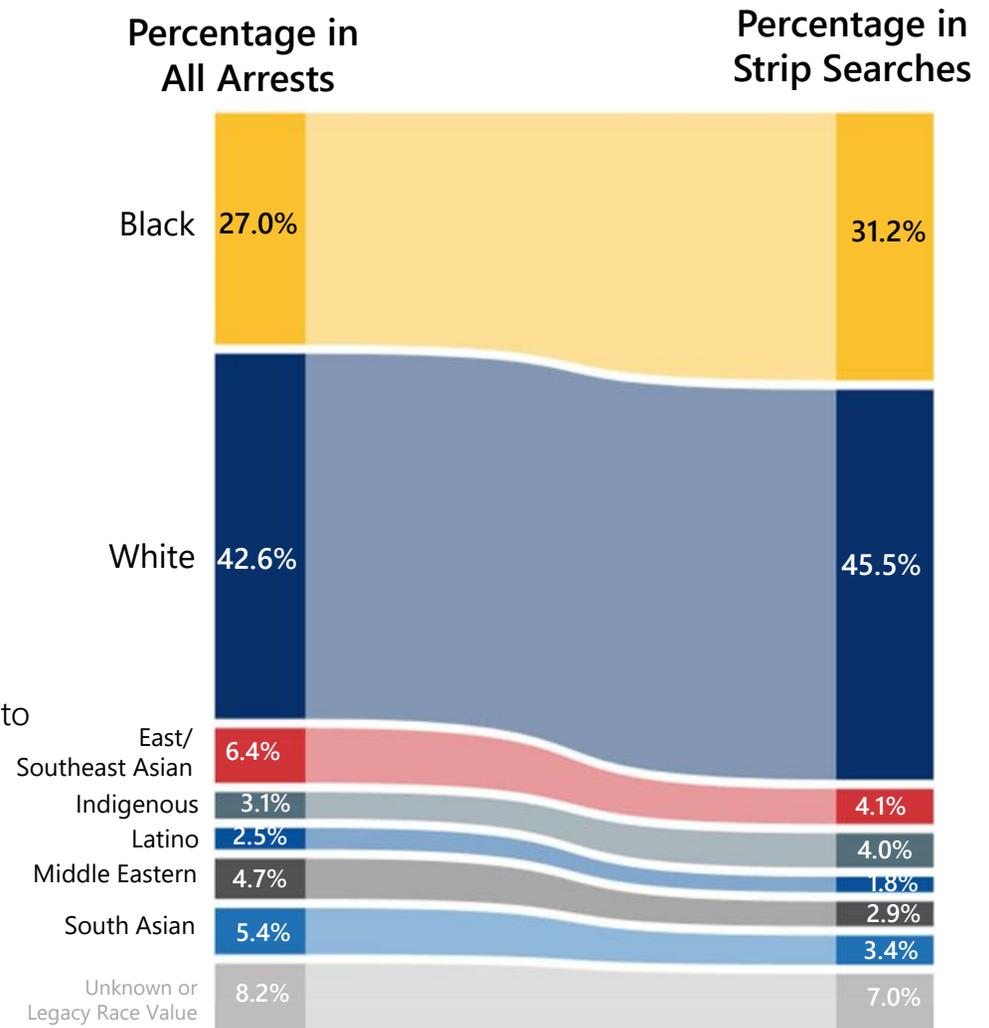
There are differences by race by Strip Search Rates

We looked at strip searches by race group compared to that group's proportion in 2020 arrests. We then compared this to 2021 data to see if the procedural change reduced disproportionalities.

Rationale: In order to be strip searched, a person must first be arrested; therefore, Arrested Population was the benchmark used for Strip Search analysis. Looking at people who were taken to the station ("booked"), was also considered as a benchmark; however, disproportionalities with the booking benchmark were consistent with those seen when using arrested population. The relationship between booked persons and arrested persons will be explored in Phase II of the strategy.

The graph on the right shows the arrested population compared to strip searches.

Indigenous People were **1.3x** **Over-represented in strip searches compared to their presence in all arrests**
Black People were **1.1x**
White People were **1.1x**



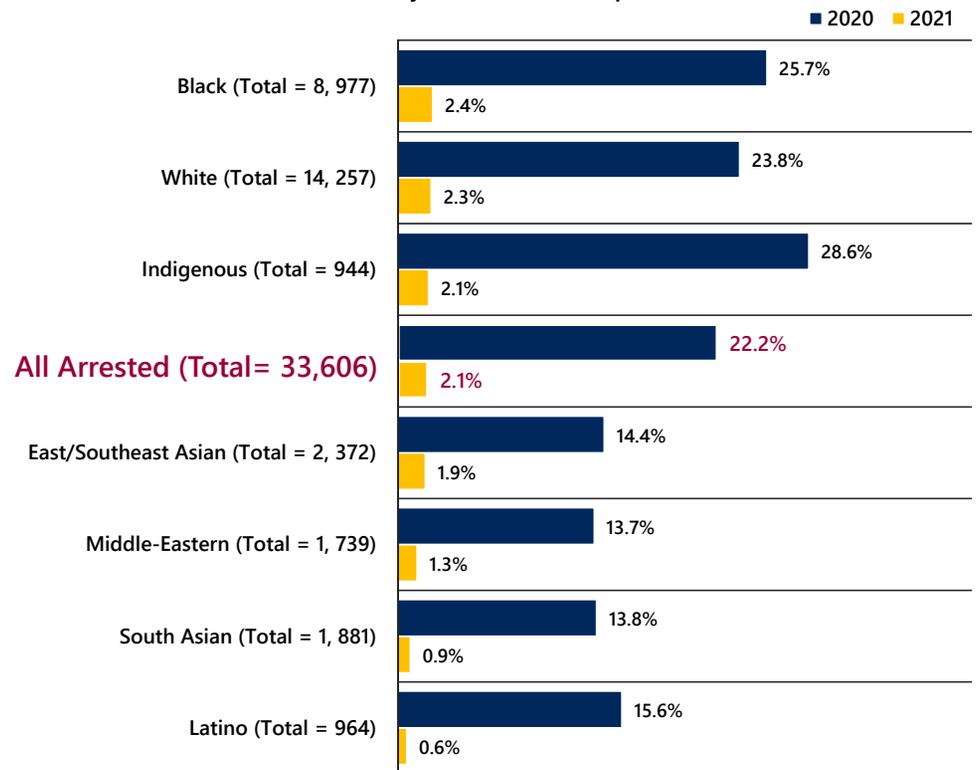
Finding #2b: These differences were reduced following procedural changes

We looked at strip searches by race group compared to that group's proportion in 2020 arrests. We compared this to 2021 data to see if the procedural change reduced disproportionalities

While trends in strip searches reflect the overall reduction that occurred in 2021, arrests involving White and Black people were still **more likely** to result in a strip search, compared to the average.

White people were strip searched in **2.5%** of arrests (328 searches) and **Black people** were strip searched in **2.4%** of arrests (214 searches)

Percent of those arrested who were strip searched by race group, comparing 2020 and 2021. Despite the overall reduction in search rates, arrests involving White and Black people were still more likely to result in a strip search



Of the 33,606 arrests in 2021, there were 692 strip searches.

Finding #3a:

There were differences by race based on frequency of arrests in 2020

We looked at people who were arrested more than once in 2020 to see if this impacts strip searches.

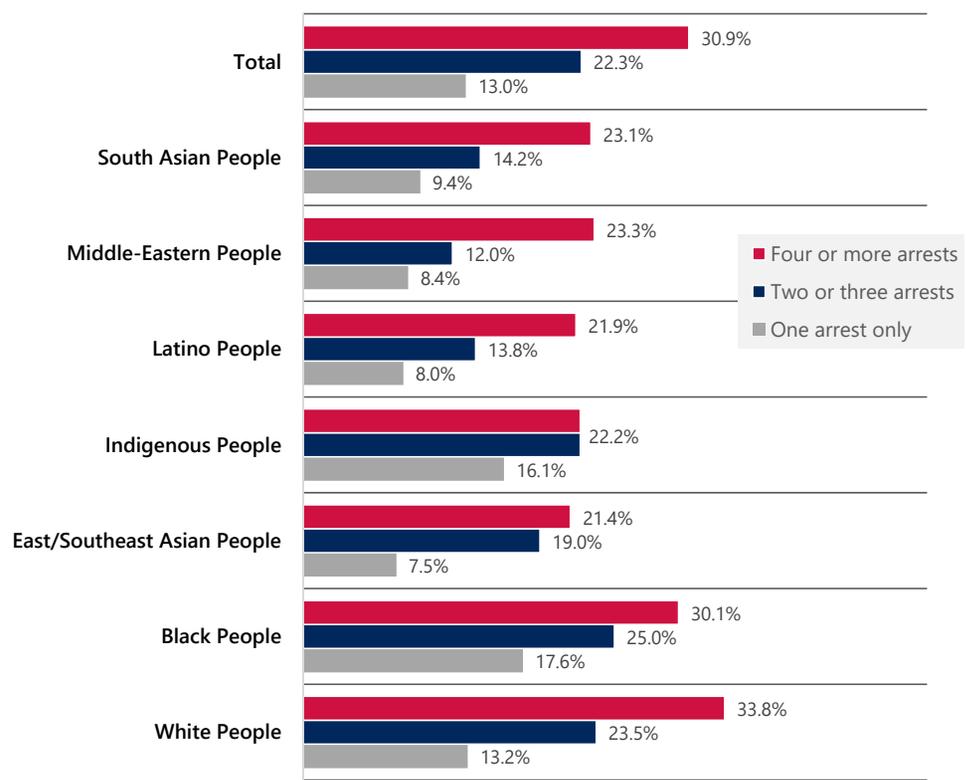
Overall, those with more frequent arrests were **2.4x** more likely to be strip searched following an arrest.

For **Indigenous People**, number of arrests made less of a difference on their chance of being strip searched

For those with 4 or more recent arrests, strip search rates **increased** (compared to those with one arrest) by:

- **2.9x** for East/Southeast Asian people
- **2.6x** for White people
- **1.7x** for Black people
- **1.4x** for Indigenous people

Across all groups, individuals with more frequent recent arrests had higher chances of being strip searched in 2020



Finding #3b: There are differences in strip search rates by race after taking into account primary offences involved

We looked the primary offence to see if this impacted racial disproportionalities

White People were 1.5x and Indigenous people were 1.2x more likely to be strip searched relative to their presence in arrests for Break & Enter offences.

Black, Latino, and Middle-Eastern People were over-represented in strip searches compared to their presence in arrests for Weapons & Homicide offences.

Black, East/Southeast Asian, and South Asian People were over-represented in strip searches compared to their presence in arrests for Drug-related offences.

Arrests involving drug-related offences, break and enters, weapons offences & failure to appear/comply were more likely to result in a strip searches

	Assault & Other crimes against persons	Break & Enter	Drug Related	FTA/FTC, Compliance Check & Parollee, Warrants	Harassment & Threatening	Robbery & Theft	Weapons & Homicide
White people	0.9	1.5	0.9	1.1	0.9	1.1	0.6
Black people	1.0	0.4	1.2	0.9	1.2	1.0	1.7
East/Southeast Asian people	1.0	1.0	1.3	1.0	1.2	0.5	0.9
Indigenous people	1.4	1.2	0.5	0.9	0.8	1.5	0.6
Latino people	1.4	0.7	0.3	0.8	1.5	1.1	1.2
Middle-Eastern people	1.3	0.3	0.6	1.0	1.3	0.7	1.5
South Asian people	1.4	0.6	1.1	0.9	1.2	0.7	0.3

Finding #4a: There were differences in Strip Search Rates by location

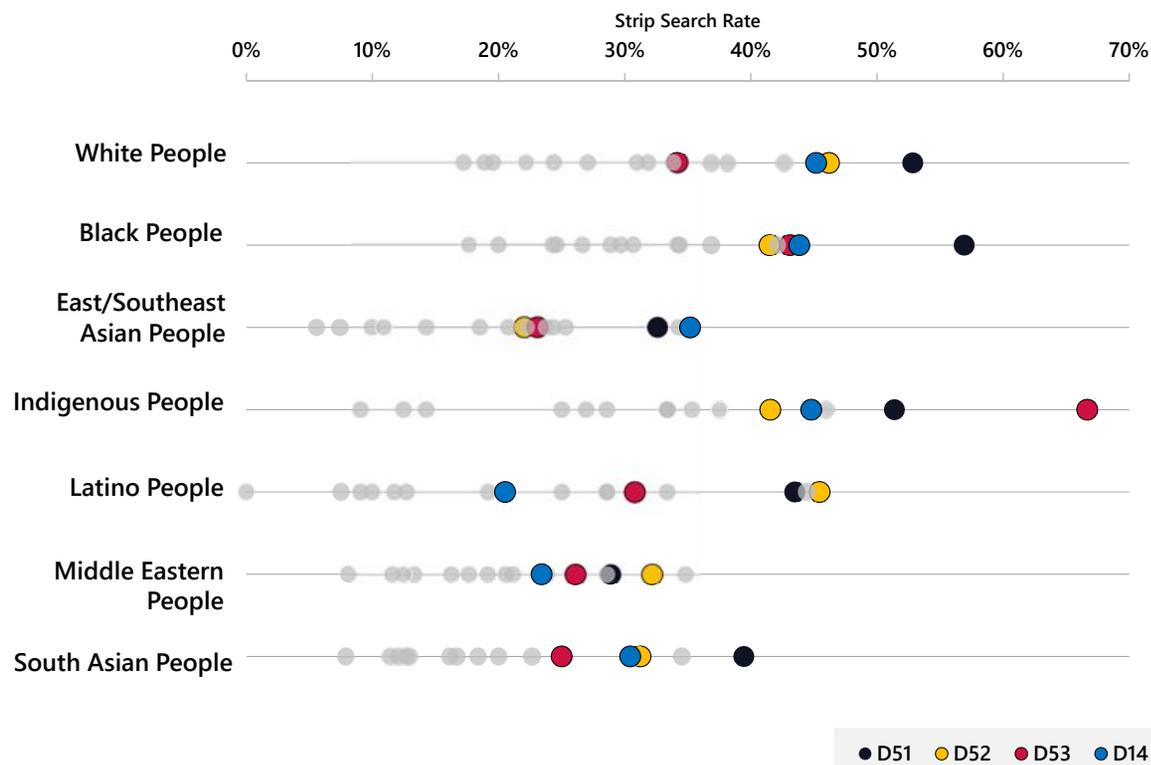
We looked at arrest location to see how strip search rates varied across Toronto by Division.

The scatterplot on the right shows strip search rates by race group.

Each dot represents strip search rate for each race group by location (Division). As there are 17 Divisions, each race group will show 17 dots along the line to show the range of strip search rates across race groups by Divisions.

Strip Search Rates were high across all groups arrested in downtown divisions and midtown. These divisions (D14, D51, D52, and D53) are highlighted in a different colour.

Strip Search Rates were high across all groups arrested in downtown divisions and midtown, specifically D14, D51, D52, and D53.



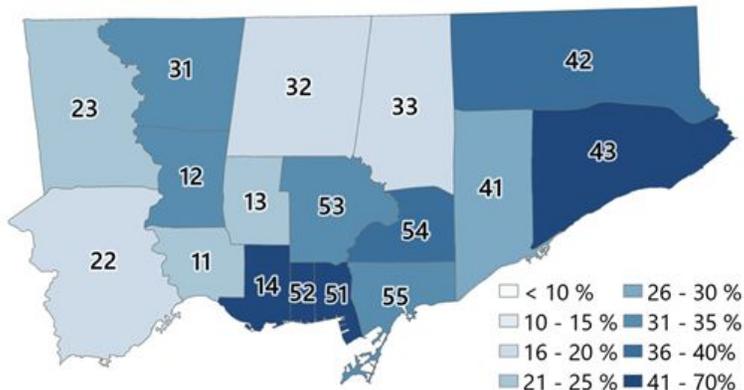
Finding #4b:

There were differences by location for White, Black & Indigenous people

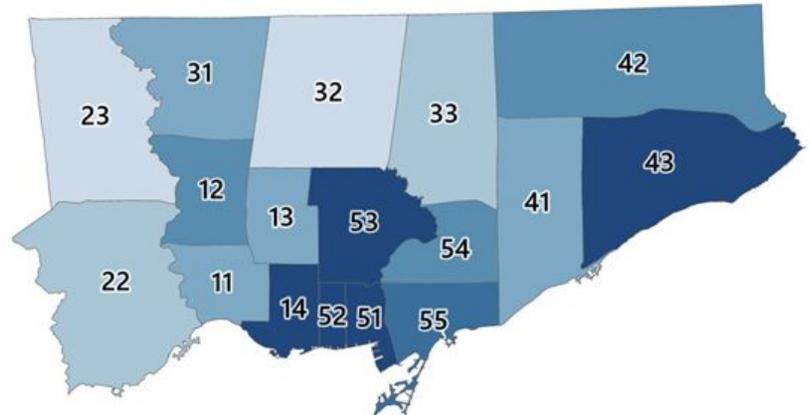
We looked at arrest location to see how strip search rates varied across Toronto by Division.

Strip Search Rates were high for arrests that took place in downtown divisions: **D14**, **D51**, and **D52**. For Black and Indigenous People, strip search rates were also high for arrests that took place in **D53**.

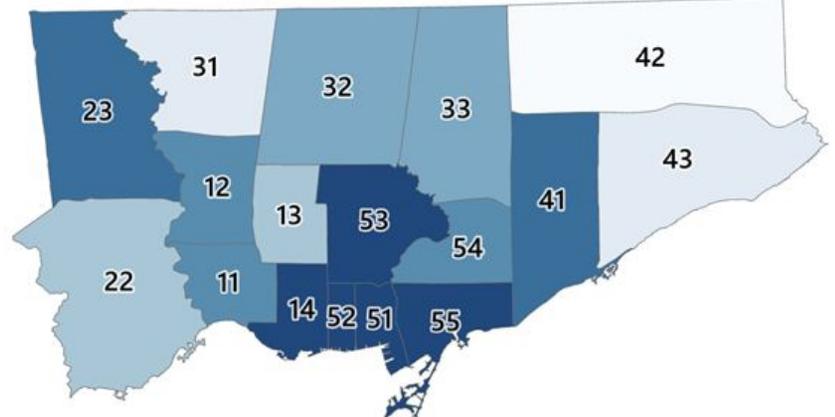
Strip Search Rate (compared to arrests) for White people:



Strip Search Rate (compared to arrests) for Black people:



Strip Search Rate (compared to arrests) for Indigenous people:



Finding #4c: These differences remained after looking at population demographics

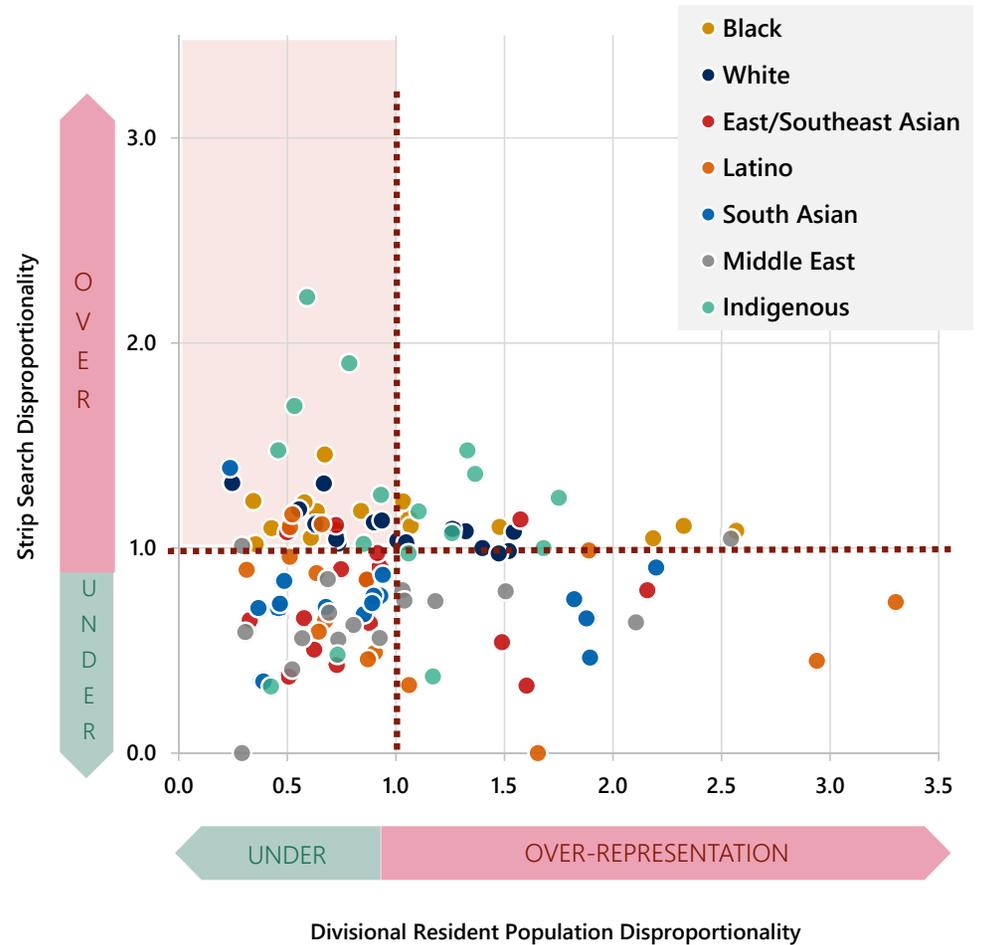
We looked at strip searches by location to take into account the racial make-up of the local resident population.

The graph on the right shows the relationship between the disproportionality of the Divisional resident population and strip search rates for each race group.

Each dot depicts a race group by arrest location (Division). As there are 17 Divisions, there are 17 dots per race group indicated on the chart. Race groups are denoted by the colours identified in the legend.

The red shaded box notes **over-representation** in strip search rate but **under-representation** of that group in the Division's resident population compared to the city average.

Divisions with the highest over-representations of Indigenous, Black, and White people in strip searches, had lower proportions of the local population of that group



Other Perspectives We Looked at

The relationship between arrests, booked persons, and strip searches; including using booked persons as a benchmark for strip searches:

- This **did not change** the substantive findings but were less reliable due to data quality issues with the booking templates in 2020.
- Once booked, **White** and **Black people** were 10% more likely to be strip searched, while **Indigenous people** were 20% more likely to be strip searched.
- The relationship between arrested and booked persons will be part of Phase 2 RBDC Analysis

Other Analysis of Interest:

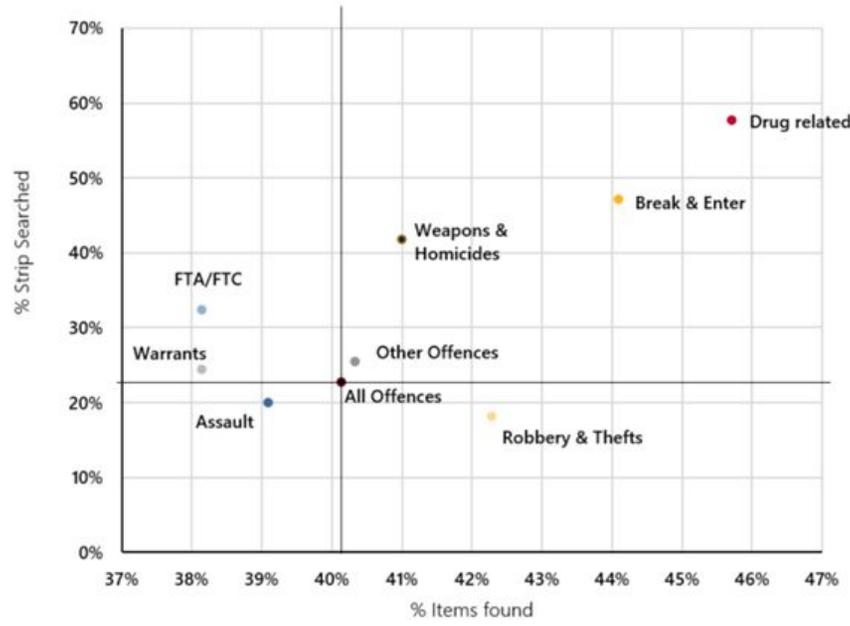
Items Were Found in 40% of strip searches

We looked at each strip search to see how many searches resulted in items found. There were several data quality issues that the Service has worked towards resolving. Despite the data quality issues, we are reporting on this data in the interest of transparency following questions from communities and our members.

The graph on the right shows the percent of people strip searched with the percent of searches that resulted in items found by primary offence associated with the arrest.

The top right portion of the graph shows the primary offences (**drug-related**, **break & enter**, **weapons & homicide-related**) that had higher than average strip searches and higher than average items found.

There were higher rates for items found in drug-related, weapons & homicide, and break and enter offences



Other Analysis of Interest: Items Were Found in 40% of Incidents

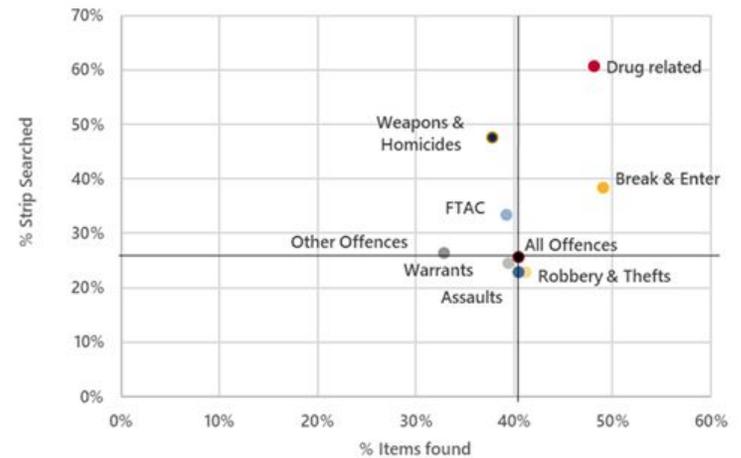
We looked at each strip search to see how many searches resulted in items found. There were several data quality issues that the Service has worked towards resolving. Despite the data quality issues, we are reporting on this data in the interest of transparency following questions from communities and our members.

The graphs on the right show the percent of people strip searched with the percent of searches that resulted in items found for the two race groups that were strip searched the most: **Black people** and **White people**.

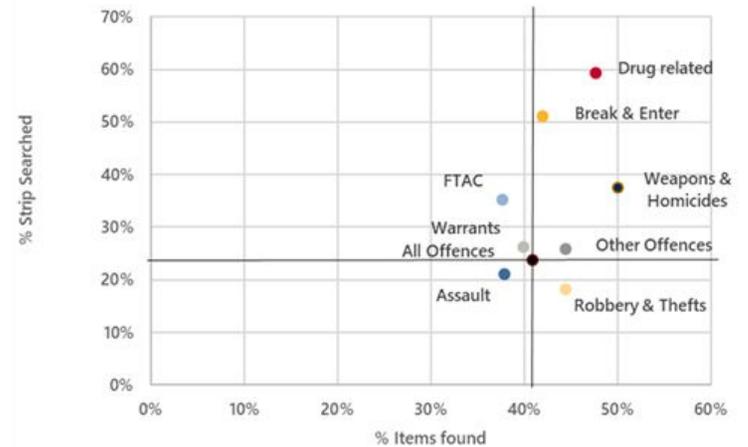
The top right portion of the graphs shows the primary offences that had higher than average strip searches and higher than average items found for each group.

There were small differences by race group. Of note, for **Black people**, strip search rates were higher than average for weapons & homicide related offences, but the percent of searches resulting in items found is lower than the average.

Drug-related and Break and Enter Offences resulted in higher percent of strip searches with items found for Black people (Total = 2, 223)



Drug-related, Break and Enter, Weapons & Homicide Offences resulted in higher percent of strip searches with items found for White people (Total = 3,240)



Other Analysis of Interest: Reasons for Search

We looked at the reasons for strip searches by race to see if there was an impact on disproportionalities. Officers must select a reason for search from a list that includes: Cause Injury, Possess Evidence, Possess Drugs, Assist Escape, and Possess Weapons.

The most common reason given for strip searches was Cause Injury. Among those strip searched, there were over-representations in certain reasons for strip search by race group. The most variation and highest over-representations were seen in Possess Weapons where:

Latino People were over-represented by 1.3x

Black People were over-represented by 1.1x

Indigenous People were over-represented by 1.1x

There were few differences by race in reasons for search, and the over-representation of some groups in search reasons was relatively small.

Disproportionalities in Reasons for Search by Race

	Cause Injury	Assist Escape	Possess Weapons	Possess Evidence
White people	1.0	1.0	0.9	1.0
Black people	1.0	1.0	1.1	1.1
East/Southeast Asian people	1.0	0.9	0.9	1.0
Indigenous people	1.0	1.1	1.1	0.9
Latino people	1.0	1.0	1.3	0.9
Middle-Eastern people	1.0	0.9	1.0	1.1
South Asian people	1.1	0.8	0.9	1.0

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Reflect, Engage & Take Action

Take Action



We have identified **38** actions to address the outcomes in Use of Force and Strip Searches addressed this report.

These actions are **one part** of our commitment to reduce disparate outcomes. They are what we can do as a Service as we continue to make organizational change and information management investments.

They are in line with recommendations identified in the 81 Recommendations for Police Reform and other recommendations by the Anti Racism Advisory Panel (ARAP) Mental Health & Addictions Advisory Panel (MHAAP), and the Police and Community Engagement Review (PACER).

We know it is not enough and we will work together with communities to develop these actions and identify additional areas where we can do better.

A list of actions can be found in Appendix A

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Toronto Police Service Race & Identity Based Data Team

Command Sponsors

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Information & Technology Command

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Community Safety Command

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Former Toronto Police Service members who contributed to the Race & Identity Based Data Strategy

- | | |
|-----------------------------|---------------------|
| Deputy Chief Peter Yuen | Suelyn Knight |
| Deputy Chief Barbara McLean | Erica Procter |
| Deputy Chief Shawna Coxon | Ty Smith |
| Meaghan Gray | Frederick Martin |
| | Bethel Woldemichael |

We would like to thank these individuals and groups for their engagement, participation, and feedback on the Strategy

Community Advisory Panel

- Dr. Apondi J. Odhiambo (co-chair)
- Gerald Mak (co-chair)
- Rayon Brown
- Paula Davis
- Dr. Ardavan Eizadirad
- Stephanie Hill
- Dr. Sean Hillier
- Robb Johannes
- Haris Khan
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- Avy Go
- Michael Kerr
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Toronto Police Service

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- Community Safety Command
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A/Deputy Chief Myron Demkiw
- Internal Unit Champions
- Internal Support Networks
- Analytics & Innovation
- Corporate Communications
- Equity, Inclusion & Human Rights
- Legal Services
- Professional Standards
- Strategy Management
- Toronto Police College

Academic Partners

- Wellesley Institute
- Dr. Lorne Foster, York University
- Dr. Les Jacobs, York University, Ontario Tech University
- Dr. Grace-Edward Galabuzi, Ryerson University

Stakeholders

- Anti-Racism Advisory Panel (Toronto Police Services Board)
- Anti-Racism Directorate, Ministry of Citizenship & Multiculturalism
- Confronting Anti-Black Racism (City of Toronto)
- Indigenous Justice Division, Ministry of the Attorney General
- Information and Privacy Commission (IPC)
- Police And Community Engagement Review (PACER)

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Appendix A: Action Plan

The 38 action items identified in this Appendix are one part of our commitment to reduce disparate outcomes.

These actions are in line with recommendations identified in the *81 Recommendations for Police Reform* and other recommendations by the Anti Racism Advisory Panel (ARAP) Mental Health & Addictions Advisory Panel (MHAAP), and the Police and Community Engagement Review (PACER).

We will work with communities, our Members, and our partners to affect change by further developing the items that are in progress or that we have not yet started, and identifying additional areas where we can do better.



Action Items: Driving Change



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
WORK WITH MINISTRY OF SOLICITOR GENERAL AND OTHER POLICE AGENCIES TO IMPROVE REPORTING REQUIREMENTS IN USE OF FORCE	Develop a Working Group with other police services and the Ministry of Solicitor General to discuss race-based data collection, analysis, and approaches, including reporting challenges.	Completed	Governance Procedures & Workflow Monitoring	Use of Force
IMPROVE AUDITING PRACTICES AT THE SENIOR MANAGEMENT LEVEL FOR ITEMS FOUND DURING STRIP SEARCHES	This data field contained all items found during a search, and not necessarily what was located during a strip search (i.e. shoe laces and belts, that may be found during lower levels of search). Improved auditing on this specific data point allows for proper categorization of items found as a result of strip searches.	Completed	Governance Procedures & Workflow	Strip Searches
REVISE EXISTING STRIP SEARCH PROCEDURE AND IMPROVE REPORTING REQUIREMENTS	Review Search of Persons procedure and reporting/booking template to document the search within the Records Management System that allows for data analysis and extraction, including the reason for search, time of search, and items found during a search.	Completed	Governance Procedures & Workflow Monitoring	Strip Searches
DEVELOP AND IMPLEMENT MANDATORY MEMBER TRAINING ON ANTI-BLACK RACISM AND THE INDIGENOUS EXPERIENCE	Develop and implement training for all Members on Anti-Black Racism and the Indigenous Experience that includes third-party bias training, in partnership with subject matter experts and members of the community. In line with the 81 Recommendations for Police Reform, PACER, ARAP, and CABR.	Completed	Training	Use of Force Strip Searches
HIRE SPECIALIZED EQUITY AND INCLUSION INSTRUCTORS TO DEVELOP AND LEAD TRAINING, INCLUDING ENHANCEMENT FOR NEW RECRUIT PROGRAM	Create an Equity & Inclusion section within the Toronto Police College to develop and lead training for members. In line with the 81 Recommendations for Police Reform and ARAP.	Completed	Training	Use of Force Strip Searches
IMPROVE TRAINING ON STRIP SEARCHES	Develop and implement training for all police officers and special constables on Search of Person, including reasons for a strip search, relevant case law, and how to properly complete the Search of Persons template.	Completed	Training	Strip Searches
HOLD TOWN HALLS AND ENGAGEMENT SESSIONS TO DEVELOP MEANINGFUL ACTIONS AND A PATH FORWARD	Following public data release, hold town halls in partnership with community leaders and agencies to discuss the outcomes of analysis and a path forward	In Progress	Listening & Understanding Governance Communication	Use of Force Strip Searches



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
DEVELOP AN INDIGENOUS-SPECIFIC REPORT ON THE OUTCOMES OF USE OF FORCE & STRIP SEARCHES	Indigenous perspectives are important given the unique experiences and challenges communities face. In order to understand the findings, and seek input from Indigenous Communities, a separate Indigenous Engagement Strategy and report will be developed to engage stakeholders and community agencies around the data to help shape the analyses.	In Progress	Listening & Understanding Communication	Use of Force Strip Searches
CONDUCT AN ACADEMIC AND COMMUNITY REVIEW AND AUDIT OF EXISTING TRAINING CURRICULUM	Ongoing review the current training curriculum by academic partners and members of the community through a Community Advisory Panel. In line with the 81 Recommendations for Police Reform, PACER, ARAP, and CABR.	In Progress	Governance Training	Use of Force Strip Searches
REVIEW OF NON-EMERGENCY INTERACTIONS SUITABLE FOR CALL DIVERSION	Identify non-core policing services that can be delivered by alternative service providers. In line with 81 Recommendations for Police Reform and MHAAP.	In Progress	Governance Procedures & Workflow	Use of Force Strip Searches
REVIEW AND REVISE USE OF FORCE PROCEDURE (15-01)	An organizational review of the Toronto Police Service's Use of Force Procedure in line with the development of the revised TPSB Policy on Use of Force.	In Progress	Governance Procedures & Workflow	Use of Force
IMPLEMENT MANDATORY DEBRIEFS WITH A SUPERVISOR FOR ALL USE OF FORCE REPORTS WITHIN AN OFFICER'S PROBATIONARY PERIOD	All officers involved in a use of force report shall debrief with a supervisory officer within their probation period.	In Progress	Governance Procedures & Workflow	Use of Force
IMPLEMENT MANDATORY REVIEWS OF BODY WORN CAMERA AND IN CAR CAMERA SYSTEM FOR ALL USE OF FORCE INCIDENTS	The Body Worn Cameras and In Car Camera System for all officers involved in a use of force incident will be reviewed by supervisor(s).	In Progress	Governance Procedures & Workflow	Use of Force



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
MEASURE OTHER POINTS OF POLICE CONTACT	Identify areas where police interact with members of communities and add these interactions to the Race & Identity Based Data Strategy. This will help us learn where opportunities for improvement could lie.	In Progress	Governance Procedures & Workflow Monitoring	Use of Force Strip Searches
PROVIDE ADVERSE CHILDHOOD EXPERIENCE TRAINING TO OFFICERS	Expand Adverse Childhood Experience Training to all uniform members. Currently this training is provided to Neighbourhood Community Officers.	In Progress	Training	Use of Force
REVISE COACH OFFICER TRAINING COURSE	Enhance the Coach Officer Training Course to ensure our coach officers have an understanding of community centric service delivery, embracing collaboration, and an understanding of, and are sensitive to, the unique needs/perspectives of people of diverse communities.	In Progress	Training	Use of Force Strip Searches
INCLUDE OPEN ANALYTICS AND DATA ON STRIP SEARCHES ON THE PUBLIC SAFETY DATA PORTAL	To increase transparency, public accountability, and understanding of data, open data will be published on strip searches on the Public Safety Data Portal. In line with the 81 Recommendations for Police Reform.	In Progress	Communication Governance Monitoring	Strip Searches
INCLUDE OPEN ANALYTICS FOR USE OF FORCE DATA	To increase transparency, public accountability, and understanding of data, open analytics for Use of Force will be published on the Public Safety Data Portal. In line with the 81 Recommendations for Police Reform.	In Progress	Communication Governance Monitoring	Use of Force
DEVELOP SCENARIO-BASED TRAINING BASED ON USE OF FORCE TRENDS	Incorporate anti-racism and unconscious bias elements into scenario-based and dynamic training to simulate real-world conditions where officers must make split-second decisions, that emphasizes and prioritizes de-escalation. In line with the 81 Recommendations for Police Reform, ARAP, and MHAAP.	In Progress	Training	Use of Force
COLLECT INTERNAL DIVERSITY AND DEMOGRAPHIC DATA	Collect workforce diversity data internally	In Progress	Governance Procedures & Workflow Monitoring	Use of Force Strip Searches



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
IMPROVE USE OF FORCE REPORTING AND DATA ENTRY	Ensure that the proper general occurrence is referenced within the Use of Force report to allow for contextual information to be collected during the Race & Identity Based Data Collection Strategy; and improve data systems to allow for order of force used to be analyzed.	In Progress	Governance Communication Training Procedures & Workflow	Use of Force
DEVELOPMENT OF A SERVICE-WIDE EQUITY STRATEGY	To commit the Service to do the work needed and creates accountability for driving systemic change that results in fair and unbiased policing	In Progress	Listening & Understanding Communication Governance Monitoring	Use of Force Strip Searches
DEVELOP POST-POLICE INTERACTION SURVEY WITH COMMUNITIES	Post-interaction surveys are a part of the Service's investment in Information Management. The information collected in these surveys will allow for communities to provide information on their interaction with officers.	In Progress	Monitoring	Use of Force Strip Searches
COLLECT DATA AND ANALYZE OTHER OUTCOMES FOR ARRESTED PERSONS INCLUDING DIVERSIONS, BOOKING, PROTECTIVE, AND FRISK SEARCHES	Incorporate arrests, charges, releases, bookings, diversions, and other search of person outcomes into the Race & Identity Based Data Collection strategy to better understand outcomes by race.	In Progress	Governance Procedures & Workflow Monitoring	Strip Searches
CONDUCT INTERCULTURAL DEVELOPMENT TRAINING FOR RECRUITS AND NEW SUPERVISORS	Ensure that all new recruits and supervisors complete Intercultural Development Training to develop intercultural competence and cultural sensitivity. This tool will assist Members in assessing their level of intercultural competence and will allow the Service to adapt training to meet the level of intercultural competence shown in aggregate results.	In Progress	Training	Use of Force Strip Searches
DEVELOP AND IMPLEMENT ANTI-BIAS WORKSHOPS FOR SENIOR LEADERS WITHIN THE SERVICE	In line with recommendations from the 81 Recommendations for Police Reform and PACER, training for all Senior Officers, uniform and civilian, on how to address bias in policing and re-build trust with communities, through the exploration of policies and procedures of bias free policing adopted by police departments across North America and potential best practices for the Toronto Police Service.	In Progress	Training	Use of Force Strip Searches



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
DEVELOP AND IMPLEMENT NEW FAIR AND IMPARTIAL POLICING COURSE	This training will include a focus on confirmation bias and be mandatory for all uniform and civilian members. In line with the 81 Recommendations for Police Reform.	In Progress	Training	Use of Force Strip Searches
CREATE AND DELIVER AN ACTIVE BY-STANDERSHIP COURSE FOR ALL MEMBERS	The Toronto Police College will develop training for all members on active by-standership in partnership with the Equity, Inclusion and Human Rights Unit.	In Progress	Training	Use of Force Strip Searches
RE-AFFIRM THE ROLE OF THE INCIDENT REVIEW COMMITTEE AND INCLUDE REPRESENTATION FROM EQUITY, INCLUSION & HUMAN RIGHTS ON THE COMMITTEE	The mandate of this committee is to review incidents where force was used by members of the Service; assess the effectiveness of the Service's training, practices and associated Service Governance; and, report its findings to the Senior Management Team (SMT). This committee will now include a member of the Equity, Inclusion & Human Rights Unit.	Not Yet Started	Governance Procedures & Workflow	Use of Force
IMPLEMENT STRIP SEARCH REVIEW COMMITTEE WITH SERVICE-WIDE REPRESENTATION , INCLUDING EQUITY, INCLUSION & HUMAN RIGHTS	The mandate of this committee is to review strip searches to assess the effectiveness of the Service's training, practices and associated Service Governance and report its findings to the Senior Management Team (SMT). This committee will include a member of the Equity, Inclusion & Human Rights Unit.	Not Yet Started	Governance Procedures & Workflow	Strip Searches
REVISE OFFICER PERFORMANCE REPORTS	To include additional metrics pertaining to community focus, including: referrals to agencies and diversion	Not Yet Started	Monitoring Governance	Use of Force Strip Searches
REVISE THE PROBATIONARY CONSTABLE PROGRAM TO ENSURE EVERY PROBATIONARY CONSTABLE HAS A DIVISIONAL SPECIFIC COMMUNITY EXPERIENCE	Revise the probationary constable program to ensure every probationary constable has a divisional specific community experience (40 hrs.) and 3 cycles (12 weeks) assigned to a Neighbourhood Community Officer to build an enhanced foundation to community centric policing and exposure to the community with a proactive lens.	Not Yet Started	Governance Procedures & Workflow Training	Use of Force



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
ENHANCE RISK MANAGEMENT THROUGH THE INTRODUCTION OF AN AUDIT AND QUALITY CONTROL SUPERVISOR IN EVERY DIVISION	Effective risk management requires an integrated and coordinated approach. Early indication of risk or non-compliance, assessment of root causes, and implementation of recommendations to resolve causative factors is required to reduce risk and maintain public and internal member trust and confidence. This includes review of all appropriate reviews of information sets, occurrences, and other operational records, and recordings to ensure compliance with Service governance including Use of force and Strip Search incidents. Identifying compliance issues, risks and mitigation recommendations including training or internal complaint as appropriate.	Not Yet Started	Governance Procedures & Workflow	Use of Force Strip Searches
ASSESS EQUITY IMPACT FOR CRIME MANAGEMENT PLANS	An Equity Assessment for operational plans will help determine how projects and deployments will impact Equity-Deserving Groups, specifically on Black, Indigenous and Racialized communities, within the City, a Division, or a neighbourhood. Criteria applied to each Operational Plan should include the Equity-Deserving Group(s) impacted (if applicable), the level of impact, and actions taken to reduce negative impacts or increase positive impacts. The full criteria will be developed in partnership with the Equity, Inclusion & Human Rights Unit and be in line with best practices and the Equity Strategy. This will ensure that each Service operational plan is viewed with an equity lens, rather than solely a crime reduction focus.	Not Yet Started	Governance Listening & Understanding Monitoring	Use of Force
DEVELOP AND CONDUCT MANDATORY SPECIALIZED TRAINING FOR CRIME AND INVESTIGATIVE ANALYSTS ON EQUITY AND IMPLICIT BIAS	The creation of specialized anti-bias and equity training for all crime and investigative analysts. This training will include the impact of over-policing and under-policing on communities, as well as how to develop equity impact statements for operational planning.	Not Yet Started	Training	Use of Force
IMPLEMENT MANDATORY SPECIALIZED TRAINING FOR COMMUNICATIONS OPERATORS ON EQUITY AND IMPLICIT BIAS	The creation of specialized anti-bias and equity training for all Communications Operators. This training will include the impact of over-policing and under-policing on communities, with a focus on third party bias	Not Yet Started	Training	Use of Force



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
REVIEW EXISTING CORPORATE RISK MANAGEMENT REPORT AND USE OF FORCE PUBLIC REPORTING	Better alignment between the Corporate Risk Management Report and public reporting to include non-race contextual information of Use of Force reports, including order of force and unit/assignment.	Not Yet Started	Governance Communication Monitoring	Use of Force
CONDUCT MULTI-YEAR REGRESSION ANALYSIS ON USE OF FORCE & STRIP SEARCH DATA TO ASSESS ACTIONS AND CHANGES THAT WE ARE MAKING	Use sophisticated data modelling techniques to more precisely identify the relative contribution of different factors to outcomes, and track our progress over time.	Not Yet Started	Monitoring	Use of Force Strip Searches

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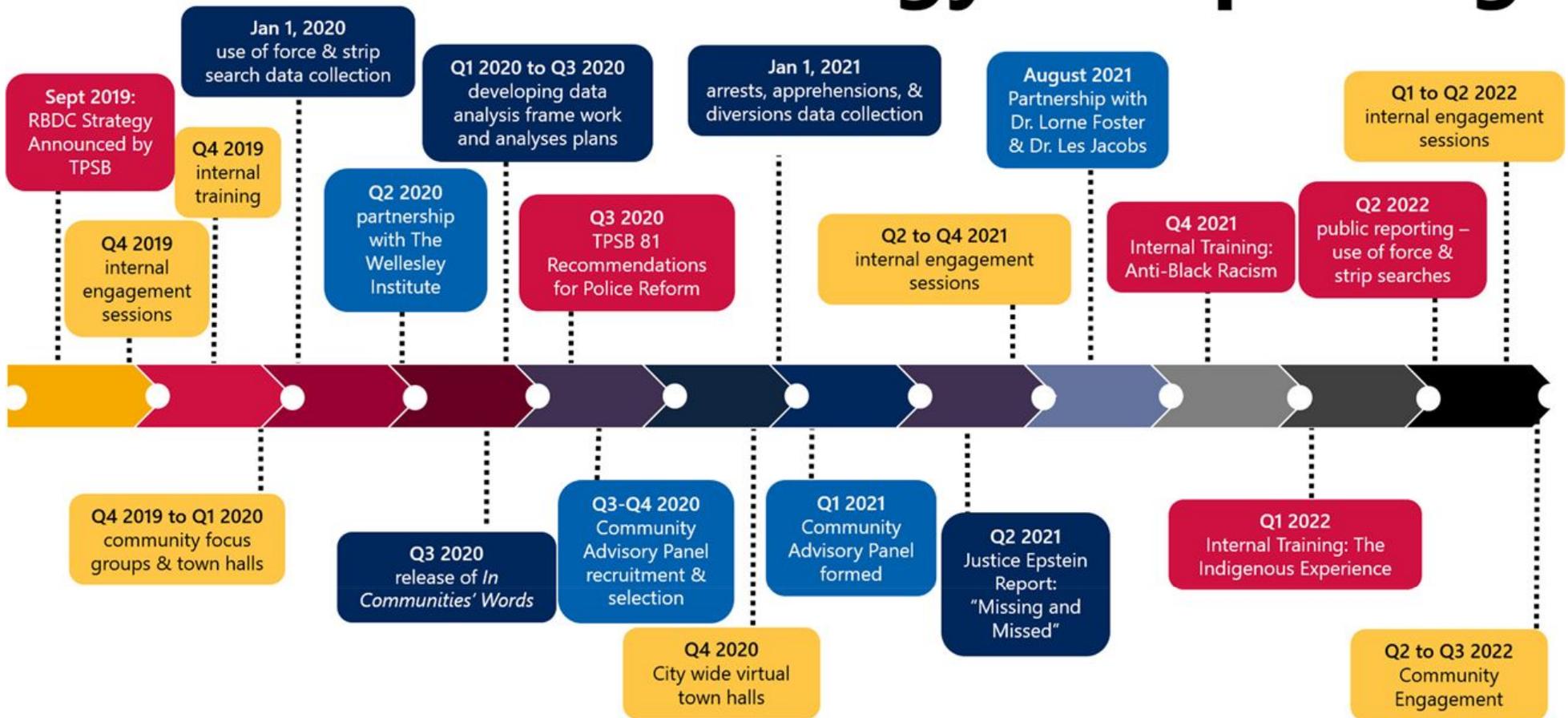


Appendix B: Timelines & Process Maps

Calls for Action



Strategy to reporting



Taking Action towards Police Reform

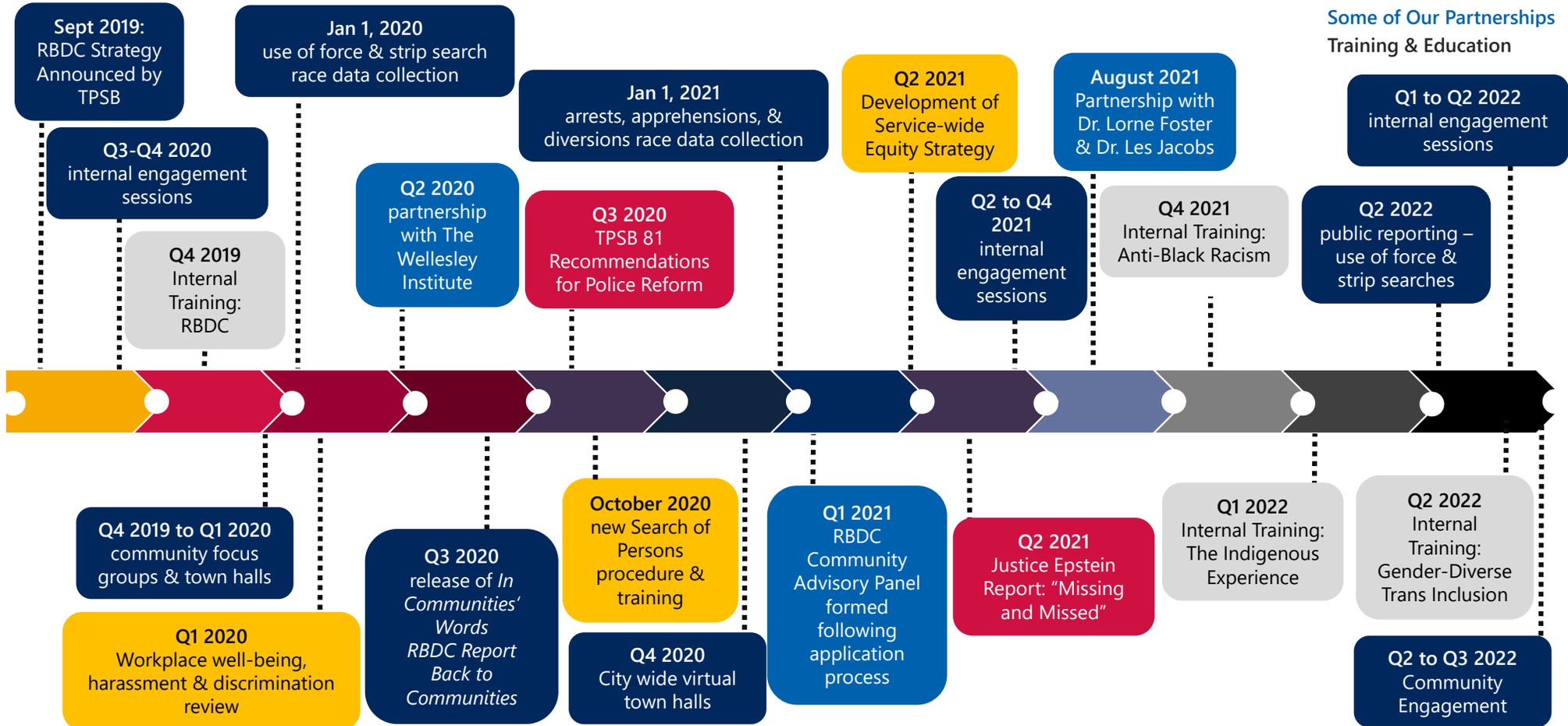
Race & Identity Based Data Strategy

Reports and Recommendations

Organizational Changes

Some of Our Partnerships

Training & Education



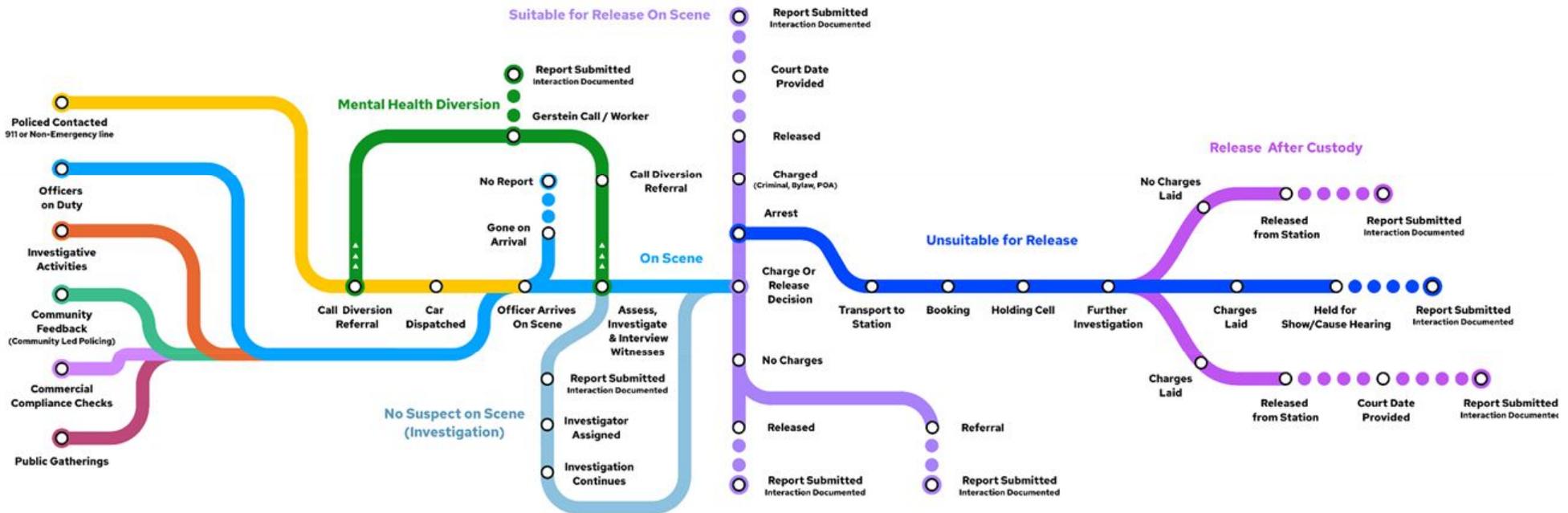
How Policing Is Thought Of

THE STEPS (1 OF 3)



How Policing Is Thought Of

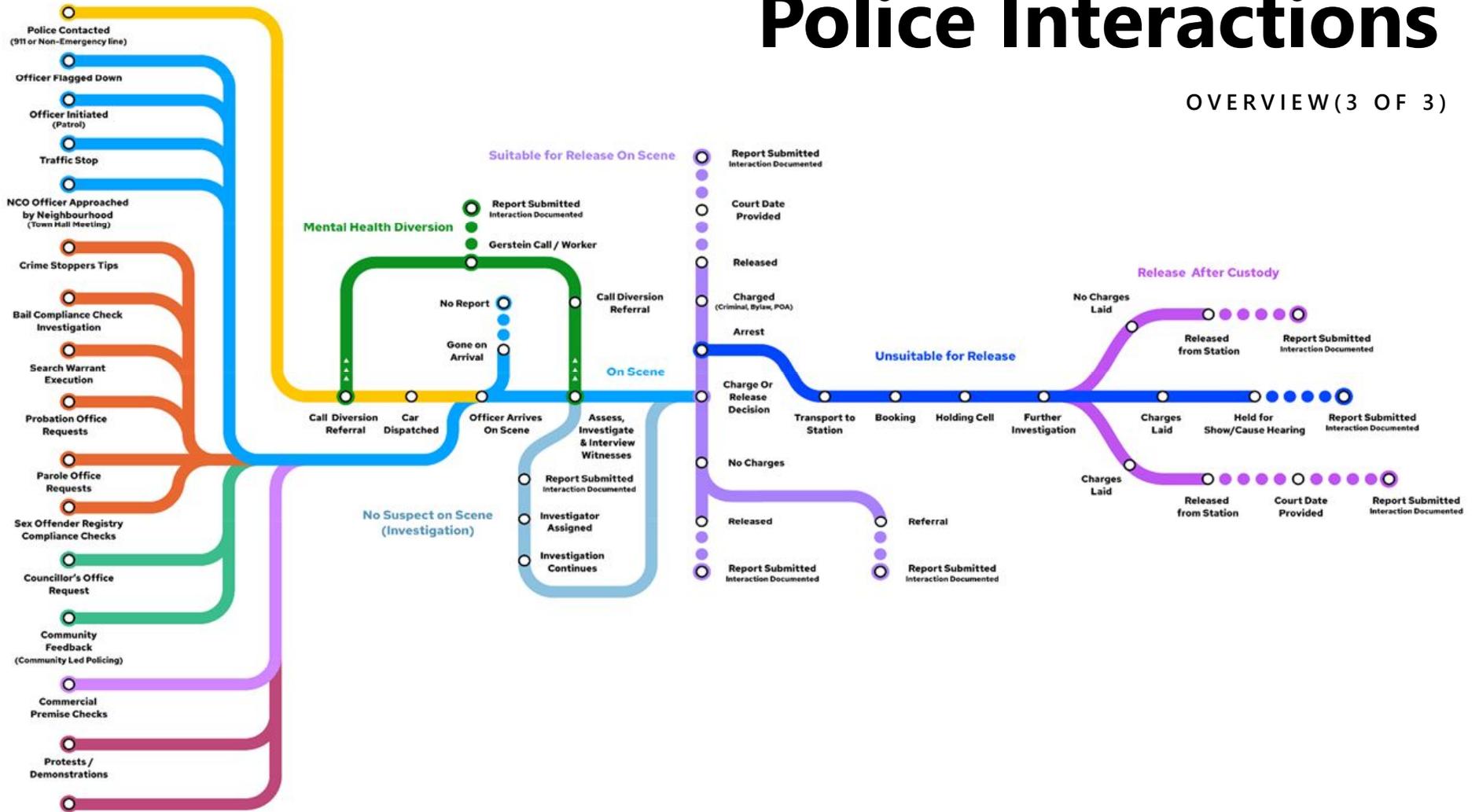
THE STEPS(2 OF 3)



Police Interactions

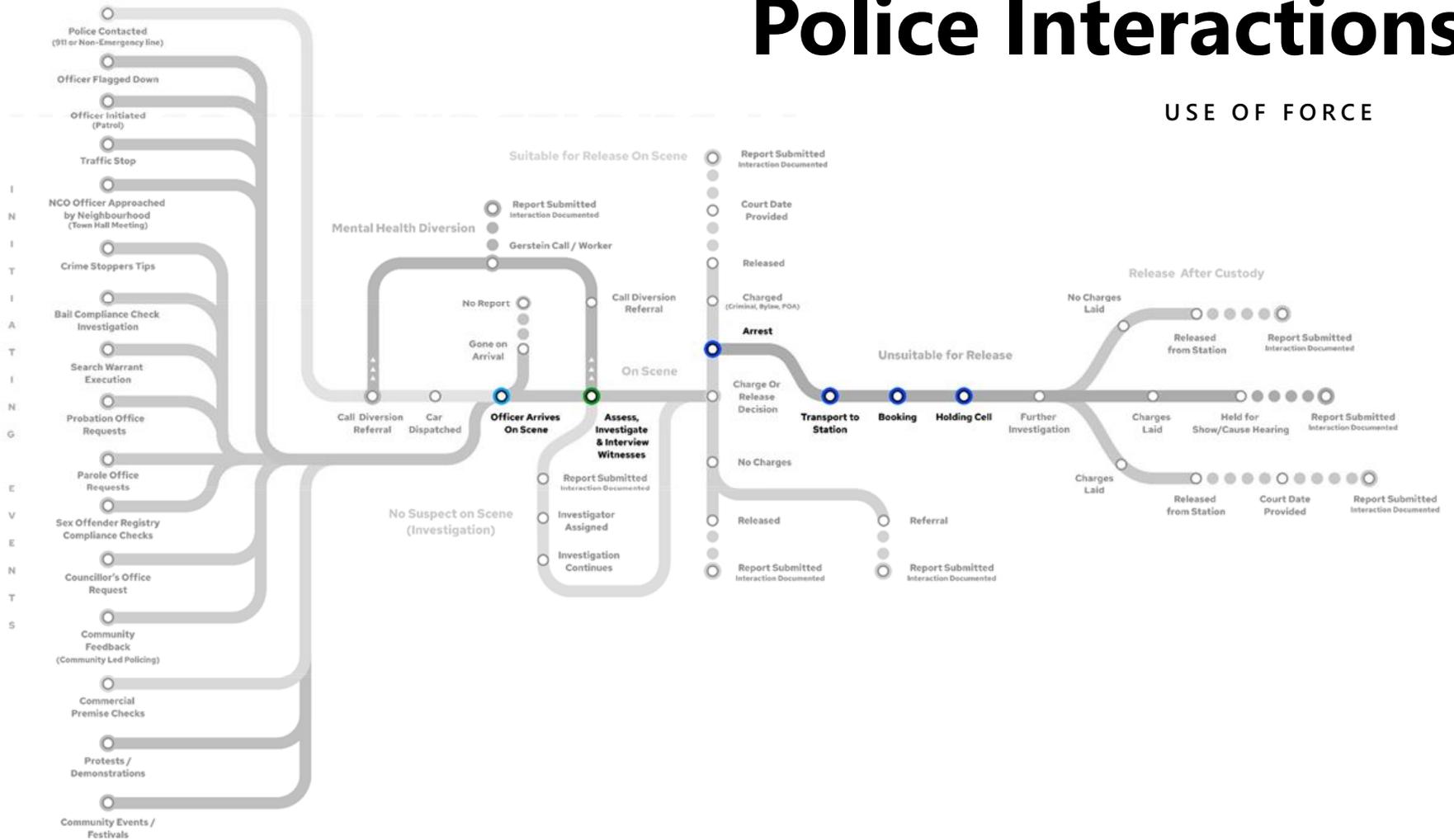
OVERVIEW (3 OF 3)

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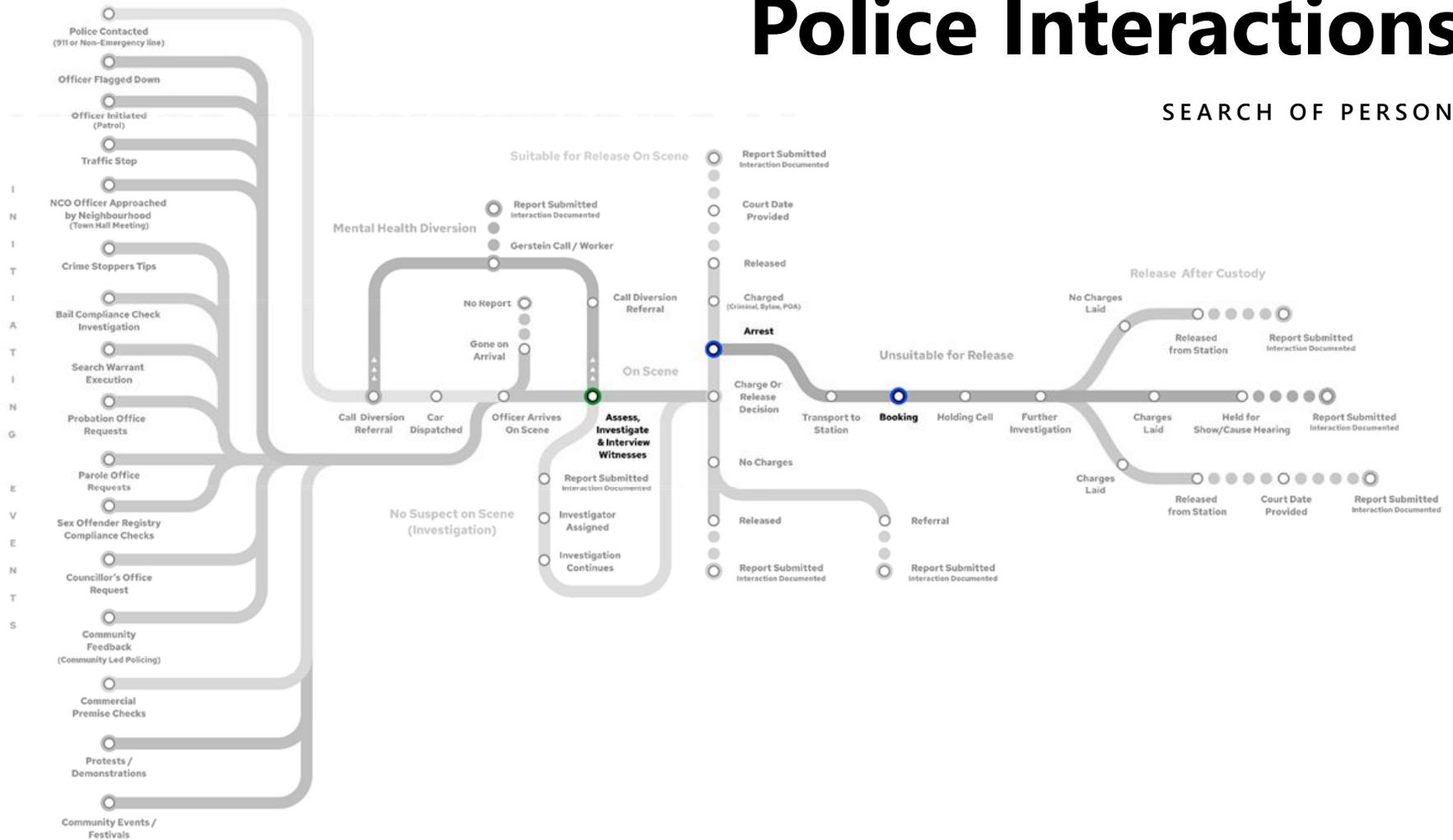
Police Interactions

USE OF FORCE



Police Interactions

SEARCH OF PERSONS



Use of Force & Accountability



Search of Persons Process:

Calls about an incident or potential offence come to the attention of police through:

Officer decisions & potential outcomes:



Reactive Interaction call for service



Proactive Interaction (including vehicle/subject stop)



Investigation

Officer investigates an individual they reasonably suspect has committed an offence



Give warning



Issue ticket / fine



Caution / diversion



Investigative detention: gathers information from the individual involved.



Calls in or enters individual's information into mobile terminal to verify identity and check for any outstanding warrants or previous records.

Officer affects an arrest



Lay charge(s)



Release at scene



Individual is informed of their rights to counsel and reason for arrest.



Protective search is conducted incident to an arrest for officer and subject safety, to locate evidence or items to prevent escape.

If not released at scene, officer takes individual to the station



Take into custody



Release from custody



The individual is **frisk searched**, provided access to counsel, and arrest process continues at the station.



Officer-in-Charge (OIC) determines continued detention and Booking information is entered into the records management system.

If officer has reasonable grounds to justify a **strip search**, OIC reviews & approves request



Hold for bail



OIC ensures that individual understands reason for **strip search**.



OIC ensures the information is entered into a **Search Template**, in the records management system. Information entered includes reasons for search and items found.

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Administrative records

Information collected for the purpose of carrying out and providing various programs and services. For example, administrative records are maintained to manage cases and people, to respond to the legal requirements for recording details of particular events such as arrests, detentions and charges, or use of force, and to support the administration of justice. Examples include: **general occurrences reports**, use of force forms, and arrest records among others.

Affected communities

Refers to communities or groups that are affected by systemic racism in ways that negatively impact or disadvantage individual members and/or groups as a whole.

Anti-Racism Data Standards

Data standards to guide public sector organizations to fulfill their obligations under the *Anti-Racism Act* and establish the consistent collection, management, use (including analyses), de-identification, and public reporting of race-based information. They are also known as *Ontario's Anti-Racism Data Standards* (ARDS).

Anti-Black racism

Prejudice, attitudes, beliefs, stereotyping or discrimination that are directed at people of African descent. This form of racism is rooted in our history of slavery and its legacy that continues to negatively affect Black people. Anti-Black racism is deeply entrenched in Canadian institutions, policies and practices, and manifests through unequal opportunities, lower socio-economic status, higher unemployment, significant poverty rates, and overrepresentation in the criminal justice system.

Arrest Population

For the purpose of Toronto Police Service's race-based data analysis, people who were arrested by the Service in 2020.

Benchmark

A point of reference against which various outcomes can be compared, assessed, or measured.

Call for service (type)

An emergency or non-emergency call for police service that results in an **enforcement action**. The call type indicates how a call was characterised based on initial information provided to the Communications Operator. For the purpose of Toronto Police Service's race-based data analysis, calls for service were grouped into broad categories in order to identify meaningful trends.

Crime rate

Number of crimes per 100,000 population.

Assault & crime against persons

For the purpose of Toronto Police Service's race-based data analysis, a grouping of **primary offence** categories within general occurrences of crimes involving actions (with intent to do harm) or threat of such actions by one person against another. Examples include: assaults (various levels, including aggravated), criminal negligence causing bodily harm or death, failure to

provide necessities of life, forcible confinement, kidnapping, and administering noxious thing.

Data set (or Dataset)

An organized collection of data. The most basic representation of a data set is data elements presented in tabular form. A data set may also present information in a variety of non-tabular formats, such as an extensible mark-up language (XML) file, a geospatial data file, or an image file.

De-escalation

Verbal and non-verbal strategies intended to reduce the intensity of a conflict or crisis encountered by the police, with the intent of gaining compliance without the application of force, or if force is necessary, reducing the amount of force required to bring a situation safely under control.

De-identify

In relation to the information of an individual, it means to remove any information that could be used to identify a specific individual or for which it is reasonably foreseeable in the circumstances that it could be utilized, either alone or with other information, to identify the individual.

Disaggregated data

Data which is broken down into component parts or smaller units of data for statistical analysis. For the purpose of Toronto Police Service's race-based data analysis, it means breaking down the (aggregate) "racialized" category into its component parts such as Black, South Asian, East/Southeast Asian, Indigenous, Latino, Middle Eastern, and White.

Diversity

The range of our visible and invisible qualities, experiences, and identities that shape who we are, how we are perceived, and how we engage with the world. These can include race, gender, age, sexual orientation, physical or mental abilities, socio-economic status, religious or spiritual beliefs, personality, and perspectives. Each person has many layers of diversity that intersect and make our lived experiences unique.

Division

A geographic unit used by the Toronto Police Service to divide the city of Toronto in order to provide law enforcement services (e.g. assign and dispatch police officers to respond to calls for service). The Service has 17 divisions.

Enforcement action

For the purpose of Toronto Police Service's race-based data analysis, this includes all incident reports of arrests resulting in charges (including released at scene) or released without charges, *Provincial Offences Act* Part III tickets (serious offences), summons, cautions, diversions, apprehensions, and those with the role type of "subject" or "suspect." It *excludes* police interactions related to victims, complainants, witnesses, traffic or pedestrian stops, lower levels of tickets, and parking enforcement.

Equity

Fair treatment and access to opportunities for everyone. Equity recognizes that people have different needs and experience different barriers, so they may need different supports and provisions to access certain opportunities. It

is different from equality, which is about treating everyone the same and providing the same support, regardless of the person's starting point. Equity is both a process and an outcome.

General occurrence reports

Records that are created by Toronto Police Service to record information about a person and incident, required to support operations, investigations, and the management of cases and persons (if held in custody).

Highest type of force used

The highest level of force used across all officers in an incident. For the purpose of Toronto Police Service's race-based data analysis, types of force are ranked in order from Physical or other force, Less Than Lethal Force, Handgun Drawn, and Firearm Pointed or Discharged.

Implicit bias (or Unconscious bias)

The attitudes or stereotypes that affect our understanding, actions or decisions in an unconscious manner. These biases can be positive or negative and are usually outside the person's awareness.

Intersectionality

The way in which people's lives are shaped by their multiple and overlapping identities, which, together, can produce a unique and distinct experience for that individual or group, such as presenting additional barriers, opportunities, and/or power imbalances. In the context of race and Indigenous identity, this means recognizing the ways in which people's experiences of racism or privilege may vary depending on the individual's or group's relationship to

other social identities such as religion, ethnic origin, gender, age, disabilities, socio-economic status, and immigration status.

Location

The division where an occurrence incident or arrest took place.

Mental health incident

For the purpose of Toronto Police Service's race-based data analysis, a group of **primary offence** categories within a **general occurrence report** that describe the incident as being related to mental health. Examples include: threatening or attempted suicide, overdose, or jumper.

Multiple race group

For the purpose of Toronto Police Service's race-based data analysis, a derived variable where an incident involved more than one person and people were perceived as different races from each other.

Ontario's Anti-Racism Act

An act passed in 2017 to provide a framework for the Ontario government to identify and eliminate systemic racism and advance **racial equity** in the province. The legislation sets out requirements to maintain an anti-racism strategy and establish targets and indicators to measure the effectiveness of the strategy. It also empowers the government to establish regulations and data standards for public sector organizations to collect, manage and use race-based data for purposes under the act.

Open data

De-identified data that are released free of charge to the public in one or more open and accessible formats.

Perceived race

A police officer's perception of a person's race at the time of an interaction. If the officer did not see the person, they must describe the circumstances in a text box to explain why (i.e., the person was covered, got away, etc.).

Perceived race is collected to help us understand if there is systemic racial bias in policing practices, processes and decision-making.

Person in crisis (call for service type)

For the purpose of Toronto Police Service's race-based data analysis, a call for service that results in an enforcement action, for an event relating to a person who appears to be in a state of crisis or experiences a mental health crisis.

Person in crisis call for service include: emotionally disturbed person, threatening or attempted suicide, and overdose.

Primary offence

The description of a **general occurrence**, as determined by the police officer. Categories pertaining to criminal offences are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved in an incident.

Proactive event

For the purpose of Toronto Police Service's race-based data analysis, interactions with a member of the public that was initiated by a police officer.

Examples include: vehicle and subject stops, premise checks, or compliance checks.

Qualitative data

Information that is hard to measure using numbers; it is often about qualities such as ideas, images, qualities (of experiences, behaviours, etc.), emotions, or processes.

Quantitative data

Information that can be measured, counted and expressed using numbers.

Race or race group

Term used to classify people into groups based mainly on physical traits (phenotypes) such as skin colour, eye colour, hair texture, and other visible features. Racial categories are not based on science or biology but on differences that society has created (i.e. "socially constructed"), with significant consequences for people's lives. Racial categories may vary over time and place and can overlap with ethnic, cultural or religious groupings.

Race-based data

Information about an individual's race, ethnic origin, Indigenous identity, and religion. It is also referred as race and identity-based data.

Racial bias

Predisposition, prejudice or generalization about a group or persons based principally on race (see definition of race).

Racial disparity

Unequal outcomes in a comparison of one racial group to another racial group.

Racial disproportionality

The proportion of a race group that is greater than (over-representation) or is less than (under-representation) their presence in the **benchmark** population.

Racial equity

The condition that would be achieved if one's racial identity no longer predicts, in a statistical sense, how one is treated and their outcomes. Racial equity is the systemic fair treatment of all people. It results in equitable opportunities and outcomes for everyone.

Racial profiling

Any action undertaken for reasons of safety, security or public protection, that relies, in part, on stereotypes about race, colour, ethnicity, ancestry, religion, or place of origin, or on a combination of those traits, rather than on a reasonable suspicion, to single out an individual for greater scrutiny or different treatment.

Racialization

A process of drawing group boundaries (races) and allocation of persons within those boundaries by primary reference to (supposedly) inherent and/or biological (usually phenotypical) characteristics that are related to race. In this process, societies construct races as 'real,' different, and unequal in ways that matter to economic, political, and social life.

Racism

Ideology or belief system that either directly or indirectly asserts that one group is inherently superior to others based on race. It can be openly displayed in racial jokes and slurs or hate crimes but it can be more deeply rooted in attitudes, values and stereotypical beliefs. In some cases, these are

unconsciously held and have become deeply embedded in systems and institutions that have evolved over time. Racism operates at a number of levels, in particular, individual, systemic and societal.

Reported use of force

All police services in Ontario are mandated to submit a report under the Police Services Act every time an officer uses force that meets the provincial definition. A police officer is required to report any interaction with the public whenever a police officer uses physical force that results in an injury requiring medical attention; draws a handgun in the presence of the public; discharges a firearm; points a firearm; and/or uses a weapon other than a firearm (including a CEW – Taser) on another person. Not all uses of force are included – for example, physical force such as a hand strike, push, or use of handcuffs that results in no or minor injuries are not included.

Resident population

For the purpose of Toronto Police Service's race-based data analysis, the population of people living in the city of Toronto, broken down by race group, based on 2020 projections by Environics Analytics.

Self-identified race

Information provided by an individual about their race in response to being asked this information by a police officer.

Social identity

An individual's sense of who they are based on which social group(s) they are part of or affiliate with. Social identities allow individuals to have a sense of belonging to a group or community. These groups can consist of, but are not

limited to, race, gender, religion, social class, and memberships in different organizations/clubs.

Strip search

A search conducted by a police officer on a person, which includes the removal of some or all clothing that reveals under-garments and/or a visual inspection of the body.

Strip search rate

The percentage of arrests which resulted in a strip search.

Systemic barriers

Obstacles or barriers that intentionally or unintentionally exclude individuals, groups and/or communities, and are often out of the control of any individual person. Systemic barriers or obstacles can occur when systems, policies, programs, and services are created and/or delivered without benefiting from a range of perspectives during their development or implementation.

Systemic change

Change that transforms how the whole system functions, including culture, leadership, rules, and processes in all its components and the relationships between them.

Systemic racism

Organizational culture, policies, directives, practices or procedures that exclude, displace or marginalize some racialized groups or create unfair barriers to access valuable benefits and opportunities. This is often the result of institutional biases in organizational culture, policies, directives, practices,

and procedures that may appear neutral but have the effect of privileging some groups and disadvantaging others.

Threshold

A value that, if met or exceeded, indicates a notable inequality of concern for attention or action. Determining an appropriate threshold helps to interpret the meaning of the numerical results and indicates whether the magnitude of the disproportionality and disparity indices represents a notable difference for further investigation, monitoring, and/or potential action.

Use of force rate

The percentage of enforcement action incidents that are associated with a reportable use of force incident.

Unknown race

A category for **perceived race** in the Records Management System typically used in situations where a record is created in relation to warrants in which a police officer has not interacted with a specific individual.

Violent call for service

For the purpose of Toronto Police Service's race-based data analysis, calls for service from members of the public for police intervention in relation to events or actions by a person that poses pending or immediate physical harm to another person. Violent call for service are: assault in progress, assault just occurred, assist P.C., homicide, person with a gun, person with a knife, robbery, sexual assault, child sexual assault, shooting, sound of gunshots, stabbing, unknown trouble, wounding, assault, and fight.

Weapons

A weapon is any thing used, designed to be used, or intended for use in causing death or injury to any person, or for the purpose of threatening or intimidating any person.

Weapons carried

Any weapons carried by an individual involved in a **reported use of force** incident, as perceived by the reporting officer at the time of the decision to use force. This information is collected in the provincial Use of Force Report.

Youth

A person who is 17 years of age or younger. While there can be different definitions of youth used elsewhere, for the purpose of Toronto Police Service's race-based data analysis, this definition has been used to be consistent with the Youth Criminal Justice Act.



Race & Identity Based Data Collection Strategy

Understanding Use of Force &
Strip Searches in 2020

Detailed Report

Toronto Police Service

June 2022



The Toronto Police Service has been on a journey of transformation that is anchored in the principles of diversity, equity, inclusion, transparency and fairness. This is part of our commitment to comprehensive police reform and internal culture change.

We are building these principles into all aspects of the Service to help repair community trust and commit to our members that the Service is a safe, bias-free and inclusive place to work.

A key part of the Service's Commitment to Equity and Transparency is the *Race & Identity Based Data Collection Strategy*.



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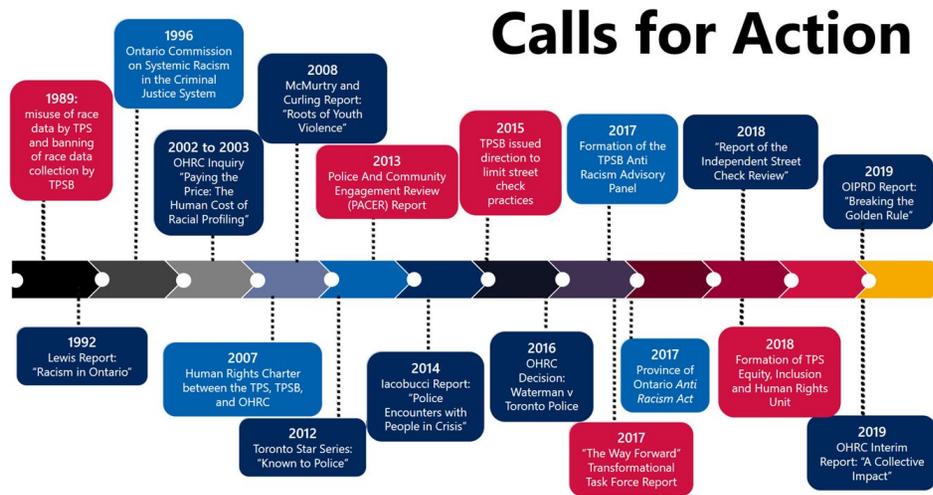
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Calls for Action



Timeline: Calls for Action
(see Appendix B for more detail)

Work to address systemic racism and discrimination faced by Black, Indigenous, and other racialized communities started long before the Race & Identity Based Data Collection Policy & Strategy. We want to acknowledge the calls for action that have led us here today.

Systemic racism and discrimination exist across all Canadian institutions, including law enforcement, and it requires a cross-sector approach.

We recognize that race-based data has been misused by the Toronto Police Service in the past. We will use the data to help us work more deeply with communities.

The Year that Was

On January 1, 2020, all police services in Ontario began collecting race data in provincial use of force reports. New procedures and training were introduced to members to help them understand the RBDC Strategy and its purpose in eliminating systemic racism and advancing racial equity.

We recognize that 2020 was unique from other years, but this data serves as a baseline to help us understand our progress going forward. The issues we are addressing – anti-Black racism, policing, accountability and reform – remain as relevant as ever for the citizens of Toronto. The changes we are making are a reflection of the priorities highlighted in the feedback we received from thousands of Torontonians.

Moving Forward Together

From focus groups to town hall meetings, we heard from communities about what it will take to earn their trust.

We will use this data, with community and member input, to identify what is driving disparities and to develop meaningful solutions.

Data will not be used to further stigmatize communities or to deepen the divide that already exists.

We are motivated to make cultural and systemic change, and to be better for our communities.

Race Based Data Collection Policy

In accordance with the Ontario's *Anti-Racism Act (2017)*, public sectors in Ontario are required to collect race-based data. All police services in Ontario began collecting officers' perception of race in Use of Force reports starting in 2020. We expanded this scope to include race data collection for persons strip searched, in response to the Office of the Independent Police Review Director's report: *Breaking the Golden Rule: A Review of Police Strip Searches in Ontario*.

The Toronto Police Services Board's *Policy on Race Based Data Collection, Analysis and Public Reporting* governs how we should approach this important work, including the formation of a Community Advisory Panel, an independent academic review, the publishing of data on our Public Safety Data Portal, and working with the Information and Privacy Commissioner of Ontario.

The Board's Policy states that this Strategy shall not result in the stigmatization of communities or be used to identify Service members.

Our Approach: What we are doing differently?

Approach

Our approach is in line with police reforms currently being implemented, including the Toronto Police Services Board's *81 Recommendations for Police Reform* and the recommendations outlined in The Independent Civilian Review into Missing Person Investigations Report: *Missing & Missed*.

Analysis

The analysis is led by external and internal subject matter experts in race data, equity, police data, and informed by engagement. Findings of racial disparities on their own do not tell us how, why, or where they exist. We are using our internal data like never before to better understand uses of force and strip searches. Our approach to analysis is a cycle, not a linear process. It takes into account the fact that decisions to use force or to search a person are made in situations that are unique, complex, and fluid.

Community Advisory Panel

The Strategy is informed through engagement from the Community Advisory Panel that includes 12 diverse residents from Black, Indigenous and other racialized communities, as well as youth representatives. The members bring expertise in community organizing, academic, and social services.

Independent Review

To ensure our work is transparent, the analysis process, practices, and findings are independently reviewed by Dr. Lorne Foster and Dr. Les Jacobs, leading experts in Race & Identity Based Data Collection and Analysis with a human rights lens.

Analysis to Action Model: Roadmap to Equity



Policing Practices
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Roadmap to Equity

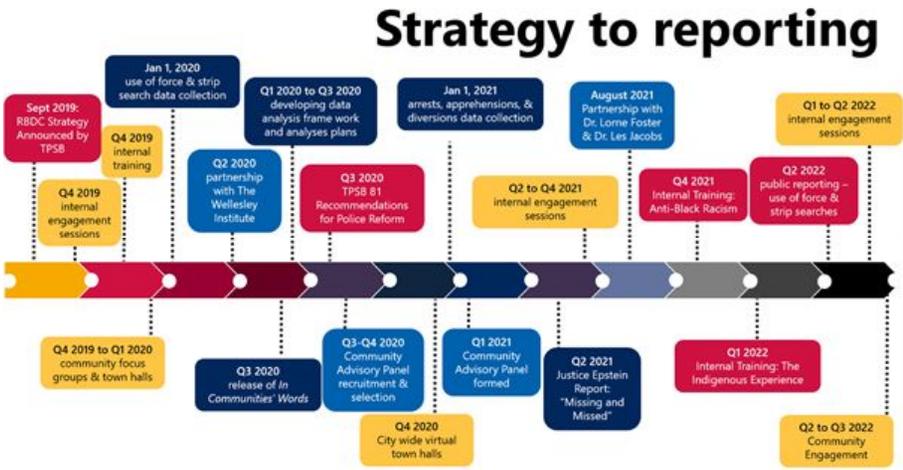


Stage

Process

Policing Processes	Identify Priority Interactions	We work with our partners and diverse communities to identify priority interactions, revise or create programs, policies and training and plan implementation for lasting impacts.
Measurement	Gather the Data	We cannot understand or change what we do not measure. In 2020, the Toronto Police Service began collecting race-based data in Use of Force & Strip Searches under the Race & Identity Based Data Strategy. In 2021, arrests, apprehensions, and diversions were added to the Strategy.
Outcomes	Analyze Data	The process of analyzing Use of Force & Strip Search data began in 2021. Analysis of arrests, apprehensions and diversions will start in 2022.
Reflect & Engage	Identify Root Causes	Engagement is at the heart of the Strategy. Throughout the Strategy, we engage with communities, the Community Advisory Panel, Members and academic partners to build trusted relationships needed to guide the Service. We work together to understand root causes to inform partnerships and be innovative and effective in making changes.
Take Action	Take Action & Evaluate	We have leveraged our data to better understand our impact, but data is only one part of this work. In our commitment to police reform we are undertaking systems and organizational culture change, including through our investment in Information Management and strategies led by the People & Culture pillar.

Strategy to Reporting



Timeline: Strategy to Reporting
(see Appendix B for more detail)

The findings in this report are based on data collected in 2020. They will serve as a baseline as we continue to work on subsequent analysis and releases to understand trends and changes over time.

Our analysis seeks to identify disproportionalities and areas for organizational change.

Throughout this process we worked with the Wellesley Institute, the RBDC Community Advisory Panel, Dr. Grace-Edward Galabuzi, and Dr. Lorne Foster and Dr. Les Jacobs, leading experts in race-based data analysis.

We conducted internal engagement sessions with our members and RBDC unit representatives, and delivered mandatory training to all members, uniform and civilian.

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Reflect & Engage: Listening to Understand



Listening to Understand

Engagement is an integral part of the Race & Identity Based Data Strategy

From **October 2019 to February 2020**, we engaged in our largest engagement endeavour ever to raise awareness about this strategy and to gather public feedback.

We heard community voices through 69 focus groups and town halls involving 886 participants, and 197,000 social media engagement points.

In Communities' Words, a report back on what we heard, was published in 2020 and followed by additional virtual town halls in **December 2020** in partnership with community agencies throughout Toronto.



Listening to Understand

Engagement is an integral part of the Race & Identity Based Data Strategy

This work is a collective effort by units across the Service, from data collection to data analysis and dissemination. **Internal support** of the strategy starts with ensuring that our members are confident in the direction we are taking and equipped to lead the change.

Starting in **December 2019 and throughout 2020**, we conducted in person and on-line mandatory member training on the strategy and data collection. In **2020 and throughout summer 2021**, the Service conducted internal member engagements to help inform the data analysis process.



Listening to Understand

Engagement is an integral part of the Race & Identity Based Data Strategy

The Strategy's success depends on how well the voices and perspectives of diverse communities are heard, which is why we established a **Community Advisory Panel (CAP)** in **January 2021** to work alongside the Service.

The CAP includes 12 diverse residents from Black, Indigenous and other racialized communities, as well as youth representatives. The **members bring expertise in community organizing, academic, and social services.**



Listening to Understand

Engagement is an integral part of the Race & Identity Based Data Strategy

Partnerships with government agencies, human rights organizations, and academics are fundamental to an accountable and robust data analysis process leading to actionable insights.

In **April 2020**, the Service partnered with the **Wellesley Institute**, leading experts in human rights; and, in **August 2021**, partnered with **Dr. Lorne Foster** and **Dr. Les Jacobs**, experts in race & identity-based data analysis to review our processes and analysis.



What we Heard

Actions

- Identify areas of accountability for officers
- Ensure the data is entered properly
- Identify what we are doing to address outcomes but take a community approach towards developing additional solutions

Deeper Analysis

- Conduct guided analysis and testing perspectives on the data to answer questions
- Indigenous experiences in Toronto are distinct from Black & other racialized groups
- Incorporate other data and context that reflect the daily operations of policing

Acknowledge

- The role of the Service in the strained relations with communities
- History of calls to action
- Psychological trauma from all levels of use of force
- The work the Service is currently doing towards reform

Communicate

- Deliver this information in a way that communities understand

Throughout our engagements, we heard perspectives from communities, our members, and academic partners to help guide the analysis and action plans

Questions We Received

In addition to questions specific to Use of Force and Strip Searches, we heard general questions around the data, the analysis, and the Strategy.

Can we trust the data is being entered properly?

Does one stream of police interactions negatively impact some communities more than another?

Does this analysis look at the operational side of policing?

What about other outcomes for apprehensions and arrests?

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Appendix C: Data Dictionary

Taking Action: Police Reform & Capacity Building



Taking Action: Police Reform & Capacity Building

Taking Action towards Police Reform



Image: Taking Action (see Appendix B for more detail)

Since 2020, we have been making changes to help our members understand the lived experiences of diverse communities.

Through our community partnerships, Neighbourhood Community Officer Program, models for alternative service delivery, and work with experts in human rights, we are working towards building trust, developing relationships, and **changing our existing structures.**

We conducted an academic review of our training curriculum and hired Equity & Inclusion **training specialists** who design and lead training, including: Anti-Black Racism, the Indigenous Experience, annual In-Service Training Program, and training for coach officers & new recruits.

Our Equity, Inclusion & Human Rights Unit supports the Service's modernization efforts and development of the Service-wide **Equity Strategy.**

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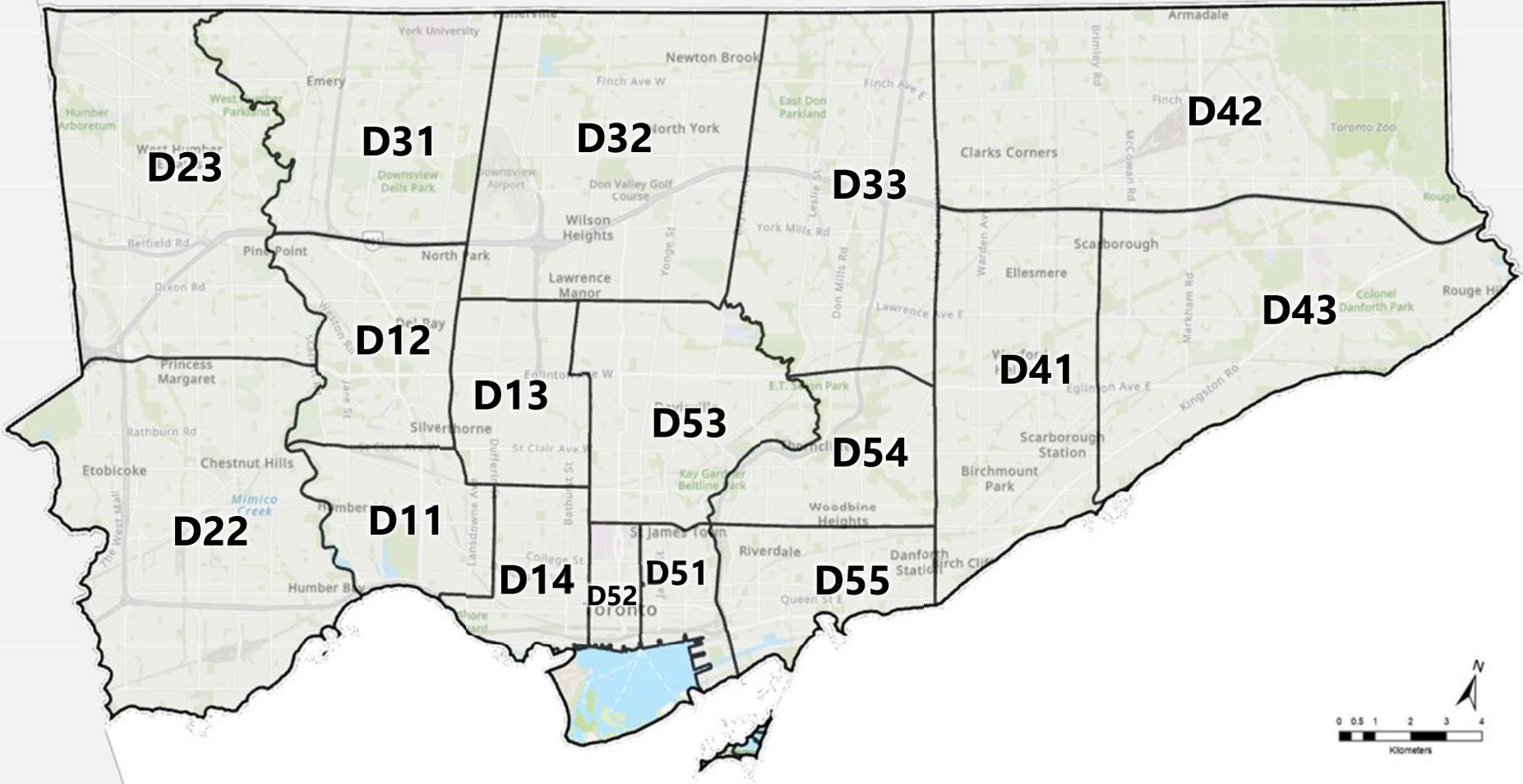
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Policing Practices: All Interactions

City of Toronto: Toronto Police Divisions



Policing Practices: How Policing Is Perceived



Image: How Policing is Thought Of

People often think of policing as a linear process starting with a call for service and ending with an arrest or release, but it is more complex.

There are many ways an interaction may start: a call to 911 or the non-emergency line, a proactive interaction, investigative activities, community feedback, compliance checks, or public gatherings.



Image: How Policing is Thought of (Expanded)

See Appendix B for more detail on each image to see how policing is thought of and how interactions with police may begin.

Policing Practices: All Interactions, Use of Force, and Search of Persons

The images below show the complexity of police interactions, initiating events, and where uses of force and search of persons occur on the interactions map.

See Appendix B for more detail of each Interaction Map.

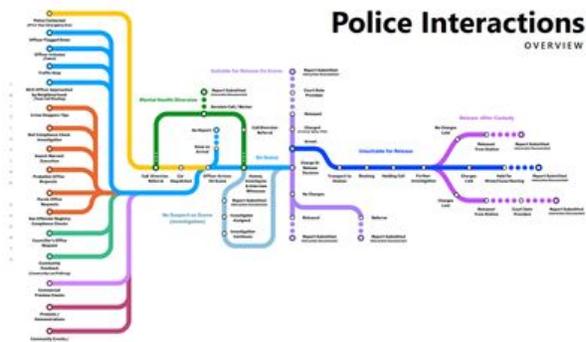


Image: Police Interactions

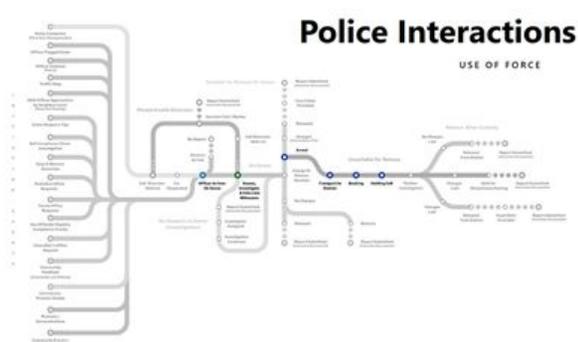


Image: Police Interactions & Use of Force

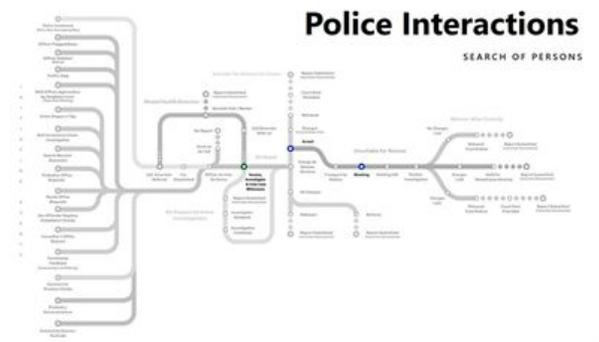


Image: Police Interactions & Search of Persons

Policing Practices & Race-Based Data

Officers must select **one** race category based on their **perception** of an individual, as outlined in *Ontario's Anti-Racism Data Standards*: Black, East/Southeast Asian, Indigenous, Latino, Middle Eastern, South Asian, or White.

Phase 1 commenced in Jan 2020 with the collection of race perception data for Use of Force and Strip Search incidents

Phase 2 commenced in Jan 2021 with the collection of perception data in arrests, apprehensions, and youth diversion data

As the Strategy progresses, we will look to incorporate how members of the public can **self-report** their identities.

Before analysis, all personal information that could identify a member of the public, or an officer, is removed from the data.

Each phase of the data analysis is grounded in an analytical framework. This ensures that we apply similar analysis approaches to each interaction.

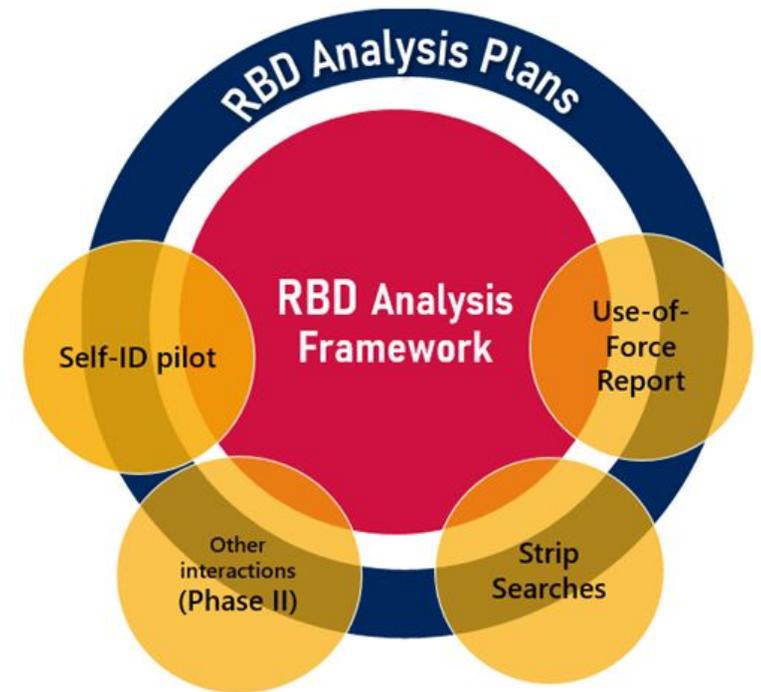


Image: RBD Analysis Framework



Race-Based Data Collection & Analysis Framework

Sound Methods

Methods used, including benchmarks, statistical models and techniques are based on best practices, and are explainable and transparent.

Centre Race

The analysis centers race and racial disparities, and where possible, how race intersects with other social identities such as gender, age, and mental health status in order to assess systemic racial disparities in policing outcomes.

Solution Oriented

Analyses are conducted in a manner that produces actionable insights and allows the Service to make evidence-based decisions to improve their policies, practices, and procedures.

Reflect Engagement

Involve those with operational expertise, as well as youth, racialized and Indigenous peoples with lived experiences to help us understand the data and interpret results.

Our data analysis framework guides us in a principled approach to meaningful analyses

Data Considerations

1. The level of analyses are incidents of reported use of force. If an incident involves people perceived as a different race from each other, it is categorized as “multiple race group”.
2. The small number of use of force incidents limits how finely we can cut the data.
3. Challenges with the provincial use of force report limits understanding of the dynamic contexts for uses of force. Connecting use of force with occurrence data expands our capability to explore deeper questions.
4. We were able to connect 889 (93.7%) Use of Force incidents to general occurrence data. Unconnected reports were due to data entry errors or locked occurrences (i.e. serious ongoing criminal investigations).
5. To understand the nature of incidents before and after officers arrive on the scene, we gathered dispatcher information (Calls for Service) as well as information recorded by officers. Calls for Service and primary offence/incident types are categorized in groups to identify meaningful trends.
6. The unit for spatial analysis is occurrence location that resulted in a use of force incident (for use of force analysis); and, arrest location (for strip search analysis).

This section explores Use of Force Reporting from Jan 1 to Dec 31, 2020.

It includes:

- Key Concepts
- A Background of Use of Force
- Use of Force Findings

Use of Force



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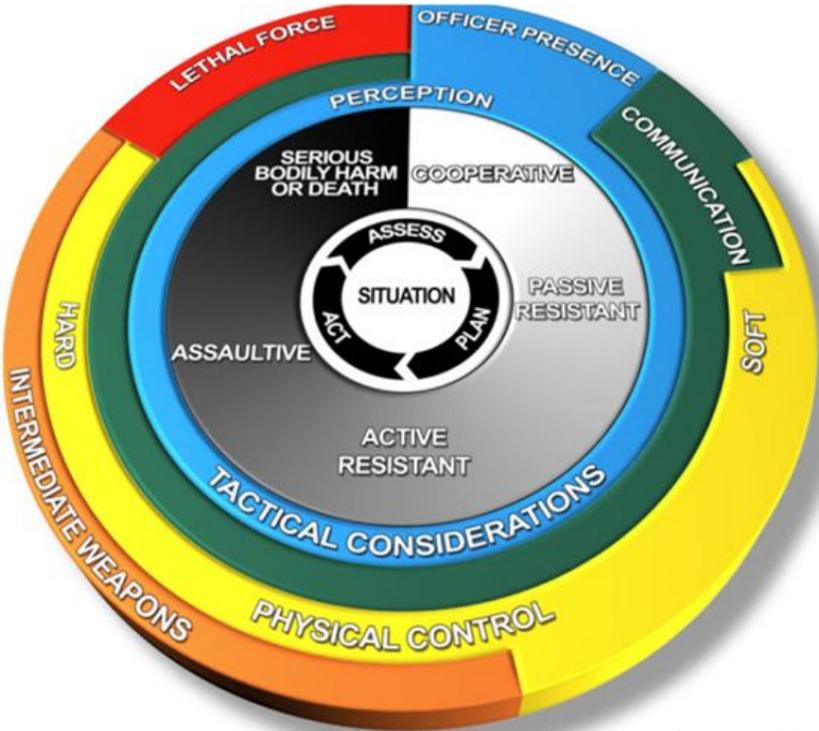


Ontario Use of Force Model

The Toronto Police Service places the highest value on the protection of life and the safety of its members and the public, with a greater regard for human life than the protection of property.

Officers use the Ontario Use of Force model to **continuously assess the situation** and select the **most reasonable option** for those circumstances as perceived at that point in time.

Members of the Service have a responsibility to only use force which is reasonably necessary to bring an incident under control effectively and safely. **Service Procedure 15-01** governs the use of force by officers.



(Ontario Use of Force Model)

See Toronto Police Service Procedure 15-01 Use of Force along with associated appendices for more information:
<http://www.torontopolice.on.ca/procedures/index.php>

Use of Force Reporting

Police Services are required to submit a **Use of Force Report** to the Ministry of the Solicitor General whenever an officer:

Team reports, animal dispatches & accidental firearm discharges in a police facility are not included in this analysis

Medical Attention

Uses physical force that results in medical attention (ambulance or Hospital)

Firearms & CEW

Draws, points, or discharges a firearm in public; or demonstrates force with a CEW (taser)

Other Weapons

Uses a weapon other than a firearm or CEW, such as an impact weapon (baton), aerosol spray (pepper spray), or a police service dog or horse that comes into contact with a person

Required regardless of level of injuries

Collected Information

The Use of Force Report is a mandated form by the Ministry of the Solicitor General.

The Use of Force Report captures information about the interaction, including the type of incident officers responded to, the type of force used, if a weapon was perceived, and level of injuries.

Under the *Ontario Anti-Racism Act, 2017* and its regulation, the Ministry of the Solicitor General added **race** to the Use of Force Report form.

Ontario  Ministry of the Solicitor General **Use of Force Report**
Police Services Act

Fields marked with an asterisk (*) are mandatory. Check more than one box in each section, where appropriate.

Police Service * _____ Location Code (if applicable) _____

Part A

Date (yyyy/mm/dd) * _____ Time Incident Commenced (24 hour) * _____ Time Incident Terminated (24 hour) * _____

Report Type *
 Individual Length of Service (years completed) _____ Rank _____
 Team Type of Team _____ Number of Police Officers Involved _____

Type of Assignment *
 Drugs Foot Patrol General Patrol Investigation Off-duty Traffic
 Other (specify) _____

Type of Incident *
 Alarm Break and Enter Domestic Disturbance Homicide Other Disturbance
 Robbery Serious Injury Suspicious Person Traffic Weapons Call
 Other (specify) _____

Police Presence at Time of Incident * **Attire *** **Number of Subject(s) Involved in Incident ***
 Alone Civilian Clothes Animal/No subject (e.g., unintentional discharge)
 Police Assisted (specify #) _____ Uniform _____ One Two Three Other (specify #) _____

Perceived Subject Race * **Type of Force Used ***
 What race category best describes the subject(s)? (Select only one per subject) (include all options used during incident and rank in sequence of use)

	Rank			Was Force Effective?	
	1	2	3	Yes	No
Black	<input type="checkbox"/>				
East/Southeast Asian	<input type="checkbox"/>				
Indigenous	<input type="checkbox"/>				
Latino	<input type="checkbox"/>				
Middle Eastern	<input type="checkbox"/>				
South Asian	<input type="checkbox"/>				
White	<input type="checkbox"/>				

Aerosol Weapon _____ Empty Hand Techniques – Hard _____ Empty Hand Techniques – Soft _____
 Firearm – discharged _____ Firearm – pointed at person _____ Handgun – drawn _____
 Impact Weapon – Hard _____ Impact Weapon – Soft _____
 Other (e.g., conducted energy weapon, less lethal shotgun, "ARWEN") (specify) ▼ _____

Reason for Use of Force *
 Accidental Destroy an Animal Effect Arrest Prevent Commission of Offence Prevent Escape
 Protect Public Protect Self Other (specify) _____

Type of Firearm Used (if applicable) **Distance * (between you and subject/animal at the time the decision was made to use force)**

	Number of Rounds Discharged	Animal		
		1	2	3
<input type="checkbox"/> Revolver _____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Rifle _____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Semi-automatic _____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Shotgun _____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Other (specify) ▼ _____	_____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Less than 2 metres
 2 to 3 metres
 3 to 5 metres
 5 to 7 metres
 7 to 10 metres
 Greater than 10 metres

Use of Force & Accountability

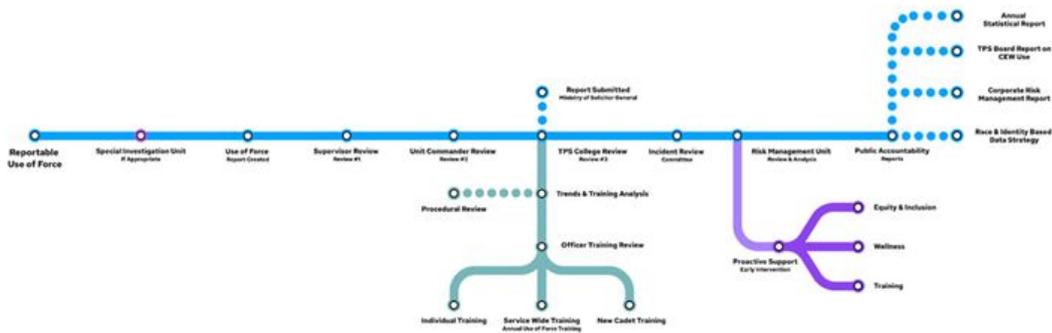


Image: Use of Force & Accountability
(see Appendix B for more detail)

The Use of Force Report form undergoes several internal check points to ensure that data is recorded in accordance with legislation.

Following checks by divisional supervisors and Unit Commanders, the form is reviewed by the Training Analyst at the Toronto Police College who identifies trends within uses of force to augment mandatory annual officer training.

The data is then entered into the Service's Professional Standard Information System. Through this system, the Early Intervention program identifies performance patterns that require intervention before it results in misconduct or degrades a member's health and wellness.

Use of Force & Weapons

In some situations, use of force may be necessary to protect members of the public and officers in incidents that may involve weapons, such as **responding to violent calls for service** or where **officers perceived weapons were present**.



Officers may be dispatched and respond to incidents as a result of a 911 call for service. Dispatchers must describe and record the nature of the type of call for service.

A **weapon** is any thing used, designed to be used, or intended for use in causing death or injury to any person, or for the purpose of threatening or intimidating any person.*

Weapons include, but are not limited to, firearms, sharp objects, and blunt instruments.

* <https://laws-lois.justice.gc.ca/eng/acts/c-46/page-1.html>

Highest Type of Force Used

Reporting officers may use more than one type of force to de-escalate a dynamic incident.

For this analysis, types of force were categorized from lowest (**physical or other type of force**), intermediate (**less than lethal force**) and (**handgun drawn**) to highest (**firearms pointed or discharged**), across all officers involved in the same incident.

* Reporting officers may use more than one type of force in an incident and more than one officer may be involved in an incident. Types of force are categorized across all officers involved in the same incident.

Types of force used can include one or more of:

- Aerosol Spray (OC/pepper spray)
- Impact Weapon (expandable baton)
- Police animal (dog, horse)
- Empty Hand Techniques (strike)
- Conducted Energy Weapon ("Taser")
- Less lethal shotgun (bean bag round)
- Handgun Drawn
- Firearm Pointed
- Firearm Discharged

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Measurement: Use of Force



Key Concepts

Perceived Race	An officer's perception of a person's race at the time of decision to use force. If the officer did not see the person, they must describe the circumstances in a text box to explain why (i.e., the person was covered, got away, etc.)
Disproportionality	The proportion of a race group that is greater than (over-representation) or is less than (under-representation) their presence in the benchmark population
Benchmark	A point of reference against which outcomes can be compared, assessed, or measured
Resident Population	The population of Toronto, broken down by race group, based on 2020 projections by <i>Environics Analytics</i>
Enforcement Action	For the purposes of the analyses, incident reports of arrests resulting in charges (including released at scene) or released without charges; <i>Provincial Offences Act</i> Part III tickets; summons; cautions; diversions; apprehensions, and those with role type "subject" or "suspect"
Multiple Race Group	A derived variable where a use of force incident involved more than one person and people were perceived as different races from each other.
Use of Force Rate	The percentage of enforcement action incidents that are associated with a reportable use of force
Highest Type of Force	The highest level of force used across all officers in an incident
Call for Service Type	An emergency or non-emergency call for police service that results in an enforcement action. The type describes the nature of the call based on initial information provided to the Communications Operator – for the purposes of this analysis we have grouped them into categories
Primary Offence	The description of a general occurrence, as determined by the police officer. Categories are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved.

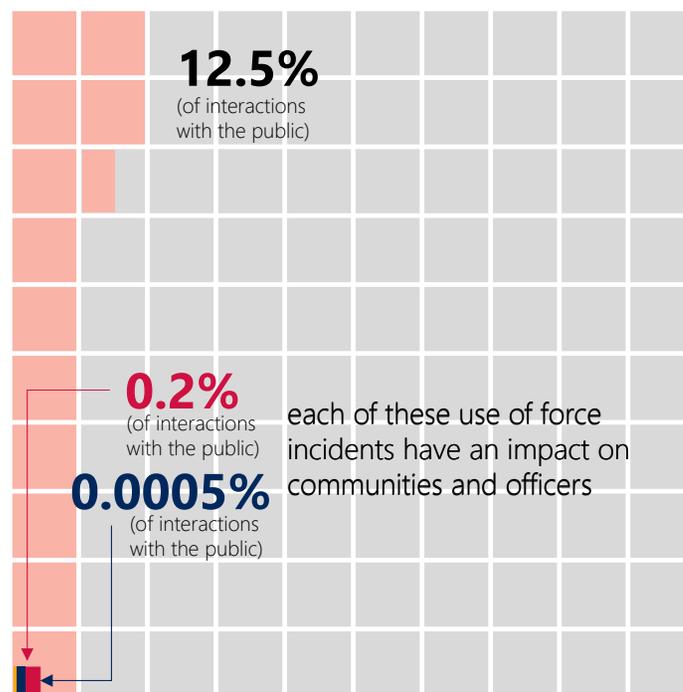
Use of Force Reports: By the Numbers

In 2020, there were **692,837** interactions with the public in response to 911 calls, traffic and pedestrian stops, and other policing activities

leading to 86,520 enforcement actions* *and*

949 reportable use of force incidents involving 1,224 members of the public (a use of force report may involve more than one officer & more than one member of the public)

of which in **371** incidents firearms were pointed in **4** incidents firearms were discharged and in 2 incidents injuries were fatal



■ = 1 %

* **enforcement action** includes incident reports of arrests resulting in charges (including released at scene) or released without charges; *Provincial Offences Act* Part III tickets; summons; cautions; diversions; apprehensions, and those with role type "subject" or "suspect"

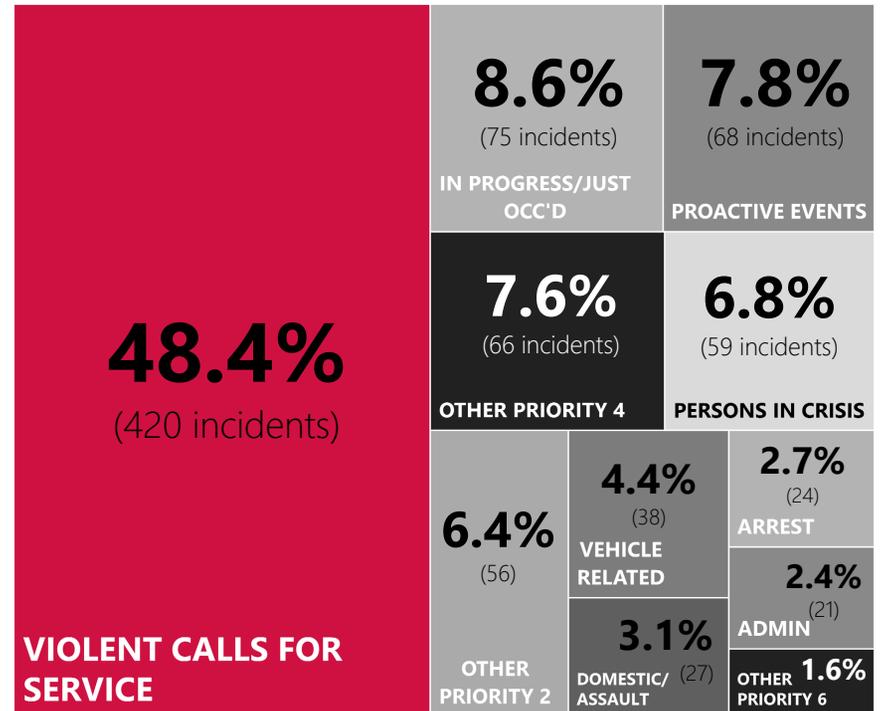
Use of Force Reports: Association to Proactive Events and Calls for Service

Of the 949 reportable use of force incidents, we were able to collect calls for service information for 868 (91.5%) of them.

Violent Calls for Service made up the largest group of reported Use of Force incidents.

Calls for Service consist of calls from the public in response to 911 and non-emergency requests for police service that resulted in an enforcement action:

- Proactive Events consist of vehicle and subject stops, premise checks, compliance checks, etc.
- Violent Calls for Service include: assault in progress, assault just occurred, assist P.C., homicide, person with a gun, person with a knife, robbery, sexual assault, child sexual assault, shooting, sound of gunshots, stabbing, unknown trouble, wounding, assault, and fight
- See Appendix for Definitions of Calls for Service Groupings.



VIOLENT CALLS FOR SERVICE

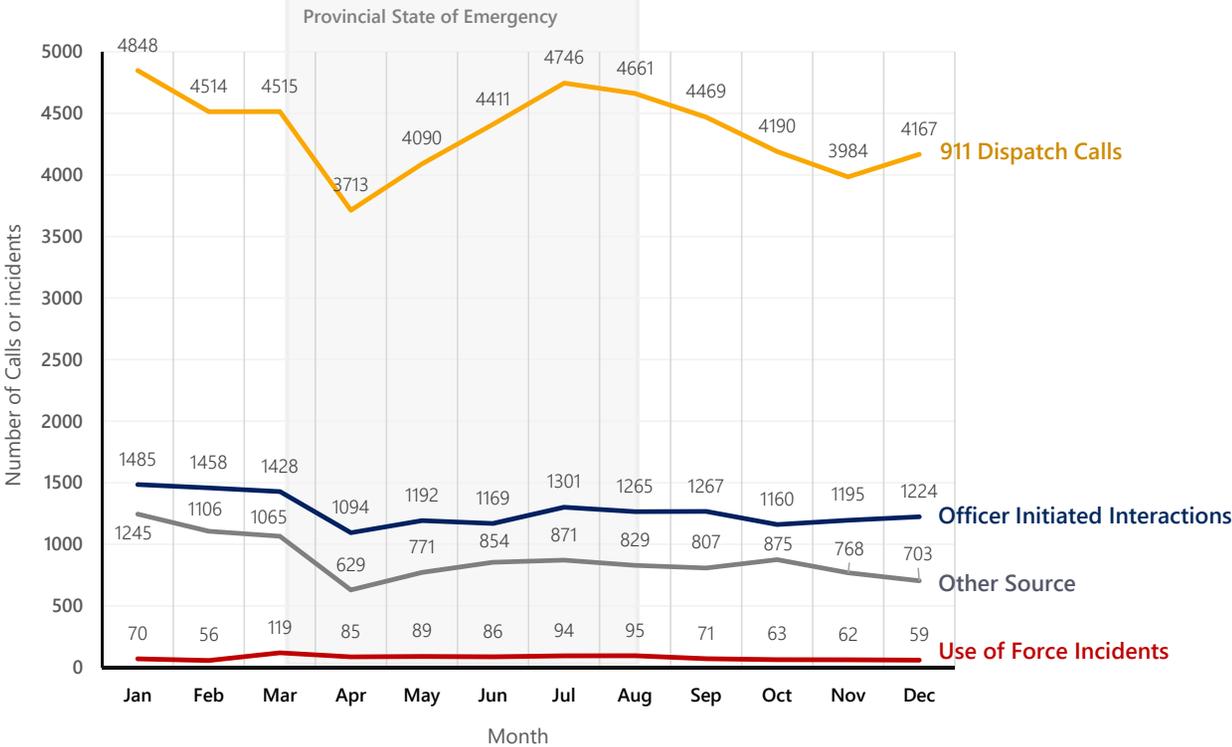
Use of Force Reports: Relationship to Enforcement Actions

To look at relationships between use of force incidents and enforcement actions by dispatched calls and officer initiated interactions.

Enforcement Actions are made up of:

- **60.5%** Dispatched calls for service (i.e., 911 & non-emergency calls)
- **18%** proactive policing (officer initiated i.e., vehicle and subject stops, compliance checks, etc.)

1.1% of enforcement actions are associated with a reported use of force incident



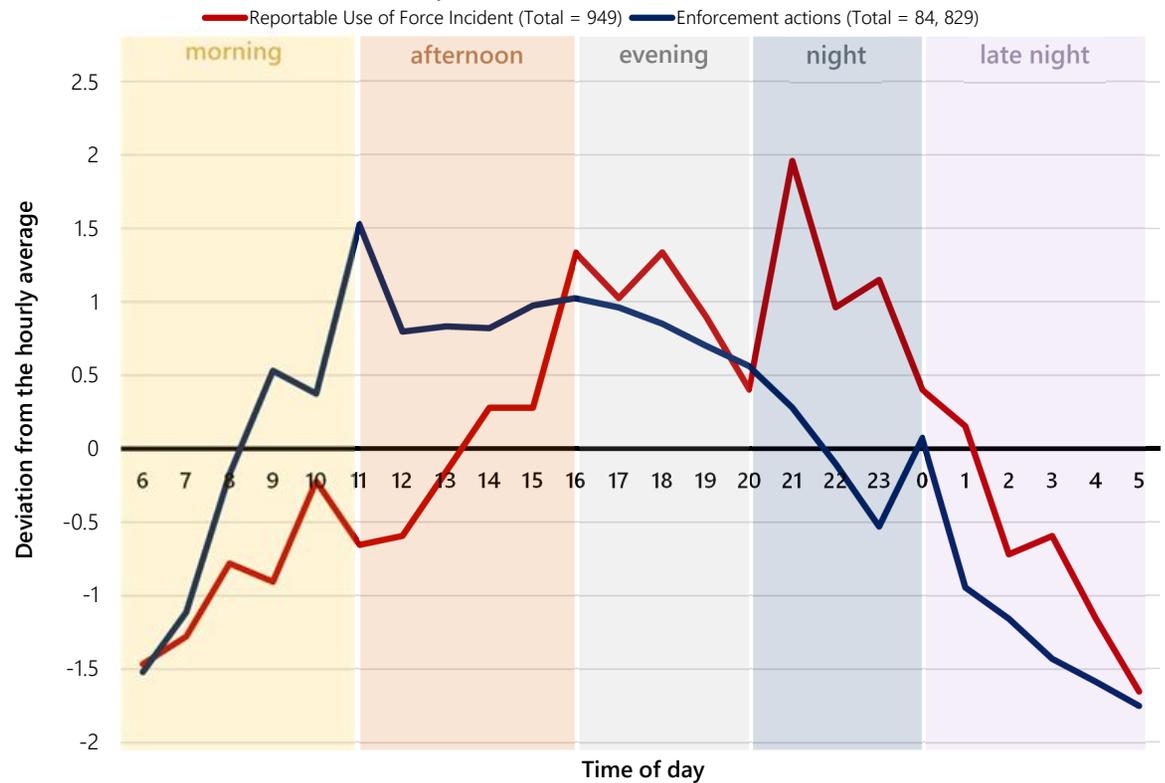
Use of Force Reports: Relationship to Time of Day

To look at relationships between enforcement actions and reported use of force incidents at different times of the day.

Enforcement actions and use of force incidents varied by time of day and peaked at different times.

Use of Force incidents tend to be higher than average between 5PM and 2AM, peaking around 9PM.

Reportable use of force incidents were more likely to occur in the evening and night, compared to enforcement actions



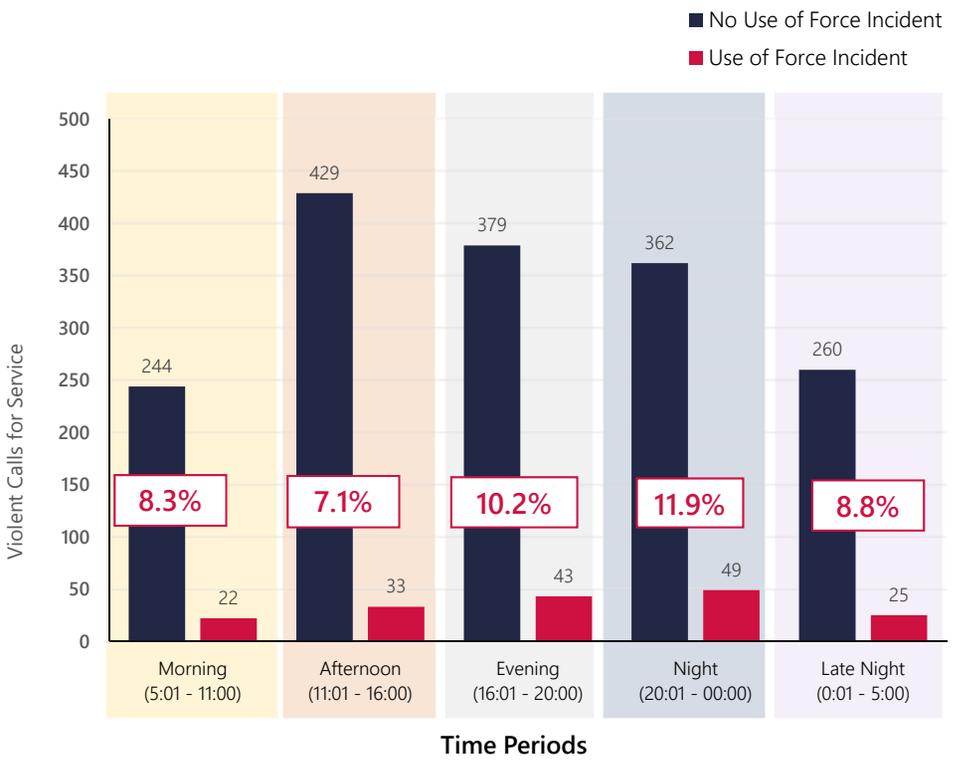
Use of Force Reports: Relationship to Violent Calls for Service

To look at relationships between the time of day of violent calls for service involving weapons and reported use of force incidents.

Enforcement actions related to **Violent calls for service** involving weapons were more likely to occur between afternoon and late night.

Use of force was **more likely** for violent calls for service that occurred in the evening (10.2%) and night-time (11.9%).

Enforcement actions related to violent calls for service involving weapons includes: Person with a gun, person with a knife, shooting, sound of shotgun, stabbing, and wounding.



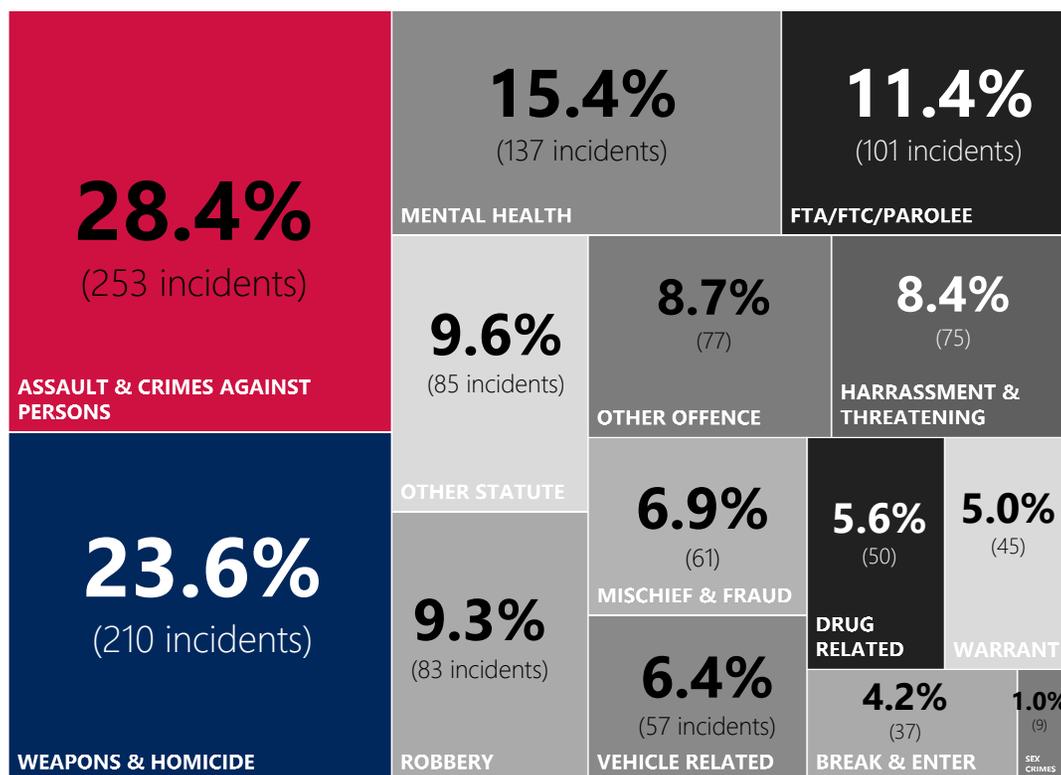
Use of Force Reports: Association to General Occurrence Reports

Of the 949 reportable uses of force incidents, we were able to get general occurrence information for 889 (93.6%) of them.*

Occurrences for **Assaults & Crimes against Persons** and **Weapons & Homicide** made up the largest groupings of Use of Force incidents

Primary Offence is the description of a general occurrence, as determined by the police officer. Categories are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved.

- See Appendix for the occurrences within each primary offence group
- Linkages were based on the general occurrence



* Each incident may involve more than one type of Primary Offence.

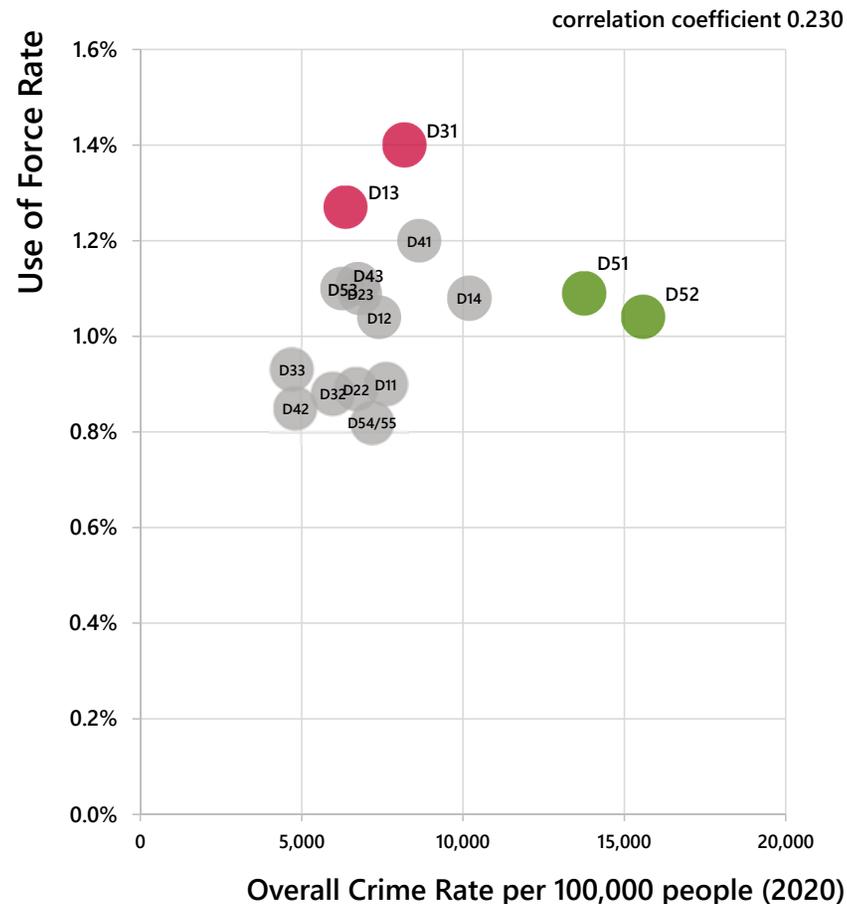
Use of Force: Relationship to Overall Crime Rate

The crime rate in a division may impact police use of force within that division.

Use of force incidents and crime rate usually increase or decrease together at the same time.

Some exceptions are the downtown Divisions **D51** and **D52**, that had **lower** use of force rates compared to other divisions with lower crime rates (i.e. D13, D31, D41).

D31 and **D13** showed higher use of force rates compared to other divisions with similar or higher crime rates (i.e. D41, D14, D51, D52).



Use of Force Rate is the percentage of enforcement action incidents that are associated with a use of force incident

Use of Force: Benchmarks

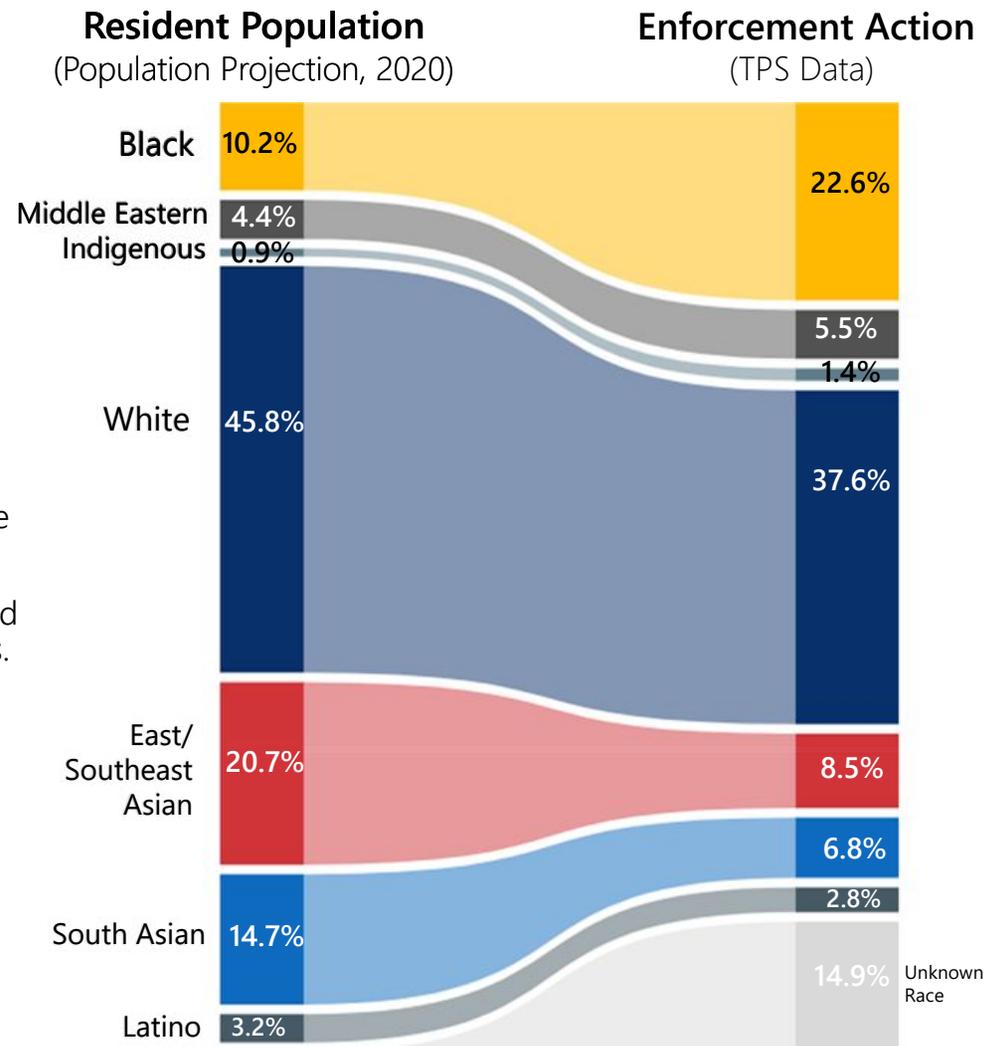
We looked at the resident population of Toronto compared to the number of people involved in enforcement actions. This helps us see if a group is over or under-represented in police contacts, prior to any potential use of force.

Rationale: In order to be subjected to a use of force, a person must first encounter police; therefore, Enforcement Action is the benchmark used for the analysis of Use of Force reporting.

The graph on the right shows the resident population compared to the presence of each race group in TPS Enforcement Actions.

Black People were **2.2x** **Over-represented in enforcement actions compared to their presence in Toronto**
 Indigenous People were **1.6x**
 Middle Eastern People were **1.3x**

*While a person may experience more than one enforcement action per year, for comparison to resident population, we counted unique individuals, as population counts one person, one time.



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Outcomes: Use of Force



Outcomes: Use of Force

1. There were differences by race in use of force incidents showing distinct patterns for different race groups. Black, East/Southeast Asian, Middle Eastern and Latino people were over-represented in reported use of force incidents *compared to their presence in enforcement action*.
2. Officers may use multiple use of force options in an attempt to deescalate an incident. There were differences by race in highest types of force used by officers in an incident.
3. Differences by race remained in incidents after taking into account weapons, calls for service *that result in an enforcement action*, and frequency of recent involvement in *enforcement actions*.
4. There were differences across locations in use of force incident rates after taking into account crime rates and resident population.

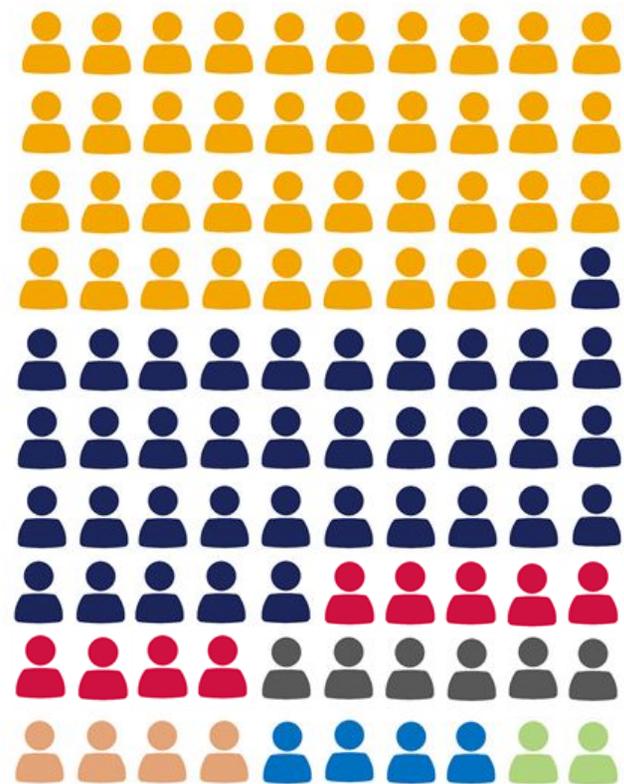
Finding #1a: There were differences in Use of Force by race

We looked at the number of people involved in reported use of force incidents by race.

In 2020, there were **1,224** members of the public involved in use of force incidents.

(a use of force report may involve more than one member of the public)

- 482** (39%) people were perceived as Black
- 442** (36%) people were perceived as White
- 104** (9%) people were perceived as East/Southeast Asian
- 72** (6%) people were perceived as Middle Eastern
- 49** (4%) people were perceived as Latino
- 49** (4%) people were perceived as South Asian
- 26** (2%) people were perceived as Indigenous



= 1 %*

*percentage rounded to the nearest whole number

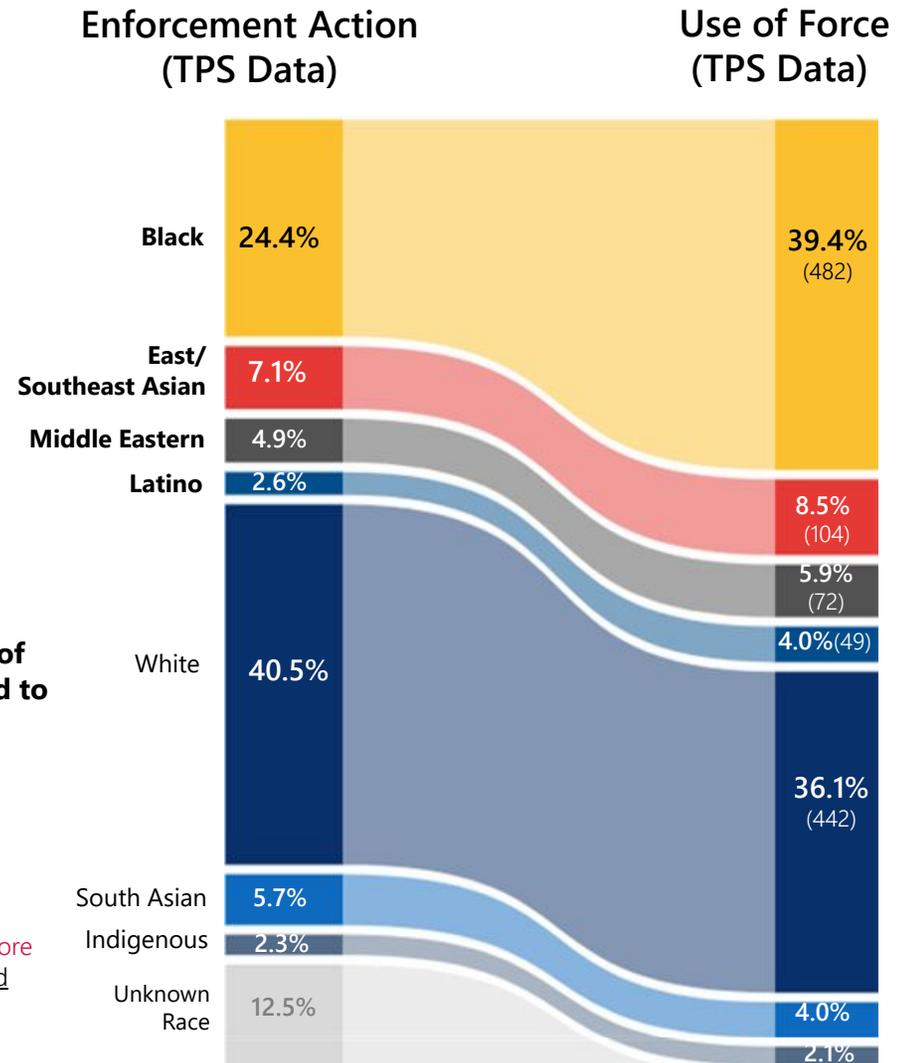
Finding #1b: There were differences in Use of Force by race

We looked at the number of people involved in use of force incidents compared to the group's population in enforcement actions. This helps us see to what extent a group may be over or under-represented in uses of force

The graph on the right shows the presence of each race group in Enforcement Actions compared to reported Use of Force incidents.

Black People were **1.6x** **over-represented in Use of Force incidents compared to their presence in enforcement action**
 East/Southeast Asian People were **1.2x**
 Middle Eastern People were **1.2x**
 Latino People were **1.5x**

*A person may experience **more than** one enforcement action per year and may experience **more than** one reportable use of force. For comparison of enforcement action to use of force,, we did not remove duplicate enforcement actions (as was done for the comparison to resident population). The Use of Force Report form does not allow us to know how many use of force incidents a specific member of the public was involved in, as it is anonymized.



Finding #1b: There were differences in Use of Force by race

A multiple benchmark approach lets us see the different outcomes in the police pathway for each race group. Identifying these patterns helps us to know where there may be opportunities for improvement to reduce use of force outcomes.

Each race group showed distinct data patterns. For example:

Indigenous People were over-represented in enforcement action **1.5x** their presence in Toronto, but were under-represented in use of force incidents **0.9x** (26 incidents) once they had an enforcement action. This data pattern may be characterized as **high contact, low conflict**.

Black People and **Middle Eastern People** were over-represented in enforcement action relative to their presence in Toronto, and over-represented in use of force incidents once they had an enforcement action. This data pattern may be characterized as **high contact, high conflict**.

East/Southeast Asian and **Latino** people were under-represented in police enforcement actions but over-represented in use of force once they had an enforcement action/police contact. This data pattern, **low contact, high conflict**, would have otherwise been missed if using a singular benchmark.

Each race group showed a distinct pattern when comparing their representation in enforcement action to their representation in reportable use of force incidents.

	Representation in Enforcement Action	Representation in Use of Force Incidents
Black People	over	over
Middle Eastern People	over	over
Indigenous People	over	under
Latino People	under	over
East/Southeast Asian People	under	over
South Asian People	under	under
White People	under	under

Finding #1c: There were differences in Use of Force by race and Time of Day

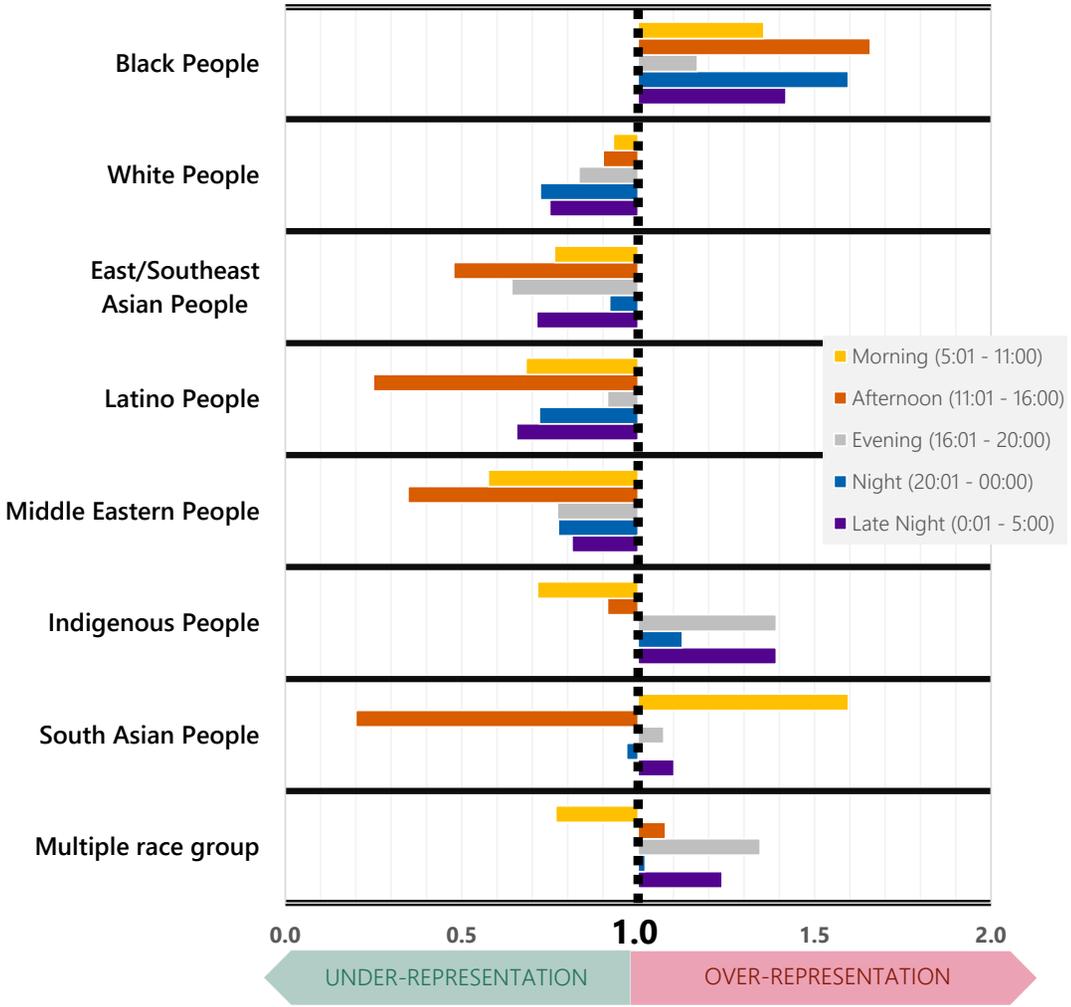
We looked at the relationship between time of day and uses of force by race to see if there is disproportionality by race groups at different times of day.

The chart on the right shows use of force incidents by race group relative to their presence in enforcement action. Values greater than 1.0 show over-representation; values less than 1.0 show under-representation.

Occurrences involving **White, East/South East Asian, Latino, and Middle Eastern** people were **under-represented** in reportable use of force incidents regardless of the time of day.

Occurrences involving **Black people** were **over-represented** in reportable use of force incidents regardless of time of day.

Occurrences involving Black People were over-represented in reportable use of force incidents regardless of time of day



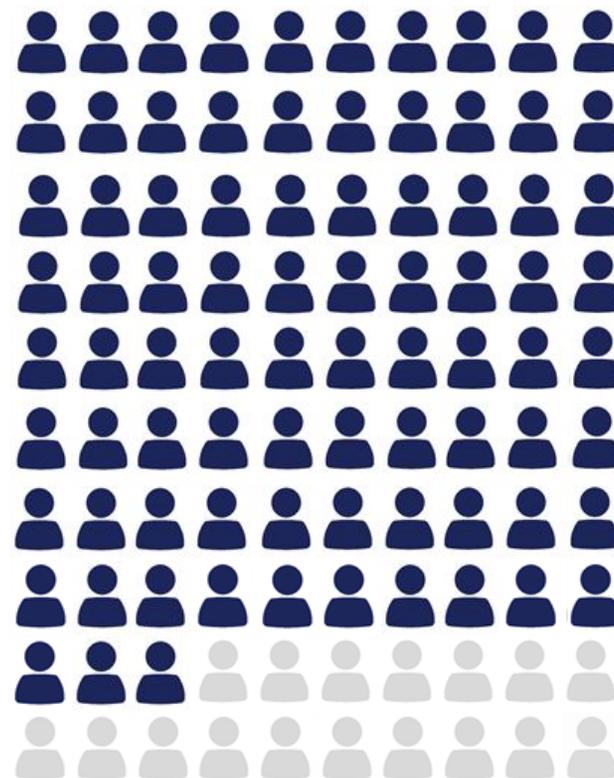
Finding #1d:

There were differences in Use of Force by race and *gender*

We looked at the number of people involved in use of force incidents by race and gender compared to the group's population in enforcement actions. This helps us see to what extent a group may be over or under-represented in uses of force.

The majority (82.5%) of incidents associated to use of force incidents involved men. 5% of use of force incidents involved women and 12.5% of incidents involved men and women.

Reported Use of Force incidents that involved men were **more likely** to also involve **Black, Middle Eastern, South Asian,** or **multiple race groups** than those that involved only women.



 = 1 % of incidents

- Incidents involving Black Men were **1.4x**
 - Incidents involving Middle Eastern Men were **1.6x**
 - Incidents Involving South Asian Men were **1.3x**
 - Incidents Involving Men in multiple race groups were **1.9x**
- over-represented** in Use of Force incidents compared to women from the same group

Finding #1e: There were differences in Use of Force by race and *age*

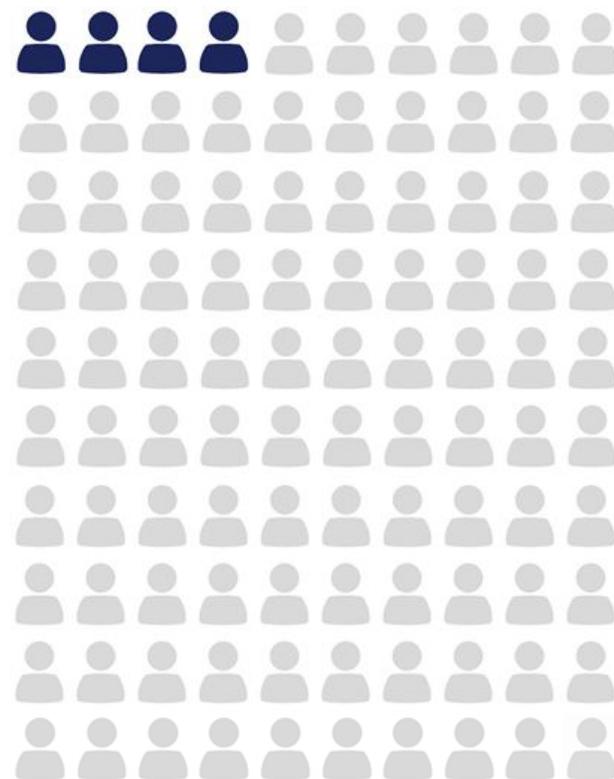
We looked at the number of people involved in use of force incidents by race and age compared to the group's population in enforcement actions. This helps us see to what extent a group may be over or under-represented in uses of force for youth.

32 use of force incidents (3.6%) involved youth*. Overall, youth are **less likely to have a use of force compared to their presence in enforcement actions (5.7%)**. The majority (96.4%) of use of force incidents **did not** involve youth.

Incidents involving youth who were **Black, South Asian, Middle Eastern** and **multiple race groups** were **over-represented** in use of force incidents, relative to their presence in enforcement actions.

Youth who were **White, East/Southeast Asian, Indigenous,** and **Latino** were **less likely** to have a use of force incident relative to their presence in enforcement actions.

Incidents involving Black youth were	1.5x	over-represented in Use of Force incidents compared to their presence in enforcement action
Incidents involving South Asian youth were	1.2x	
Incidents involving multiple race group youth were	1.1x	



= 1 %

*In accordance with the YCJA, youth are persons under age 17

Finding #2:

There were differences in *highest type of force used by race*

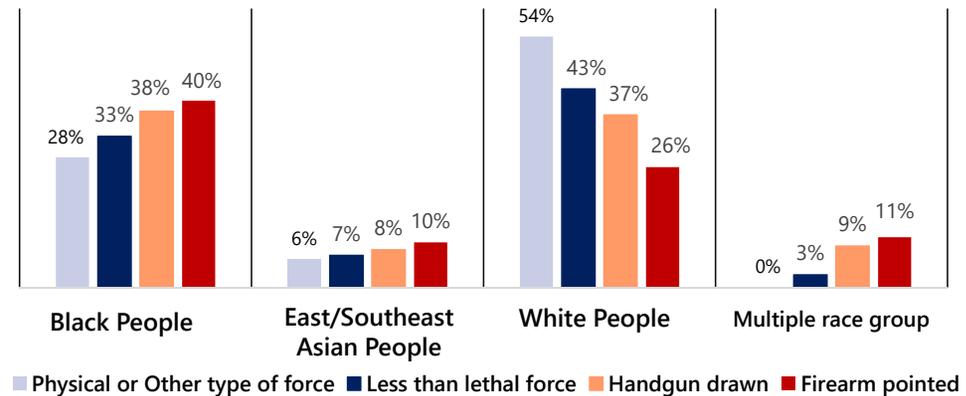
Officers may use multiple levels of force in an attempt to deescalate a situation. We looked at the highest level of force used across all officers in an incident to see if different race groups experience different levels of force.

Black, South Asian and East/Southeast Asian people were **more likely** to experience higher uses of force compared to White people across all use of force incidents.

Compared to **White people**, incidents with firearms pointed as the highest level of force were:

- 1.5x more likely to involve Black people
- 1.6x more likely to involve East/Southeast Asian people
- 2x more likely to involve South Asian people

Proportions of Black, East/Southeast Asian people and multiple race group increased in incidents with higher types of force used, compared to White people



Use of Force Incidents by Highest Type of Force and Race

	Black People	East or Southeast Asian People	Indigenous People	Latino People	Middle Eastern People	South Asian People	White People	Multiple race group	Total
Physical or Other force	14	4	3	2	0	1	27	0	51
Less than lethal force	131	28	17	13	22	9	172	11	403
Handgun drawn	47	10	0	3	3	4	46	11	124
Firearm pointed	149	36	3	9	19	19	96	40	371
Total	341	78	23	27	44	33	341	62	949

Finding #3a: Differences by race remained after taking into account *perceived weapons*

We looked at the relationship between the perception of weapons by Race and Use of Force decisions. The analysis was done for Black and White people only due to the small numbers of incidents.

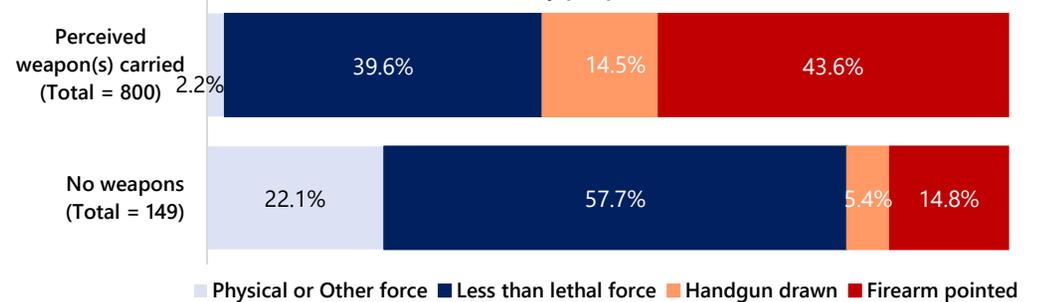
Black People were:

1.5x more likely than White People to have weapons were perceived
2.3x more likely than White People to have firearms pointed where: no weapons were perceived

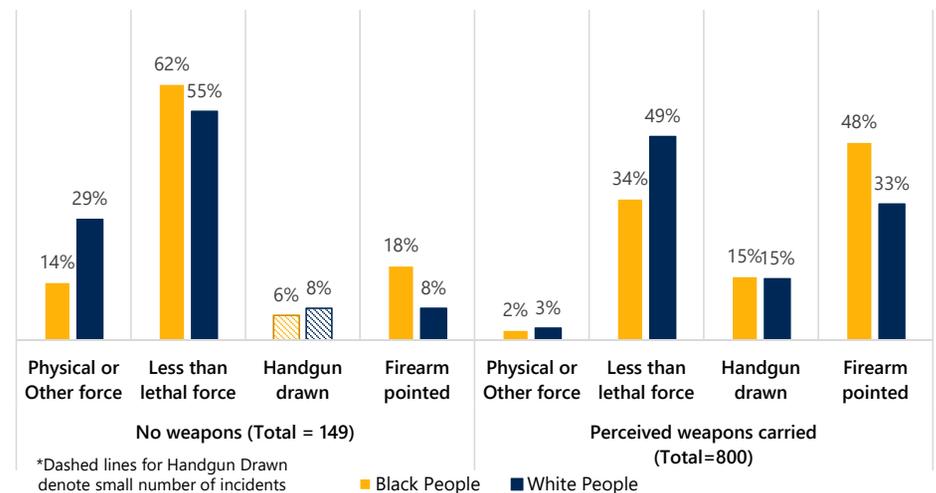
White People were:

1.4x more likely than Black People to have less than lethal force where weapons were perceived
2.7x more likely than Black People to have physical or other force used where no weapons were perceived

Highest types of force used in incidents where officers perceived weapon(s) carried by people (Total = 949)



Proportion of firearms pointed is higher in incidents involving Black people compared to White people, regardless of weapons perceived



Finding #3b:

Differences by race remained after taking into account *types of Calls for Service**

Types of Calls for Service may influence use of force, and this could have different effects on different race groups.

Violent Calls for Service (469 use of force incidents) involving:

- **Black people** were **more likely** to have a use of force by 1.2x
- **Indigenous people** were **more likely** to have a use of force by 1.4x

Person in Crisis Calls for Service (59 use of force incidents) involving:

- **Black people** were **more likely** to have a use of force by 1.9x
- **Indigenous people** were **more likely** to have a use of force by 1.4x

Disproportionality in Use of Force by Call for Service or Interaction Type Group

	Violent CFS	In Progress/ Just Occurred CFS	Other Priority 2 CFS	Proactive Events	Person in Crisis CFS	Other Priority 4 CFS
Black People	1.2	0.8	1.5	1.5	1.9	1.3
East/Southeast Asian People	0.6	1.6	0.8	0.5	1.0	0.6
Indigenous People	1.4	1.1	N/A	N/A	1.4	0.6
Latino People	1.0	N/A	1.7	N/A	N/A	N/A
Middle Eastern People	0.6	0.4	N/A	0.5	0.9	1.3
South Asian People	1.0	1.3	1.4	1.1	0.8	0.7
White People	0.8	1.1	0.9	0.3	0.8	0.9
Multiple race group	1.2	1.1	1.0	2.2	1.2	1.2

- Values over 1 indicate an over-representation in use of force for the calls for service
- N/A indicates the race group does not have any use of force incidents for that call for service/interaction type

* **Call for Service Type:** an emergency or non-emergency call for police service that results in an **enforcement action**. The type indicates a brief description of the type of call based on initial information provided to the Communications Operator – for the purposes of this analysis we have grouped them into categories.

Finding #3c: Differences by race remained after taking into account *Primary Offence*

We looked at the relationship between primary offence and Use of Force incidents for each race group to see if the primary offence impacts disproportionality

In incidents related to Weapons & Homicide offences, there were small or no racial disproportionalities in use of force.

Black people were **more likely** to have a use of force in incidents in occurrences involving assault & crimes against persons, mental health-related, mischief & fraud, and robbery & thefts.

Across most categories, those involving White people and Middle Eastern people were **less likely** to have a use of force.

*Other Crimes Against Persons include: Criminal Negligence Bodily Harm or Death, Failure to Provide Necessaries of Life, Forcible Confinement, Kidnapping, and Administering Noxious Thing

Disproportionality in Use of Force by Primary Offence Groups

	Assault & Other Crimes Against Persons	Weapons & Homicides	Mental Health Related Incident	Robbery	Drug-Related	Failure to Appear/ Comply, Parolee & Warrant	Mischief & Fraud	Other Offence
Black people	1.4	1.0	1.3	2.0	1.0	1.2	1.8	1.1
White people	0.8	0.9	0.9	0.7	0.7	0.8	1.1	0.7
East/Southeast Asian people	0.6	0.9	0.5	1.0	0.4	1.3	0.3	1.9
Middle Eastern people	0.6	0.8	0.7	N/A	N/A	0.9	0.8	N/A
Latino people	1.2	0.7	1.0	N/A	N/A	0.3	N/A	0.6
South Asian people	1.2	1.0	1.3	0.6	2.3	1.7	1.2	1.0
Indigenous people	1.9	1.1	1.2	0.9	N/A	0.8	2.2	1.3
Multiple race group	1.0	1.2	1.5	0.9	1.8	1.3	0.3	1.5

- Values over 1 indicate an over-representation in use of force for the primary offence type
- N/A indicates there were no use of force incidents for that race group and primary offence

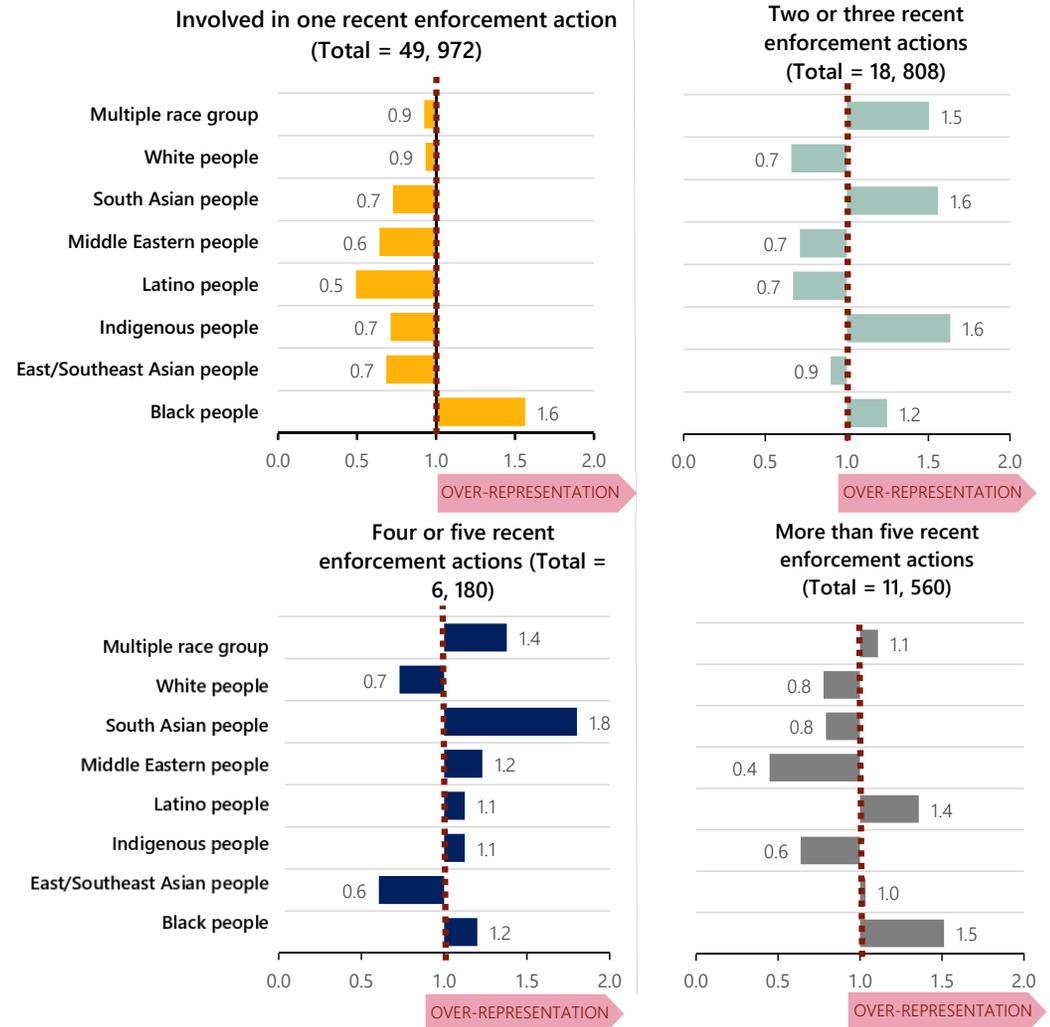
Finding #3d: Differences by race remained after taking into account *frequency* *of enforcement action*

We looked at the frequency of involvement in enforcement actions and the relationship to Use of Force incidents.

Recent enforcement actions include enforcement actions within 2020. The graphs to the right show the relationship between recent enforcement action and uses of force.

	Among those with one recent enforcement action:	Five or more recent enforcement actions:
Those involving Black people were more likely to have a use of force by:	1.6x	1.5x
Those involving Indigenous People were less likely to have a use of force by:	0.7x	0.6x
Those involving White People were less likely to have a use of force by:	0.9x	0.8x

Use of force was more likely for those with more recent interactions with police



Finding #3e: Differences by race remained after taking into account involvement with weapons or homicide primary offences

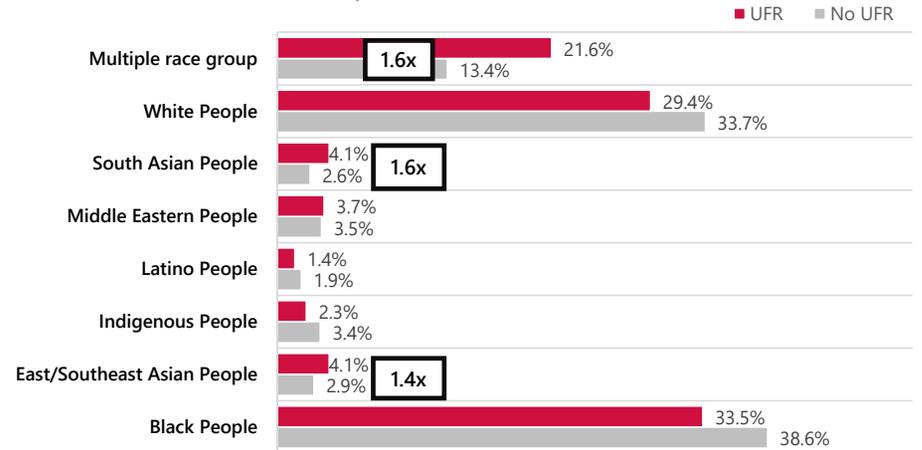
We looked at the frequency of involvement with weapons or homicide-related offences to see if there's a relationship to disproportionalities in use of force incidents.

Recent enforcement actions include enforcement actions within 2020. The graphs to the right show the relationship between recent enforcement action involving weapons or homicide primary offence and uses of force.

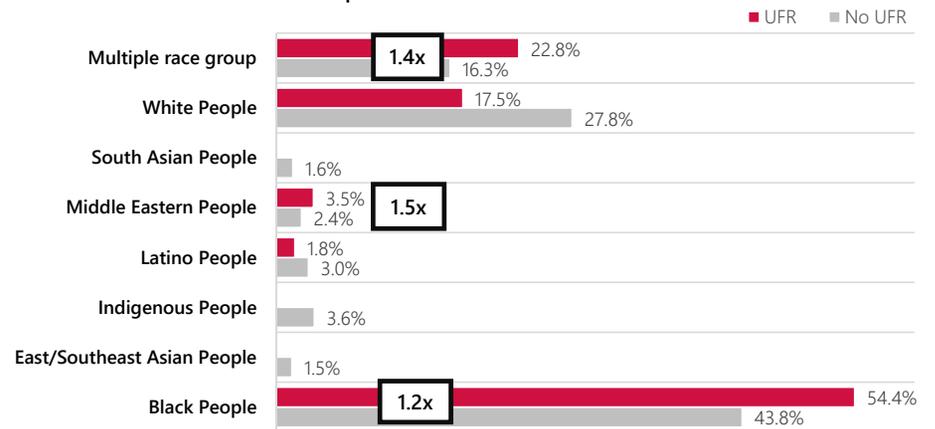
Regardless of the frequency of involvement in recent enforcement actions involving weapons offence, **Multiple Race Groups** were **more likely** to have a use of force incident.

For those with more frequent enforcement actions involving weapons, **Middle Eastern** and **Black people** were **more likely** to have a use of force incident.

Among people with **one recent** weapons offence (Total = 4, 676), Incidents involving East/Southeast Asian, South Asian people and Multiple Race groups were over-represented in uses of force incidents



Among those with **two or more recent** weapons offences (Total = 1, 146), incidents involving Middle Eastern, Black People and Multiple Race groups are over-represented in uses of force incidents



Finding #3f: Differences by race remained after taking into account involvement with assault & crimes against person* primary offences

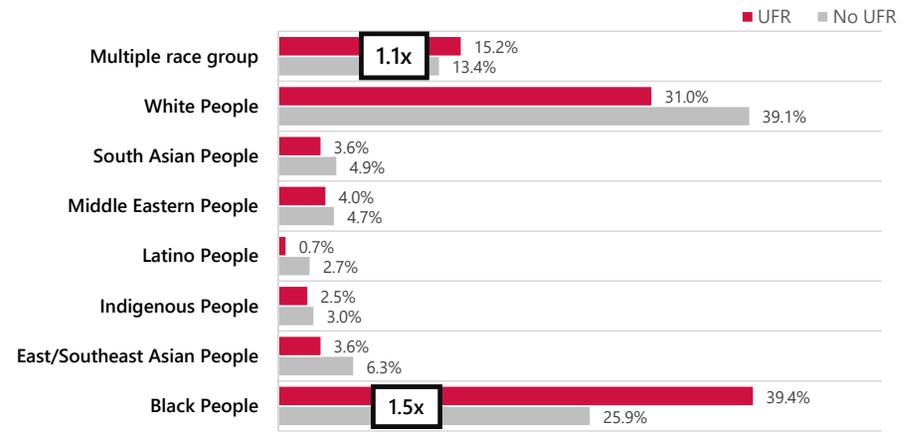
We looked at the frequency of involvement with assault & crimes against person offences to see if there's a relationship to disproportionalities in use of force incidents.

Recent enforcement actions include enforcement actions within 2020. The graphs to the right show the relationship between recent enforcement action involving assault & crimes against person primary offence and uses of force.

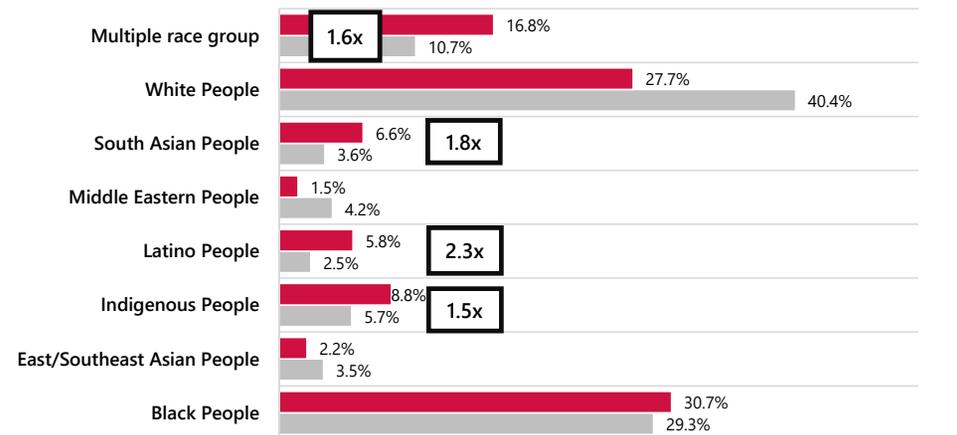
Among those with recent assault and crimes against persons offences, those involving **White people** were **less likely** to have a use of force while those involving **Black people** were **more likely** to have a use of force.

*Crimes Against Persons include: Criminal Negligence Bodily Harm or Death, Failure to Provide Necessaries of Life, Forcible Confinement, Kidnapping, and Administering Noxious Thing

Among those with **one recent** assault offence (Total = 17, 020), incidents involving Black People and Multiple race groups are over-represented in use of force incidents



Among those with **two or more** recent assault offences (Total = 7, 559), incidents involving South Asian, Latino, Indigenous, and Black People are over-represented in use of force incidents



Finding #4a:

There were differences by race across locations

We looked at the use of force rate by location of occurrences to see how it is spread out across the city.

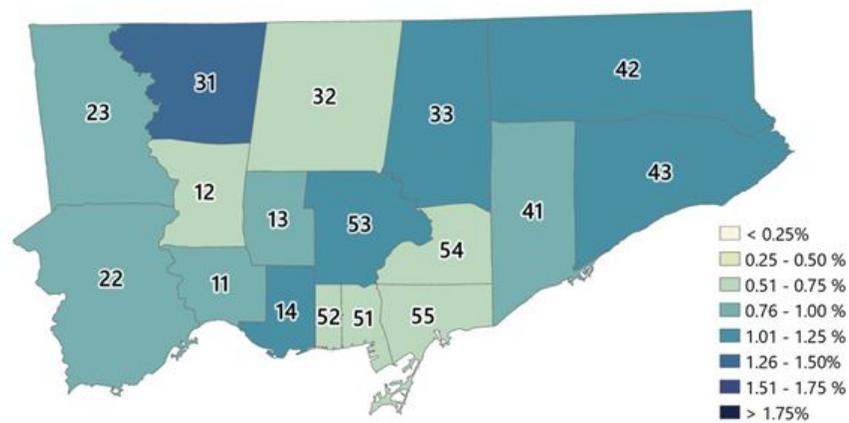
The maps on the right show the use of force rate compared to enforcement action by location. The location is based on the division where the occurrence happened, and may not necessarily reflect the use of force location.

We focus on findings for Black and White people for 2020 given the small number of use of force incidents across 17 Divisions.

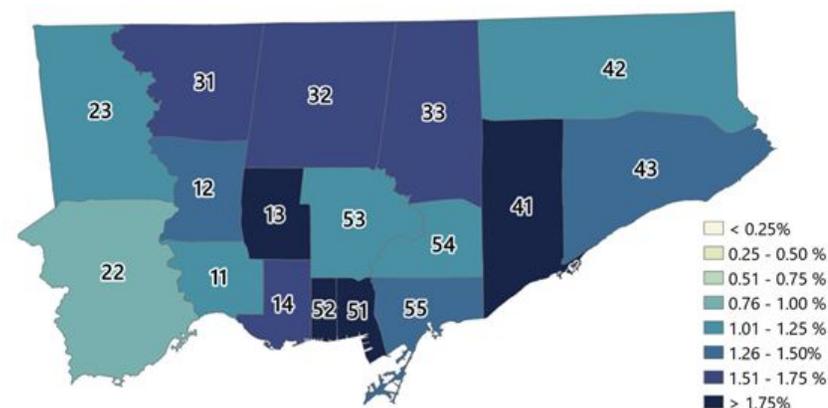
Overall, incidents involving **White people** had lower uses of force rates, while those involving **Black people** had higher use of force rates, with variations across locations.

*Use of Force Rate is the percentage of enforcement action incidents that are associated with a use of force incident

Use of Force Rate for incidents involving **White people**:



Use of Force Rate for incidents involving **Black people**:



Finding #4b:
These differences were *not explained* by the demographic make-up of the local resident population

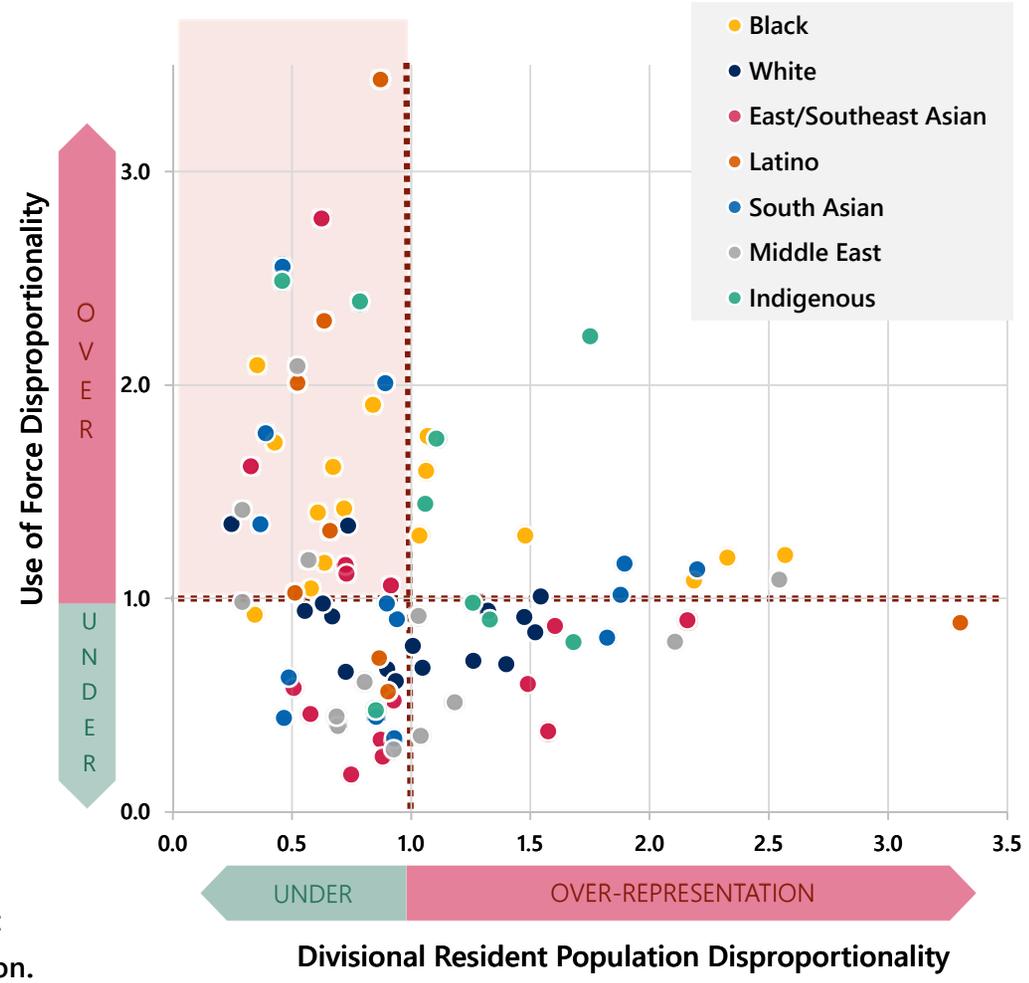
Each TPS Division differs in their resident population. We looked at use of force incidents by location to take area-level information into account, including the racial make-up of the local resident population.

The graph on the right shows the relationship between the disproportionality in Resident Population (relative to the City of Toronto) and Use of Force (relative to Enforcement Action) for each race group.

Each dot depicts a race group by location (Division). As there are 17 Divisions, there are 17 dots per race group indicated on the chart. Race groups are denoted by the colours identified in the legend.

The red shaded box notes **over-representation** in use of force but **under-representation** of that group in the local resident population.

Divisions with the highest over-representations in use of force incidents involving Black, South Asian, Latino, East/Southeast Asian people, had lower proportions of that group in the local population



This section explores Strip Searches from Jan 1 to Dec 31, 2020.

It includes:

- Key Concepts
- A Background of Strip Searches
- Strip Search Findings

Strip Searches



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Policing Practices: Strip Searches



Search of Persons

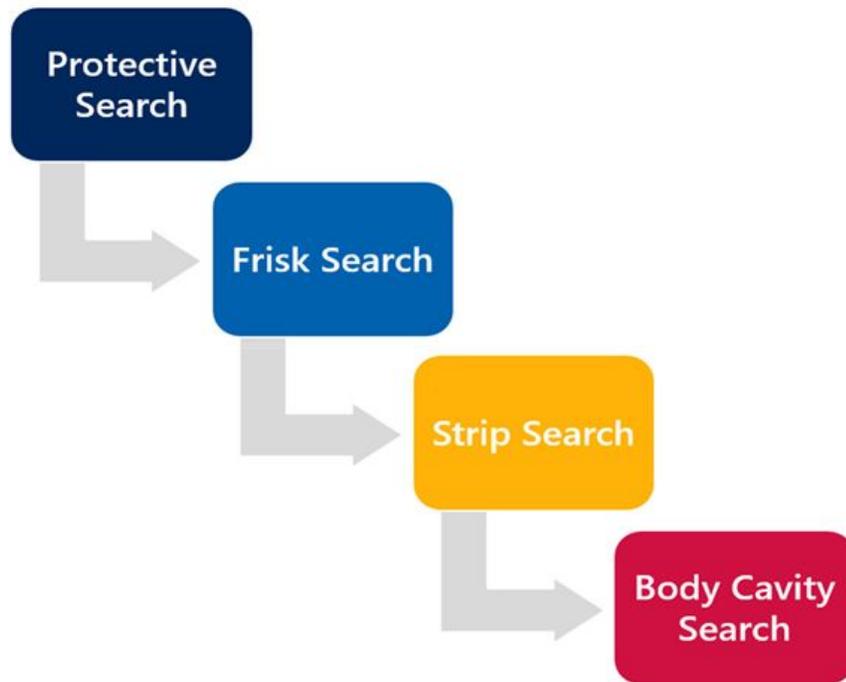
The authority to search a person is of paramount importance to the safety of prisoners, members, and all other persons employed within the criminal justice system.

Searches of the person shall not be conducted in an abusive fashion or be conducted to intimidate, ridicule or induce admissions. Regardless of what type of search is undertaken, the dignity and the privacy of a person must always be given consideration.

It is critical that officers make a proper evaluation of the potential risks, ensure that the appropriate type of search is conducted, and they are diligent while searching persons in custody.

Toronto Police Service **Procedure 01-02 Search of Persons** governs and outlines possible risk factors for the search of persons; however, the decision as to what type of search is appropriate must be assessed on a case-by-case basis.

Strip Searches: Considerations



Officers contemplating a strip search of a person shall consider all the circumstances, including:

- details of the current arrest
- history of the person
- any items already located on the person during a protective or frisk search
- the demeanour or mental state of the individual
- the risks to the individual, the police, or others, associated with not performing a strip search
- the potential that the person will come into contact with other detainees, creating an opportunity for the person to hand off contraband, weapons, etc. to another prisoner

Heightened safety concerns that are common to all persons held for a Show Cause (or bail) hearing should be considered.

Search of Persons & Accountability

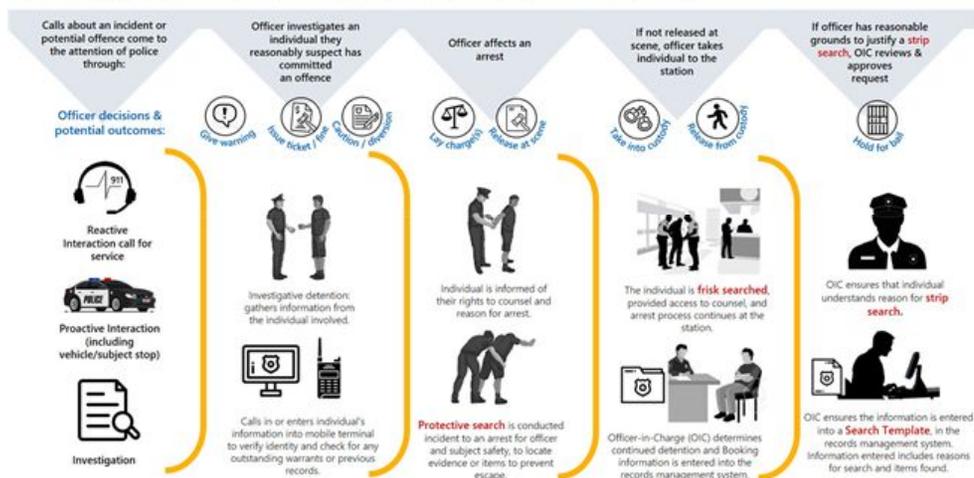


Image: Search of Persons Process
(see Appendix B for more detail)

In **October of 2020**, we updated our Search of Person Procedure.

All protective and frisk searches are now captured on **audio and video**, wherever possible, to allow for transparency and accountability.

We developed a robust training module of search of persons including a review of case law.

We also require that **all** strip searches are **authorized by a supervisor** and are accurately documented and **audited at a divisional and senior management level**.

See Toronto Police Service Procedure 01-02 Search of Persons along with associated appendices for more information: <http://www.torontopolice.on.ca/procedures/index.php>

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Measurement: Strip Searches



Key Concepts

Perceived Race

The arresting officer's perception of a person's race, based on their observation of the individual.

Disproportionality

The proportion of a race group that is greater than (over-representation) or is less than (under-representation) their presence in the benchmark population.

Arrested Population

The number of people arrested in 2020, broken down by race.

Strip Search Rate

The percentage of arrests that resulted in a strip search.

Valid Race Group

Race categories aligned with the Anti-Racism Data Standards; does not include "Unknown" values or legacy Race groups (i.e.: Brown, Asian, etc.) that were used prior to standardization

Primary Offence

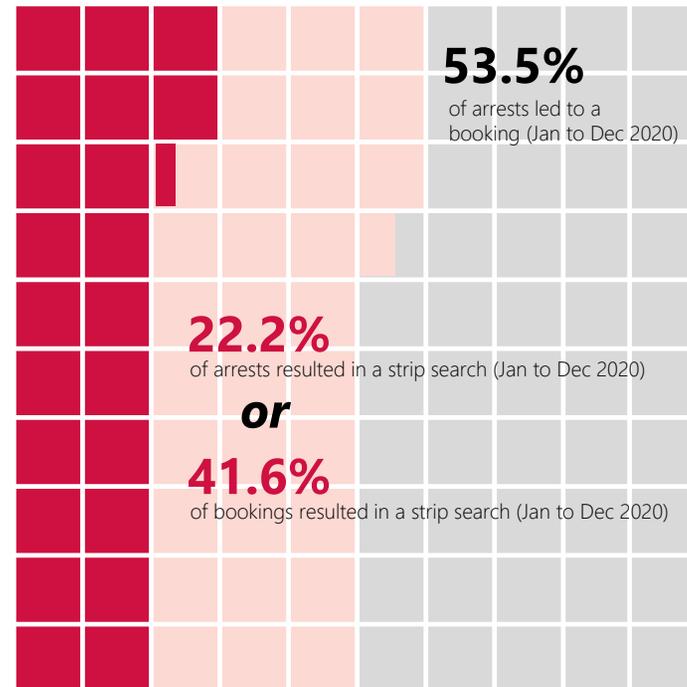
The description of a general occurrence, as determined by the police officer. Categories are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved.

Outcomes: Strip Searches

In 2020, there were **31,979** arrests made by the Toronto Police Service (an individual may be arrested more than once in a year)

leading to
17,096 bookings of persons into custody (an individual may be booked more than once in a year)

that resulted in
7,114 strip searches (an individual may be strip searched more than once in a year).



■ = 1 %

Strip Searches: People Strip Searched

In 2020, there were **7,114** strip searches conducted on members of the public
a person may be searched more than once in the reporting period

46% (3240) of people were perceived as White

31% (2223) of people were perceived as Black

4% (286) of people were perceived as Indigenous

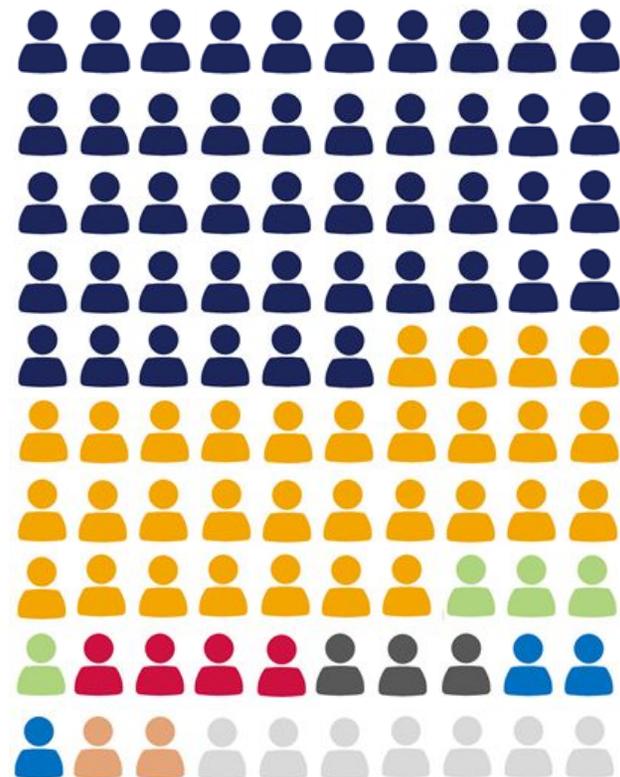
4% (295) of people were perceived as East/Southeast Asian

3% (206) of people were perceived as Middle Eastern

3% (241) of people were perceived as South Asian

2% (126) of people were perceived as Latino

7% (497) of people did not have a valid race category identified



= 1 %

*percentage rounded to the nearest whole number

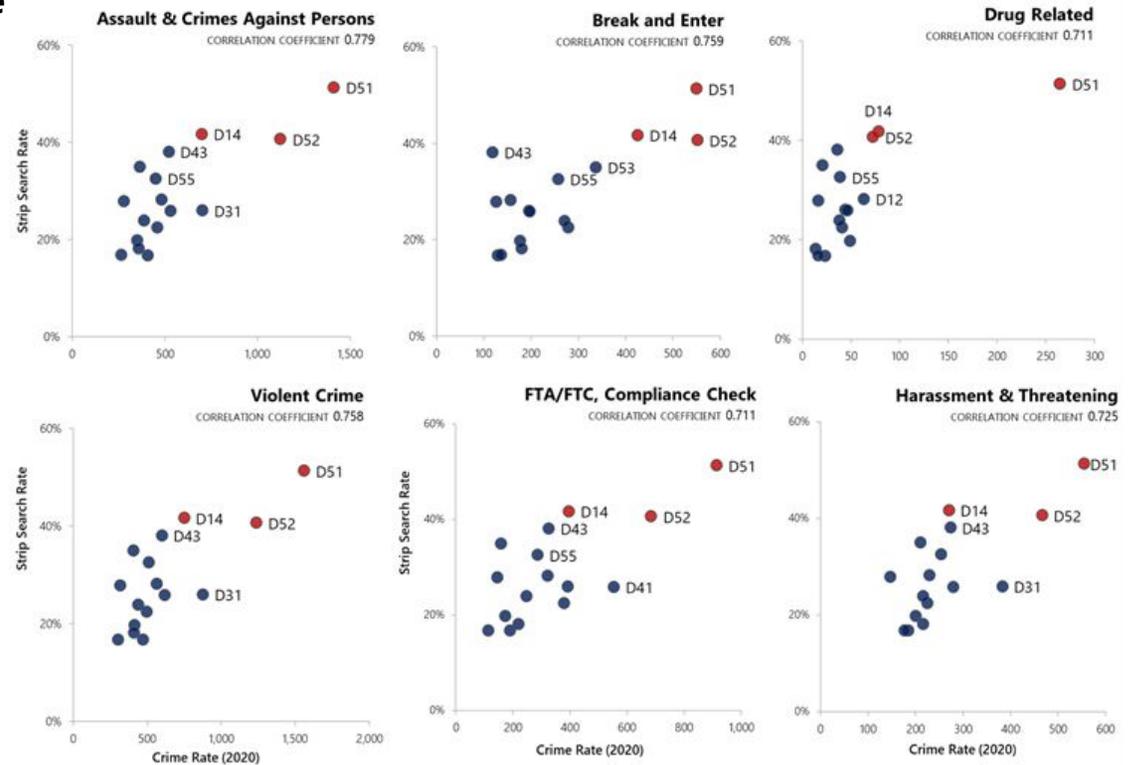
Strip Searches: Relationship to Crime Rate

Strip searches may be related to the crime rates in a Division.

The scatterplots on the right show the relationship between strip search rate and crime rate.

Strip Search rates were **positively correlated** with crime rates for several categories.

The downtown Divisions **D14**, **D51** and **D52** consistently show high crime rates across all categories.



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Outcomes: Strip Searches

Strip Searches: Outcomes

1. Strip search rates varied throughout the year and dropped significantly following changes in policy and procedures.
2. There were differences by race in strip search rates that were reduced following the changes in policy and procedure.
3. There were differences by race after accounting for repeat offences, including drug-related and weapons offences.
4. There were differences across arrest locations by Divisions in strip searches conducted in 2020.

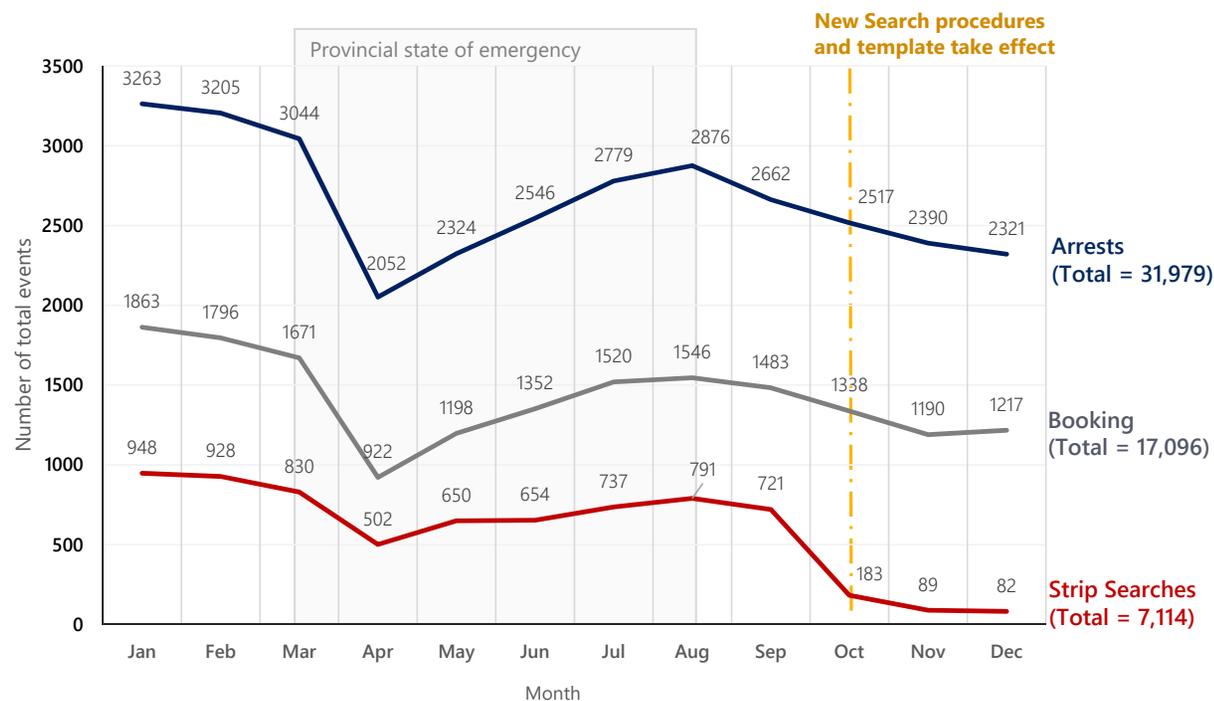
Finding #1:

Strip Search Rates Dropped Following Policy Changes

We looked at the impact of the change to the Search of Persons Procedure on the number of Strip Searches.

The graph on the right shows the impact of the Provincial State of Emergency on arrests and strip searches.

Prior to the policy change **27.3%** of arrests resulted in a **strip search**. Following the announcement of the changes to the Search of Persons policy in September, and the implemented changes in October, there was a **significant decrease** in strip searches. Post-policy change, **4.9%** of arrests resulted in a strip search.



Finding #2:

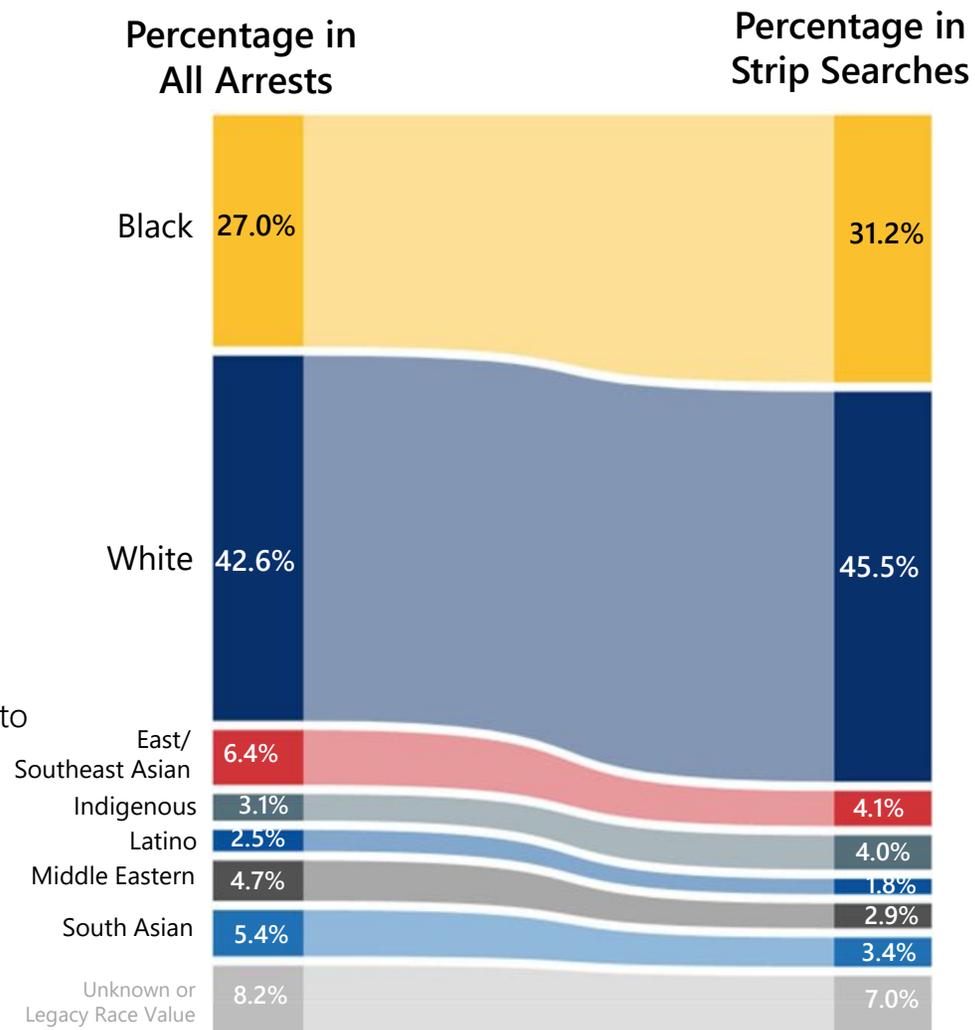
There are differences by race by Strip Search Rates

We looked at strip searches by race group compared to that group's proportion in 2020 arrests. We then compared this to 2021 data to see if the procedural change reduced disproportionalities.

Rationale: In order to be strip searched, a person must first be arrested; therefore, Arrested Population was the benchmark used for Strip Search analysis. Looking at people who were taken to the station ("booked"), was also considered as a benchmark; however, disproportionalities with the booking benchmark were consistent with those seen when using arrested population. The relationship between booked persons and arrested persons will be explored in Phase II of the strategy.

The graph on the right shows the arrested population compared to strip searches.

Indigenous People were **1.3x** **Over-represented in strip searches compared to their presence in all arrests**
Black People were **1.1x**
White People were **1.1x**



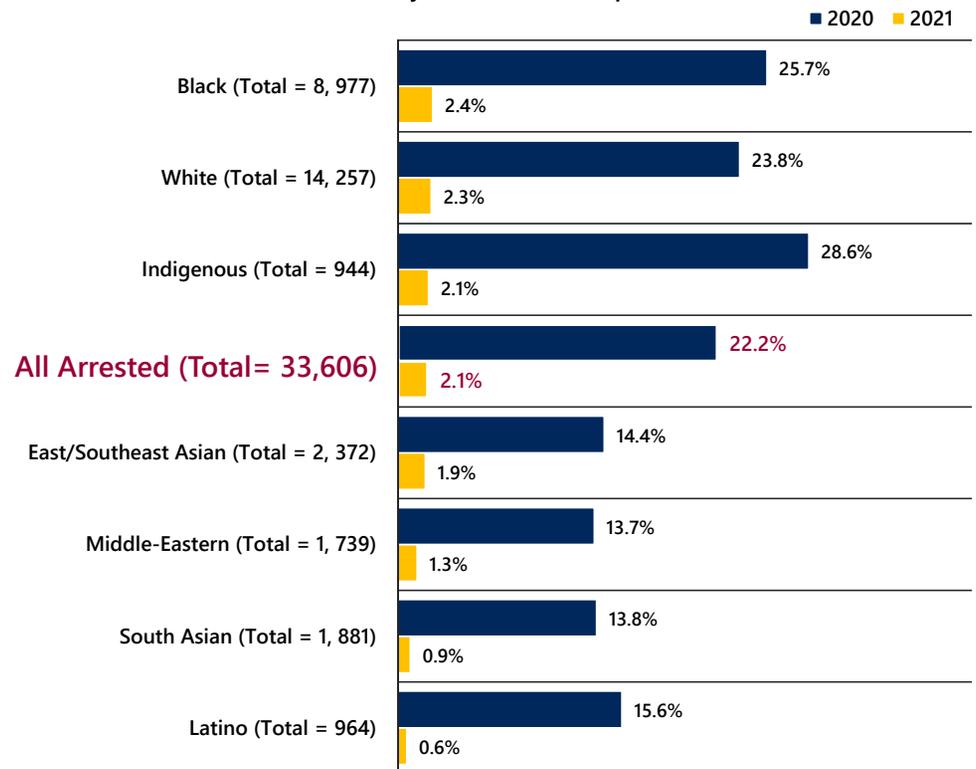
Finding #2b: These differences were reduced following procedural changes

We looked at strip searches by race group compared to that group's proportion in 2020 arrests. We compared this to 2021 data to see if the procedural change reduced disproportionalities

While trends in strip searches reflect the overall reduction that occurred in 2021, arrests involving White and Black people were still **more likely** to result in a strip search, compared to the average.

White people were strip searched in 2.5% of arrests (328 searches) and **Black people** were strip searched in 2.4% of arrests (214 searches)

Percent of those arrested who were strip searched by race group, comparing 2020 and 2021. Despite the overall reduction in search rates, arrests involving White and Black people were still more likely to result in a strip search



Of the 33,606 arrests in 2021, there were 692 strip searches.

Finding #3a:

There were differences by race based on frequency of arrests in 2020

We looked at people who were arrested more than once in 2020 to see if this impacts strip searches.

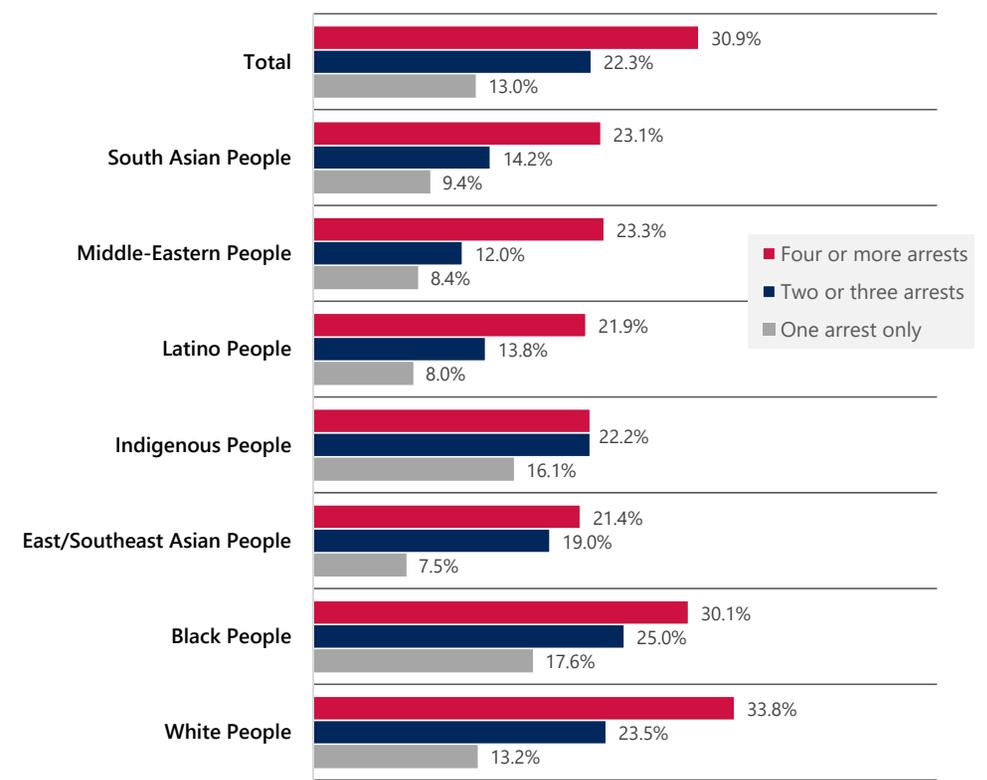
Overall, those with more frequent arrests were **2.4x** more likely to be strip searched following an arrest.

For **Indigenous People**, number of arrests made less of a difference on their chance of being strip searched

For those with 4 or more recent arrests, strip search rates **increased** (compared to those with one arrest) by:

- **2.9x** for **East/Southeast Asian** people
- **2.6x** for **White** people
- **1.7x** for **Black** people
- **1.4x** for **Indigenous** people

Across all groups, individuals with more frequent recent arrests had higher chances of being strip searched in 2020



Finding #3b: There are differences in strip search rates by race after taking into account primary offences involved

We looked the primary offence to see if this impacted racial disproportionalities

White People were 1.5x and Indigenous people were 1.2x more likely to be strip searched relative to their presence in arrests for Break & Enter offences.

Black, Latino, and Middle-Eastern People were over-represented in strip searches compared to their presence in arrests for Weapons & Homicide offences.

Black, East/Southeast Asian, and South Asian People were over-represented in strip searches compared to their presence in arrests for Drug-related offences.

Arrests involving drug-related offences, break and enters, weapons offences & failure to appear/comply were more likely to result in a strip searches

	Assault & Other crimes against persons	Break & Enter	Drug Related	FTA/FTC, Compliance Check & Parollee, Warrants	Harassment & Threatening	Robbery & Theft	Weapons & Homicide
White people	0.9	1.5	0.9	1.1	0.9	1.1	0.6
Black people	1.0	0.4	1.2	0.9	1.2	1.0	1.7
East/Southeast Asian people	1.0	1.0	1.3	1.0	1.2	0.5	0.9
Indigenous people	1.4	1.2	0.5	0.9	0.8	1.5	0.6
Latino people	1.4	0.7	0.3	0.8	1.5	1.1	1.2
Middle-Eastern people	1.3	0.3	0.6	1.0	1.3	0.7	1.5
South Asian people	1.4	0.6	1.1	0.9	1.2	0.7	0.3

Finding #4a: There were differences in Strip Search Rates by location

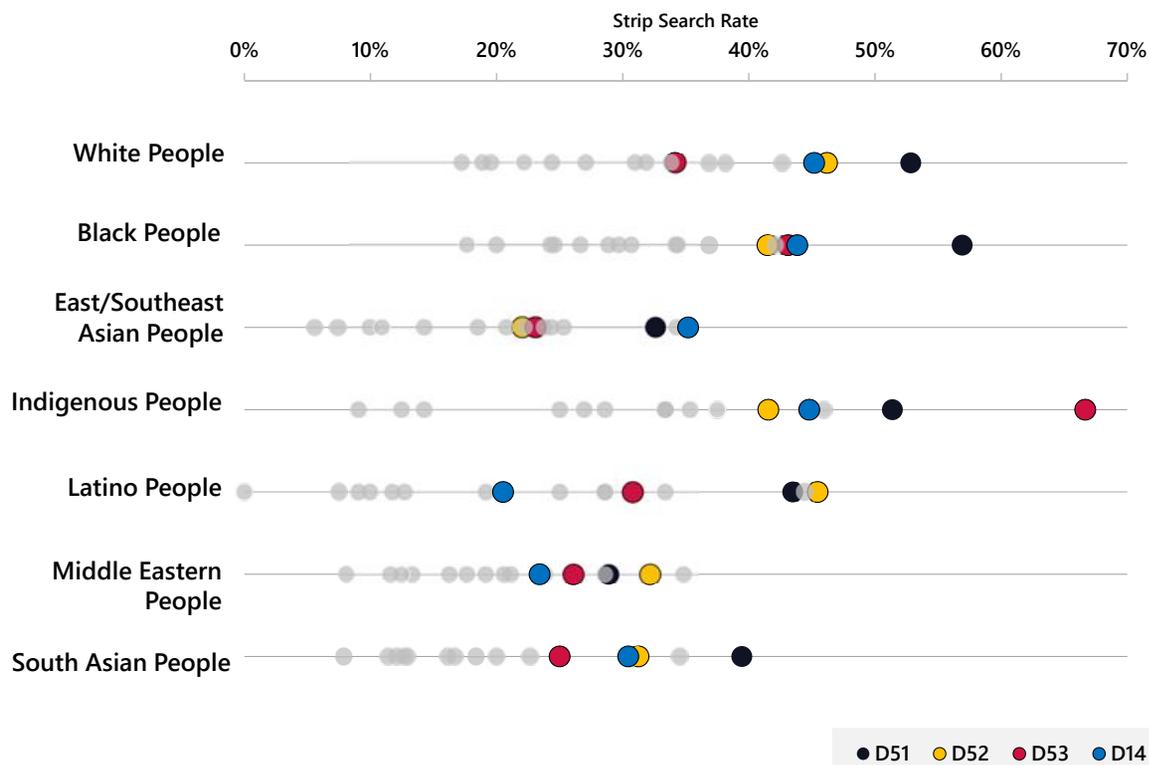
We looked at arrest location to see how strip search rates varied across Toronto by Division.

The scatterplot on the right shows strip search rates by race group.

Each dot represents strip search rate for each race group by location (Division). As there are 17 Divisions, each race group will show 17 dots along the line to show the range of strip search rates across race groups by Divisions.

Strip Search Rates were high across all groups arrested in downtown divisions and midtown. These divisions (D14, D51, D52, and D53) are highlighted in a different colour.

Strip Search Rates were high across all groups arrested in downtown divisions and midtown, specifically D14, D51, D52, and D53.



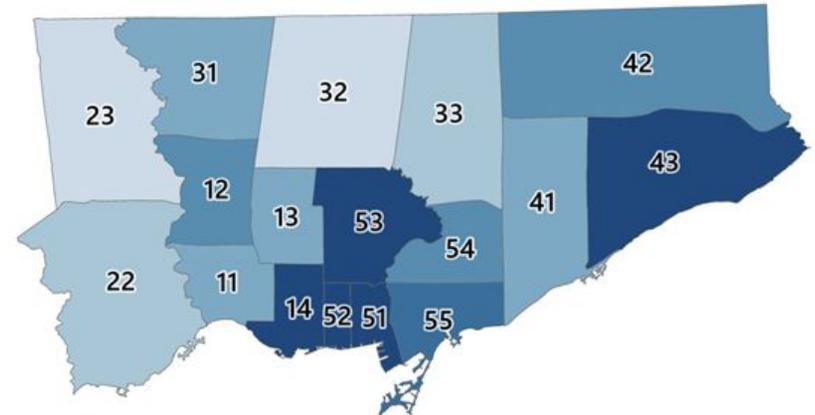
Finding #4b:

There were differences by location for White, Black & Indigenous people

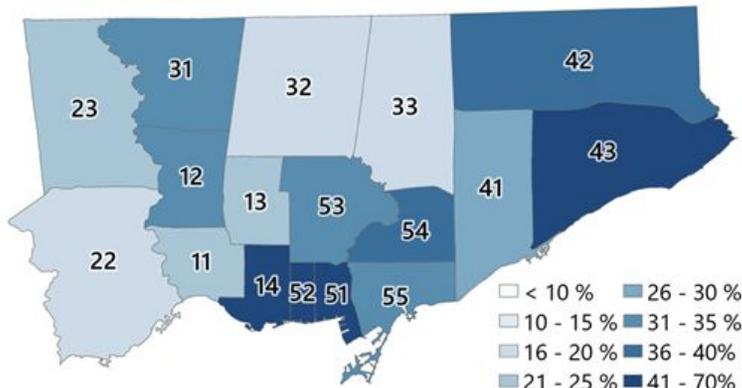
We looked at arrest location to see how strip search rates varied across Toronto by Division.

Strip Search Rates were high for arrests that took place in downtown divisions: **D14**, **D51**, and **D52**. For Black and Indigenous People, strip search rates were also high for arrests that took place in **D53**.

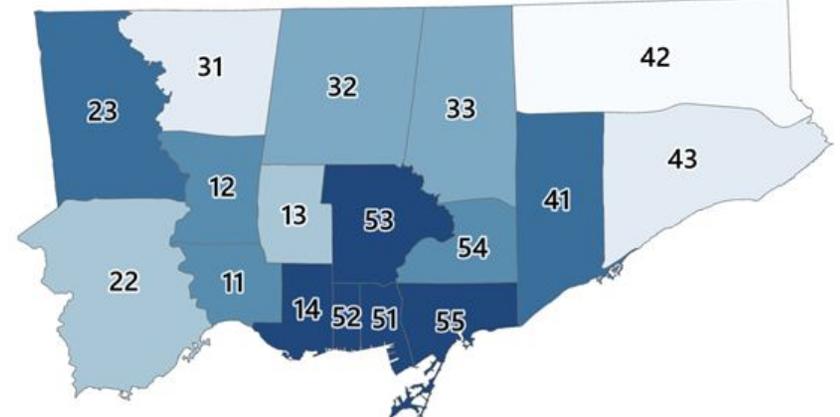
Strip Search Rate (compared to arrests) for Black people:



Strip Search Rate (compared to arrests) for White people:



Strip Search Rate (compared to arrests) for Indigenous people:



 < 10 %	 26 - 30 %
 10 - 15 %	 31 - 35 %
 16 - 20 %	 36 - 40 %
 21 - 25 %	 41 - 70 %

Finding #4c: These differences remained after looking at population demographics

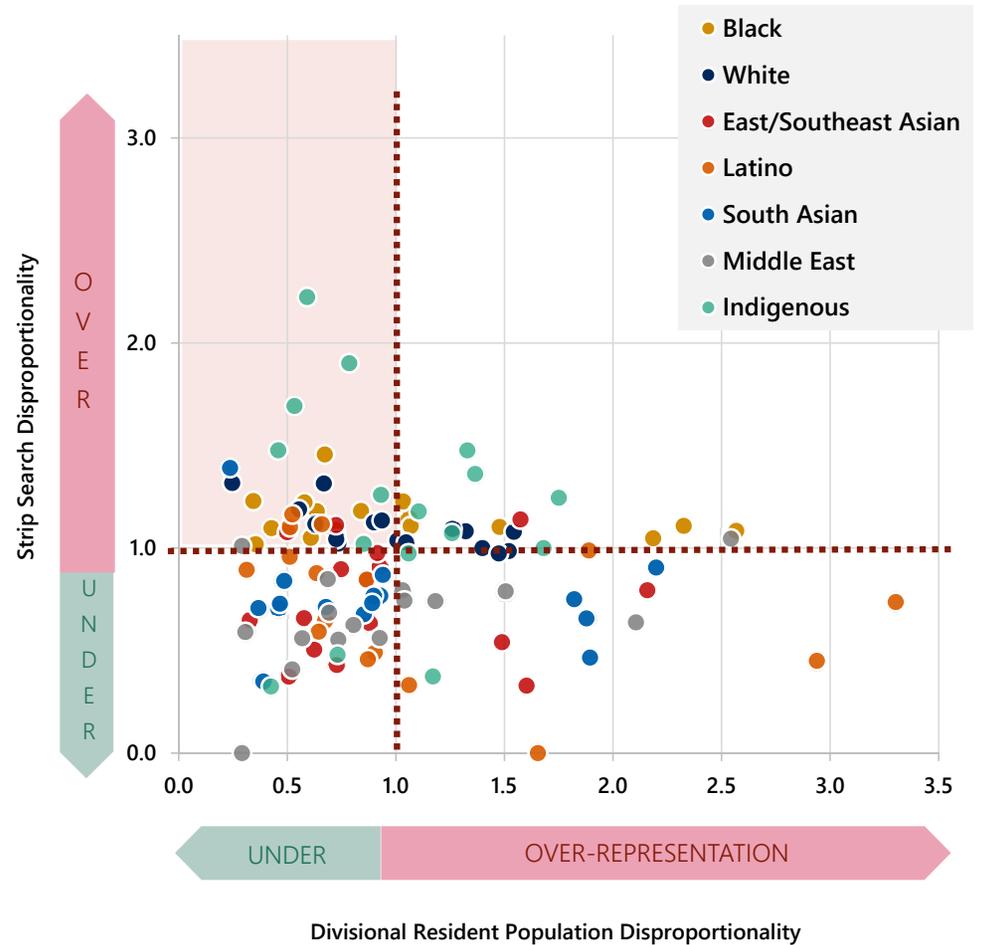
We looked at strip searches by location to take into account the racial make-up of the local resident population.

The graph on the right shows the relationship between the disproportionality of the Divisional resident population and strip search rates for each race group.

Each dot depicts a race group by arrest location (Division). As there are 17 Divisions, there are 17 dots per race group indicated on the chart. Race groups are denoted by the colours identified in the legend.

The red shaded box notes **over-representation** in strip search rate but **under-representation** of that group in the Division's resident population compared to the city average.

Divisions with the highest over-representations of Indigenous, Black, and White people in strip searches, had lower proportions of the local population of that group



Other Perspectives We Looked at

The relationship between arrests, booked persons, and strip searches; including using booked persons as a benchmark for strip searches:

- This **did not change** the substantive findings but were less reliable due to data quality issues with the booking templates in 2020.
- Once booked, **White** and **Black people** were 10% more likely to be strip searched, while **Indigenous people** were 20% more likely to be strip searched.
- The relationship between arrested and booked persons will be part of Phase 2 RBDC Analysis

Other Analysis of Interest:

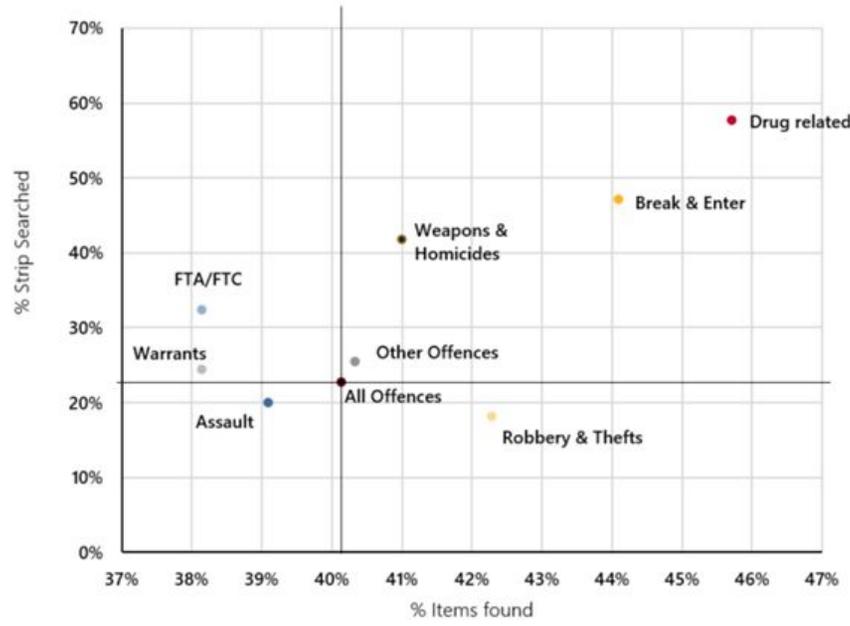
Items Were Found in 40% of strip searches

We looked at each strip search to see how many searches resulted in items found. There were several data quality issues that the Service has worked towards resolving. Despite the data quality issues, we are reporting on this data in the interest of transparency following questions from communities and our members.

The graph on the right shows the percent of people strip searched with the percent of searches that resulted in items found by primary offence associated with the arrest.

The top right portion of the graph shows the primary offences (**drug-related**, **break & enter**, **weapons & homicide-related**) that had higher than average strip searches and higher than average items found.

There were higher rates for items found in drug-related, weapons & homicide, and break and enter offences



Other Analysis of Interest: Items Were Found in 40% of Incidents

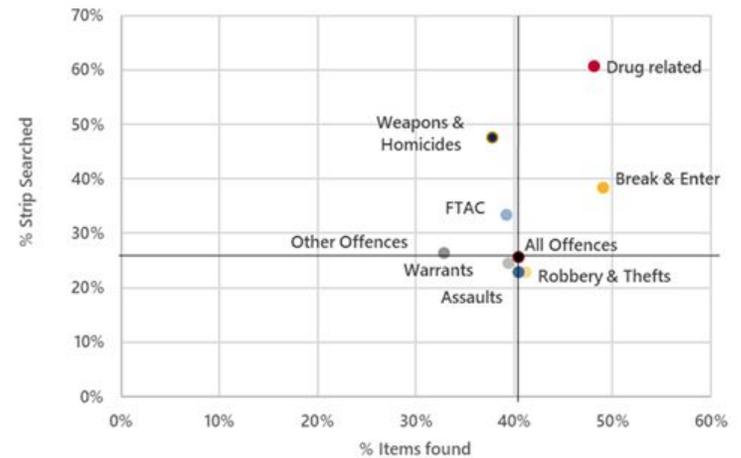
We looked at each strip search to see how many searches resulted in items found. There were several data quality issues that the Service has worked towards resolving. Despite the data quality issues, we are reporting on this data in the interest of transparency following questions from communities and our members.

The graphs on the right show the percent of people strip searched with the percent of searches that resulted in items found for the two race groups that were strip searched the most: **Black people** and **White people**.

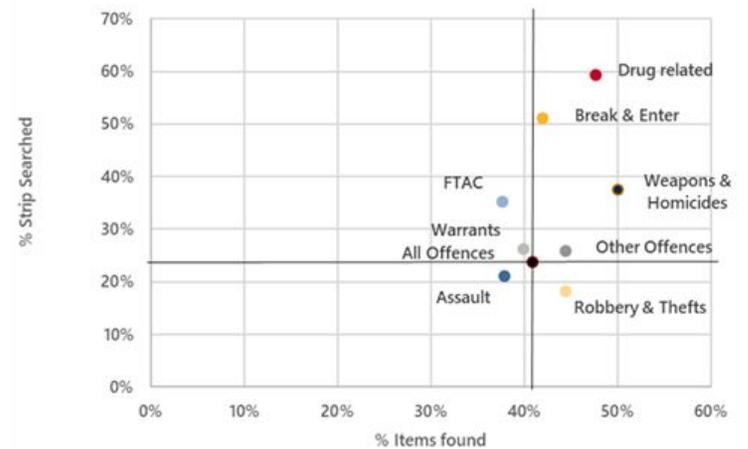
The top right portion of the graphs shows the primary offences that had higher than average strip searches and higher than average items found for each group.

There were small differences by race group. Of note, for **Black people**, strip search rates were higher than average for weapons & homicide related offences, but the percent of searches resulting in items found is lower than the average.

Drug-related and Break and Enter Offences resulted in higher percent of strip searches with items found for Black people (Total = 2, 223)



Drug-related, Break and Enter, Weapons & Homicide Offences resulted in higher percent of strip searches with items found for White people (Total = 3, 240)



Other Analysis of Interest: Reasons for Search

We looked at the reasons for strip searches by race to see if there was an impact on disproportionalities. Officers must select a reason for search from a list that includes: Cause Injury, Possess Evidence, Possess Drugs, Assist Escape, and Possess Weapons.

The most common reason given for strip searches was Cause Injury. Among those strip searched, there were over-representations in certain reasons for strip search by race group. The most variation and highest over-representations were seen in Possess Weapons where:

Latino People were over-represented by 1.3x

Black People were over-represented by 1.1x

Indigenous People were over-represented by 1.1x

There were few differences by race in reasons for search, and the over-representation of some groups in search reasons was relatively small.

Disproportionalities in Reasons for Search by Race

	Cause Injury	Assist Escape	Possess Weapons	Possess Evidence
White people	1.0	1.0	0.9	1.0
Black people	1.0	1.0	1.1	1.1
East/Southeast Asian people	1.0	0.9	0.9	1.0
Indigenous people	1.0	1.1	1.1	0.9
Latino people	1.0	1.0	1.3	0.9
Middle-Eastern people	1.0	0.9	1.0	1.1
South Asian people	1.1	0.8	0.9	1.0

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Reflect, Engage & Take Action

Take Action



We have identified **38** actions to address the outcomes in Use of Force and Strip Searches addressed this report.

These actions are **one part** of our commitment to reduce disparate outcomes. They are what we can do as a Service as we continue to make organizational change and information management investments.

They are in line with recommendations identified in the 81 Recommendations for Police Reform and other recommendations by the Anti Racism Advisory Panel (ARAP) Mental Health & Addictions Advisory Panel (MHAAP), and the Police and Community Engagement Review (PACER).

We know it is not enough and we will work together with communities to develop these actions and identify additional areas where we can do better.

A list of actions can be found in Appendix A

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- Community Advisory Panel
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- Police Reform & Capacity Building

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| Deputy Chief Barbara McLean | Erica Procter |
| Deputy Chief Shawna Coxon | Ty Smith |
| Meaghan Grey | Frederick Martin |
| | Bethel Woldemichael |

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Community Advisory Panel

- Dr. Apondi J. Odhiambo (co-chair)
- Gerald Mak (co-chair)
- Rayon Brown
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- Internal Support Networks
- Analytics & Innovation
- Corporate Communications
- Equity, Inclusion & Human Rights
- Legal Services
- Professional Standards
- Strategy Management
- Toronto Police College

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- Dr. Les Jacobs, York University, Ontario Tech University
- Dr. Grace-Edward Galabuzi, Ryerson University

Stakeholders

- Anti-Racism Advisory Panel (Toronto Police Services Board)
- Anti-Racism Directorate, Ministry of Citizenship & Multiculturalism
- Confronting Anti-Black Racism (City of Toronto)
- Indigenous Justice Division, Ministry of the Attorney General
- Information and Privacy Commission (IPC)
- Police And Community Engagement Review (PACER)

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Appendix A: Action Plan



The 38 action items identified in this Appendix are one part of our commitment to reduce disparate outcomes.

These actions are in line with recommendations identified in the *81 Recommendations for Police Reform* and other recommendations by the Anti Racism Advisory Panel (ARAP) Mental Health & Addictions Advisory Panel (MHAAP), and the Police and Community Engagement Review (PACER).

We will work with communities, our Members, and our partners to affect change by further developing the items that are in progress or that we have not yet started, and identifying additional areas where we can do better.



Action Items: Driving Change



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
WORK WITH MINISTRY OF SOLICITOR GENERAL AND OTHER POLICE AGENCIES TO IMPROVE REPORTING REQUIREMENTS IN USE OF FORCE	Develop a Working Group with other police services and the Ministry of Solicitor General to discuss race-based data collection, analysis, and approaches, including reporting challenges.	Completed	Governance Procedures & Workflow Monitoring	Use of Force
IMPROVE AUDITING PRACTICES AT THE SENIOR MANAGEMENT LEVEL FOR ITEMS FOUND DURING STRIP SEARCHES	This data field contained all items found during a search, and not necessarily what was located during a strip search (i.e. shoe laces and belts, that may be found during lower levels of search). Improved auditing on this specific data point allows for proper categorization of items found as a result of strip searches.	Completed	Governance Procedures & Workflow	Strip Searches
REVISE EXISTING STRIP SEARCH PROCEDURE AND IMPROVE REPORTING REQUIREMENTS	Review Search of Persons procedure and reporting/booking template to document the search within the Records Management System that allows for data analysis and extraction, including the reason for search, time of search, and items found during a search.	Completed	Governance Procedures & Workflow Monitoring	Strip Searches
DEVELOP AND IMPLEMENT MANDATORY MEMBER TRAINING ON ANTI-BLACK RACISM AND THE INDIGENOUS EXPERIENCE	Develop and implement training for all Members on Anti-Black Racism and the Indigenous Experience that includes third-party bias training, in partnership with subject matter experts and members of the community. In line with the 81 Recommendations for Police Reform, PACER, ARAP, and CABR.	Completed	Training	Use of Force Strip Searches
HIRE SPECIALIZED EQUITY AND INCLUSION INSTRUCTORS TO DEVELOP AND LEAD TRAINING, INCLUDING ENHANCEMENT FOR NEW RECRUIT PROGRAM	Create an Equity & Inclusion section within the Toronto Police College to develop and lead training for members. In line with the 81 Recommendations for Police Reform and ARAP.	Completed	Training	Use of Force Strip Searches
IMPROVE TRAINING ON STRIP SEARCHES	Develop and implement training for all police officers and special constables on Search of Person, including reasons for a strip search, relevant case law, and how to properly complete the Search of Persons template.	Completed	Training	Strip Searches
HOLD TOWN HALLS AND ENGAGEMENT SESSIONS TO DEVELOP MEANINGFUL ACTIONS AND A PATH FORWARD	Following public data release, hold town halls in partnership with community leaders and agencies to discuss the outcomes of analysis and a path forward	In Progress	Listening & Understanding Governance Communication	Use of Force Strip Searches



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
DEVELOP AN INDIGENOUS-SPECIFIC REPORT ON THE OUTCOMES OF USE OF FORCE & STRIP SEARCHES	Indigenous perspectives are important given the unique experiences and challenges communities face. In order to understand the findings, and seek input from Indigenous Communities, a separate Indigenous Engagement Strategy and report will be developed to engage stakeholders and community agencies around the data to help shape the analyses.	In Progress	Listening & Understanding Communication	Use of Force Strip Searches
CONDUCT AN ACADEMIC AND COMMUNITY REVIEW AND AUDIT OF EXISTING TRAINING CURRICULUM	Ongoing review the current training curriculum by academic partners and members of the community through a Community Advisory Panel. In line with the 81 Recommendations for Police Reform, PACER, ARAP, and CABR.	In Progress	Governance Training	Use of Force Strip Searches
REVIEW OF NON-EMERGENCY INTERACTIONS SUITABLE FOR CALL DIVERSION	Identify non-core policing services that can be delivered by alternative service providers. In line with 81 Recommendations for Police Reform and MHAAP.	In Progress	Governance Procedures & Workflow	Use of Force Strip Searches
REVIEW AND REVISE USE OF FORCE PROCEDURE (15-01)	An organizational review of the Toronto Police Service's Use of Force Procedure in line with the development of the revised TPSB Policy on Use of Force.	In Progress	Governance Procedures & Workflow	Use of Force
IMPLEMENT MANDATORY DEBRIEFS WITH A SUPERVISOR FOR ALL USE OF FORCE REPORTS WITHIN AN OFFICER'S PROBATIONARY PERIOD	All officers involved in a use of force report shall debrief with a supervisory officer within their probation period.	In Progress	Governance Procedures & Workflow	Use of Force
IMPLEMENT MANDATORY REVIEWS OF BODY WORN CAMERA AND IN CAR CAMERA SYSTEM FOR ALL USE OF FORCE INCIDENTS	The Body Worn Cameras and In Car Camera System for all officers involved in a use of force incident will be reviewed by supervisor(s).	In Progress	Governance Procedures & Workflow	Use of Force



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
MEASURE OTHER POINTS OF POLICE CONTACT	Identify areas where police interact with members of communities and add these interactions to the Race & Identity Based Data Strategy. This will help us learn where opportunities for improvement could lie.	In Progress	Governance Procedures & Workflow Monitoring	Use of Force Strip Searches
PROVIDE ADVERSE CHILDHOOD EXPERIENCE TRAINING TO OFFICERS	Expand Adverse Childhood Experience Training to all uniform members. Currently this training is provided to Neighbourhood Community Officers.	In Progress	Training	Use of Force
REVISE COACH OFFICER TRAINING COURSE	Enhance the Coach Officer Training Course to ensure our coach officers have an understanding of community centric service delivery, embracing collaboration, and an understanding of, and are sensitive to, the unique needs/perspectives of people of diverse communities.	In Progress	Training	Use of Force Strip Searches
INCLUDE OPEN ANALYTICS AND DATA ON STRIP SEARCHES ON THE PUBLIC SAFETY DATA PORTAL	To increase transparency, public accountability, and understanding of data, open data will be published on strip searches on the Public Safety Data Portal. In line with the 81 Recommendations for Police Reform.	In Progress	Communication Governance Monitoring	Strip Searches
INCLUDE OPEN ANALYTICS FOR USE OF FORCE DATA	To increase transparency, public accountability, and understanding of data, open analytics for Use of Force will be published on the Public Safety Data Portal. In line with the 81 Recommendations for Police Reform.	In Progress	Communication Governance Monitoring	Use of Force
DEVELOP SCENARIO-BASED TRAINING BASED ON USE OF FORCE TRENDS	Incorporate anti-racism and unconscious bias elements into scenario-based and dynamic training to simulate real-world conditions where officers must make split-second decisions, that emphasizes and prioritizes de-escalation. In line with the 81 Recommendations for Police Reform, ARAP, and MHAAP.	In Progress	Training	Use of Force
COLLECT INTERNAL DIVERSITY AND DEMOGRAPHIC DATA	Collect workforce diversity data internally	In Progress	Governance Procedures & Workflow Monitoring	Use of Force Strip Searches



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
IMPROVE USE OF FORCE REPORTING AND DATA ENTRY	Ensure that the proper general occurrence is referenced within the Use of Force report to allow for contextual information to be collected during the Race & Identity Based Data Collection Strategy; and improve data systems to allow for order of force used to be analyzed.	In Progress	Governance Communication Training Procedures & Workflow	Use of Force
DEVELOPMENT OF A SERVICE-WIDE EQUITY STRATEGY	To commit the Service to do the work needed and creates accountability for driving systemic change that results in fair and unbiased policing	In Progress	Listening & Understanding Communication Governance Monitoring	Use of Force Strip Searches
DEVELOP POST-POLICE INTERACTION SURVEY WITH COMMUNITIES	Post-interaction surveys are a part of the Service's investment in Information Management. The information collected in these surveys will allow for communities to provide information on their interaction with officers.	In Progress	Monitoring	Use of Force Strip Searches
COLLECT DATA AND ANALYZE OTHER OUTCOMES FOR ARRESTED PERSONS INCLUDING DIVERSIONS, BOOKING, PROTECTIVE, AND FRISK SEARCHES	Incorporate arrests, charges, releases, bookings, diversions, and other search of person outcomes into the Race & Identity Based Data Collection strategy to better understand outcomes by race.	In Progress	Governance Procedures & Workflow Monitoring	Strip Searches
CONDUCT INTERCULTURAL DEVELOPMENT TRAINING FOR RECRUITS AND NEW SUPERVISORS	Ensure that all new recruits and supervisors complete Intercultural Development Training to develop intercultural competence and cultural sensitivity. This tool will assist Members in assessing their level of intercultural competence and will allow the Service to adapt training to meet the level of intercultural competence shown in aggregate results.	In Progress	Training	Use of Force Strip Searches
DEVELOP AND IMPLEMENT ANTI-BIAS WORKSHOPS FOR SENIOR LEADERS WITHIN THE SERVICE	In line with recommendations from the 81 Recommendations for Police Reform and PACER, training for all Senior Officers, uniform and civilian, on how to address bias in policing and re-build trust with communities, through the exploration of policies and procedures of bias free policing adopted by police departments across North America and potential best practices for the Toronto Police Service.	In Progress	Training	Use of Force Strip Searches



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
DEVELOP AND IMPLEMENT NEW FAIR AND IMPARTIAL POLICING COURSE	This training will include a focus on confirmation bias and be mandatory for all uniform and civilian members. In line with the 81 Recommendations for Police Reform.	In Progress	Training	Use of Force Strip Searches
CREATE AND DELIVER AN ACTIVE BY-STANDERSHIP COURSE FOR ALL MEMBERS	The Toronto Police College will develop training for all members on active by-standership in partnership with the Equity, Inclusion and Human Rights Unit.	In Progress	Training	Use of Force Strip Searches
RE-AFFIRM THE ROLE OF THE INCIDENT REVIEW COMMITTEE AND INCLUDE REPRESENTATION FROM EQUITY, INCLUSION & HUMAN RIGHTS ON THE COMMITTEE	The mandate of this committee is to review incidents where force was used by members of the Service; assess the effectiveness of the Service's training, practices and associated Service Governance; and, report its findings to the Senior Management Team (SMT). This committee will now include a member of the Equity, Inclusion & Human Rights Unit.	Not Yet Started	Governance Procedures & Workflow	Use of Force
IMPLEMENT STRIP SEARCH REVIEW COMMITTEE WITH SERVICE-WIDE REPRESENTATION, INCLUDING EQUITY, INCLUSION & HUMAN RIGHTS	The mandate of this committee is to review strip searches to assess the effectiveness of the Service's training, practices and associated Service Governance and report its findings to the Senior Management Team (SMT). This committee will include a member of the Equity, Inclusion & Human Rights Unit.	Not Yet Started	Governance Procedures & Workflow	Strip Searches
REVISE OFFICER PERFORMANCE REPORTS	To include additional metrics pertaining to community focus, including: referrals to agencies and diversion	Not Yet Started	Monitoring Governance	Use of Force Strip Searches
REVISE THE PROBATIONARY CONSTABLE PROGRAM TO ENSURE EVERY PROBATIONARY CONSTABLE HAS A DIVISIONAL SPECIFIC COMMUNITY EXPERIENCE	Revise the probationary constable program to ensure every probationary constable has a divisional specific community experience (40 hrs.) and 3 cycles (12 weeks) assigned to a Neighbourhood Community Officer to build an enhanced foundation to community centric policing and exposure to the community with a proactive lens.	Not Yet Started	Governance Procedures & Workflow Training	Use of Force



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
ENHANCE RISK MANAGEMENT THROUGH THE INTRODUCTION OF AN AUDIT AND QUALITY CONTROL SUPERVISOR IN EVERY DIVISION	Effective risk management requires an integrated and coordinated approach. Early indication of risk or non-compliance, assessment of root causes, and implementation of recommendations to resolve causative factors is required to reduce risk and maintain public and internal member trust and confidence. This includes review of all appropriate reviews of information sets, occurrences, and other operational records, and recordings to ensure compliance with Service governance including Use of force and Strip Search incidents. Identifying compliance issues, risks and mitigation recommendations including training or internal complaint as appropriate.	Not Yet Started	Governance Procedures & Workflow	Use of Force Strip Searches
ASSESS EQUITY IMPACT FOR CRIME MANAGEMENT PLANS	An Equity Assessment for operational plans will help determine how projects and deployments will impact Equity-Deserving Groups, specifically on Black, Indigenous and Racialized communities, within the City, a Division, or a neighbourhood. Criteria applied to each Operational Plan should include the Equity-Deserving Group(s) impacted (if applicable), the level of impact, and actions taken to reduce negative impacts or increase positive impacts. The full criteria will be developed in partnership with the Equity, Inclusion & Human Rights Unit and be in line with best practices and the Equity Strategy. This will ensure that each Service operational plan is viewed with an equity lens, rather than solely a crime reduction focus.	Not Yet Started	Governance Listening & Understanding Monitoring	Use of Force
DEVELOP AND CONDUCT MANDATORY SPECIALIZED TRAINING FOR CRIME AND INVESTIGATIVE ANALYSTS ON EQUITY AND IMPLICIT BIAS	The creation of specialized anti-bias and equity training for all crime and investigative analysts. This training will include the impact of over-policing and under-policing on communities, as well as how to develop equity impact statements for operational planning.	Not Yet Started	Training	Use of Force
IMPLEMENT MANDATORY SPECIALIZED TRAINING FOR COMMUNICATIONS OPERATORS ON EQUITY AND IMPLICIT BIAS	The creation of specialized anti-bias and equity training for all Communications Operators. This training will include the impact of over-policing and under-policing on communities, with a focus on third party bias	Not Yet Started	Training	Use of Force



Driving Change: Action Items

Action Item	Description	Status	Theme	Area
REVIEW EXISTING CORPORATE RISK MANAGEMENT REPORT AND USE OF FORCE PUBLIC REPORTING	Better alignment between the Corporate Risk Management Report and public reporting to include non-race contextual information of Use of Force reports, including order of force and unit/assignment.	Not Yet Started	Governance Communication Monitoring	Use of Force
CONDUCT MULTI-YEAR REGRESSION ANALYSIS ON USE OF FORCE & STRIP SEARCH DATA TO ASSESS ACTIONS AND CHANGES THAT WE ARE MAKING	Use sophisticated data modelling techniques to more precisely identify the relative contribution of different factors to outcomes, and track our progress over time.	Not Yet Started	Monitoring	Use of Force Strip Searches

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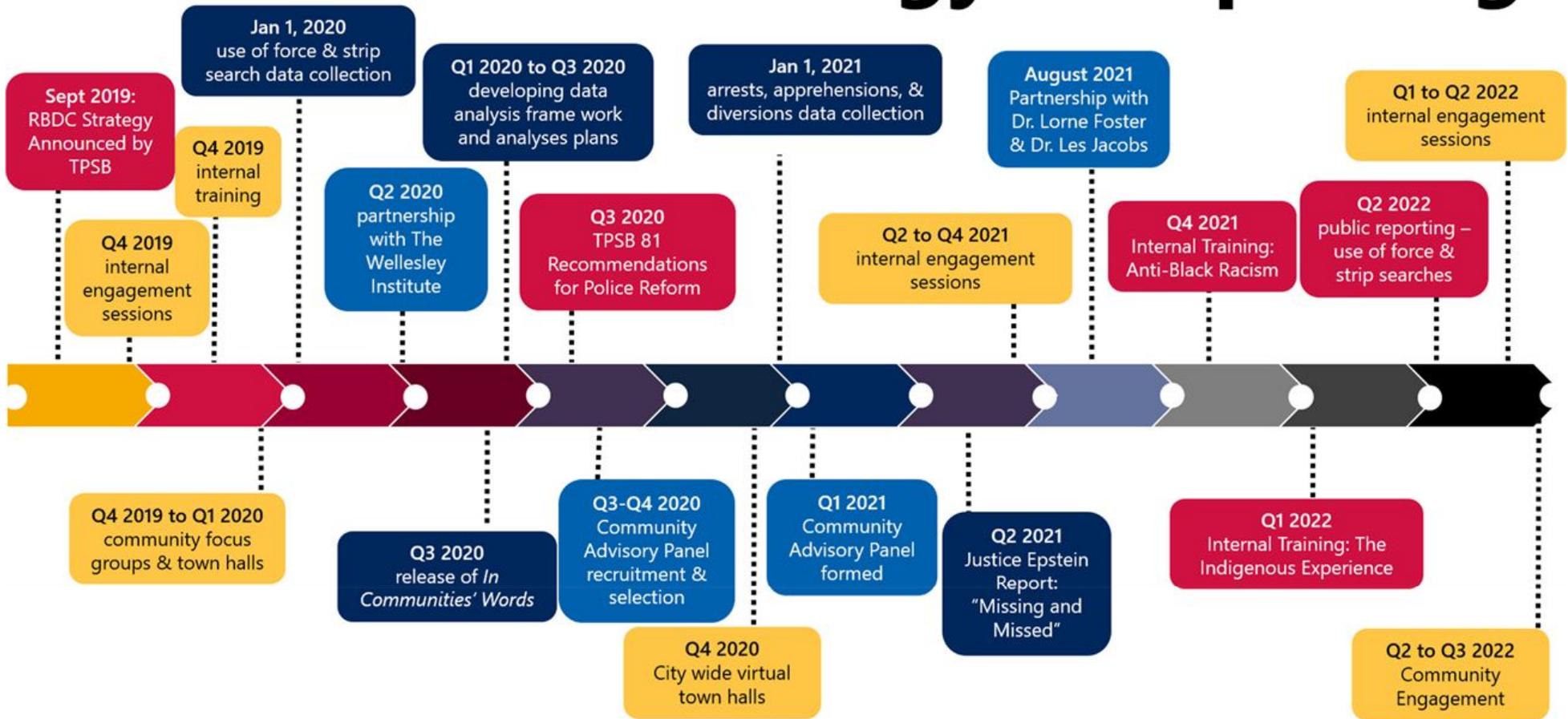


Appendix B: Timelines & Process Maps

Calls for Action



Strategy to reporting



Taking Action towards Police Reform

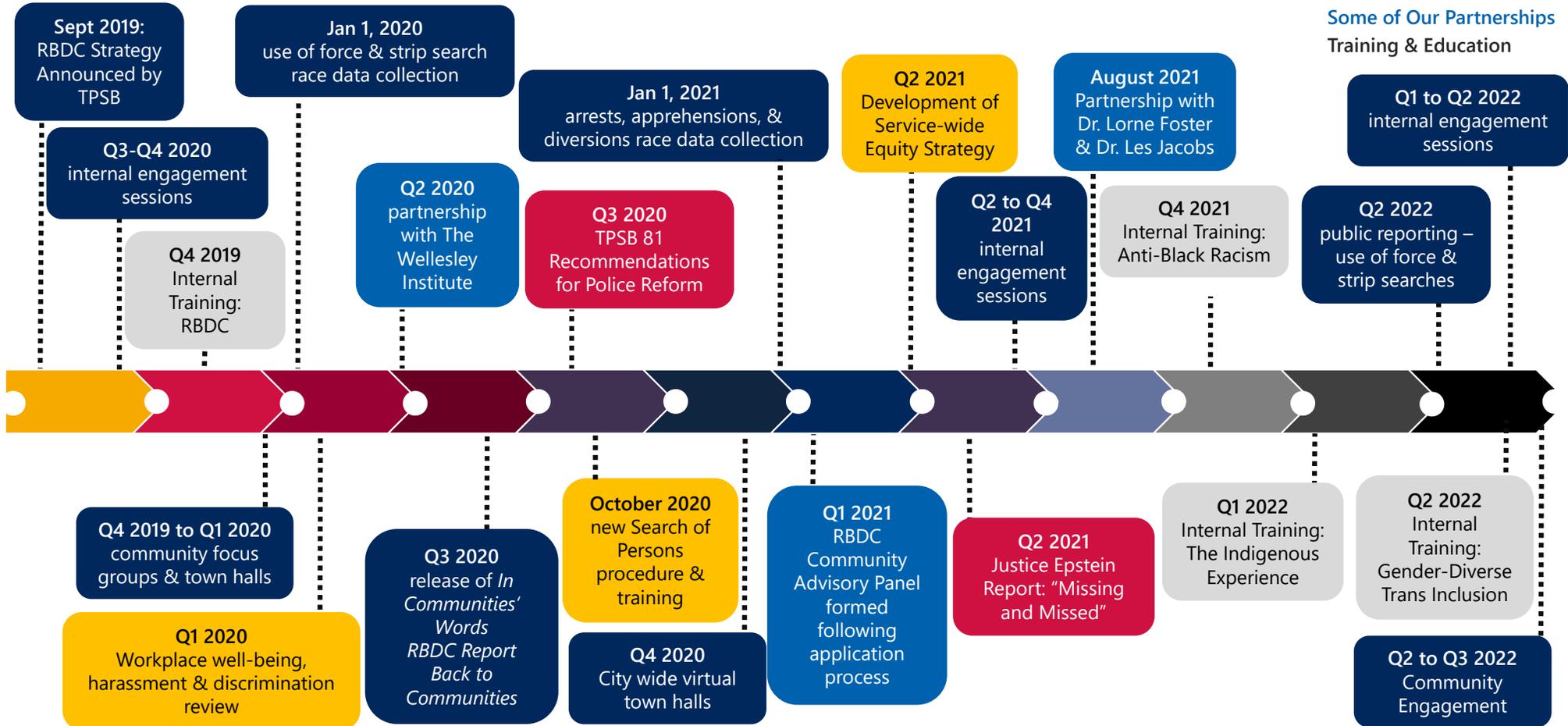
Race & Identity Based Data Strategy

Reports and Recommendations

Organizational Changes

Some of Our Partnerships

Training & Education



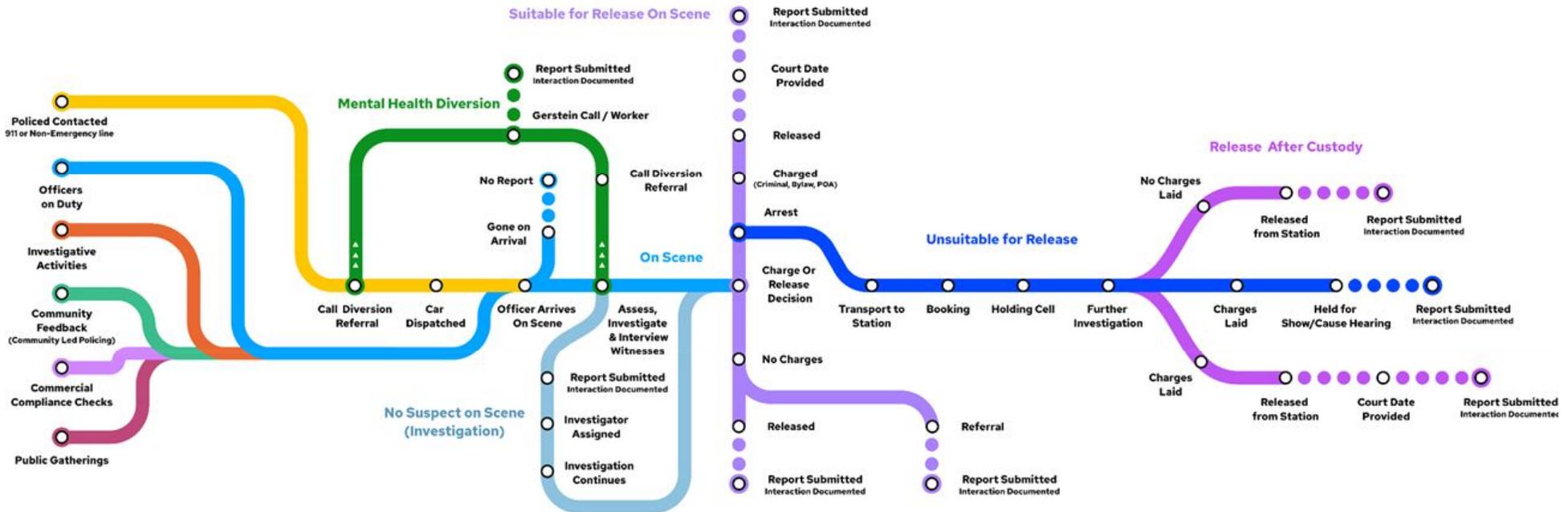
How Policing Is Thought Of

THE STEPS (1 OF 3)



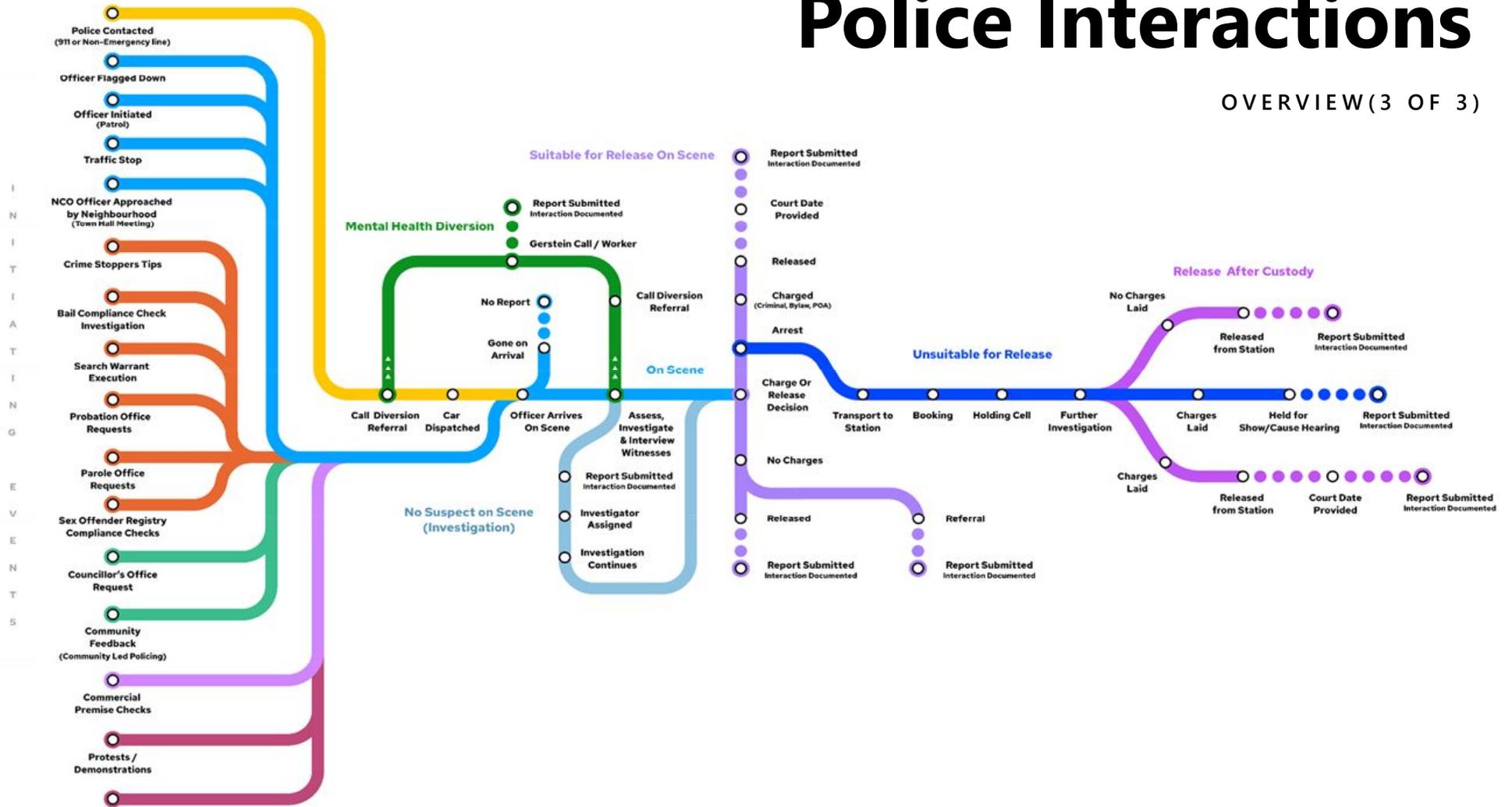
How Policing Is Thought Of

THE STEPS(2 OF 3)



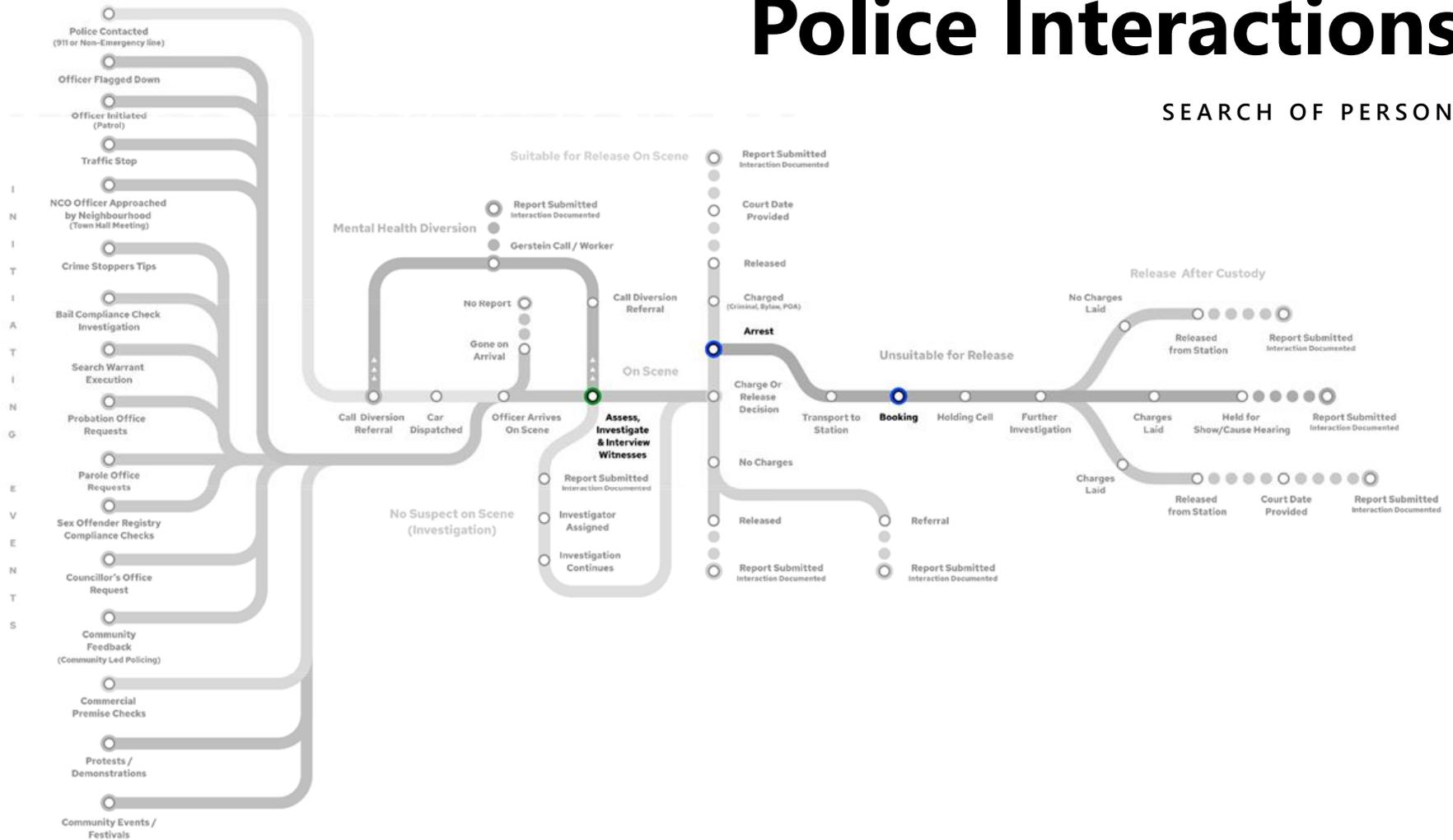
Police Interactions

OVERVIEW (3 OF 3)



Police Interactions

SEARCH OF PERSONS



Use of Force & Accountability



Search of Persons Process:

Calls about an incident or potential offence come to the attention of police through:

Officer decisions & potential outcomes:



Reactive Interaction call for service



Proactive Interaction (including vehicle/subject stop)



Investigation

Officer investigates an individual they reasonably suspect has committed an offence



Give warning



Issue ticket / fine



Caution / diversion



Investigative detention: gathers information from the individual involved.



Calls in or enters individual's information into mobile terminal to verify identity and check for any outstanding warrants or previous records.

Officer affects an arrest



Lay charge(s)



Release at scene



Individual is informed of their rights to counsel and reason for arrest.



Protective search is conducted incident to an arrest for officer and subject safety, to locate evidence or items to prevent escape.

If not released at scene, officer takes individual to the station



Take into custody



Release from custody



The individual is **frisk searched**, provided access to counsel, and arrest process continues at the station.



Officer-in-Charge (OIC) determines continued detention and Booking information is entered into the records management system.

If officer has reasonable grounds to justify a **strip search**, OIC reviews & approves request



Hold for bail



OIC ensures that individual understands reason for **strip search**.



OIC ensures the information is entered into a **Search Template**, in the records management system. Information entered includes reasons for search and items found.

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Administrative records

Information collected for the purpose of carrying out and providing various programs and services. For example, administrative records are maintained to manage cases and people, to respond to the legal requirements for recording details of particular events such as arrests, detentions and charges, or use of force, and to support the administration of justice. Examples include: **general occurrences reports**, use of force forms, and arrest records among others.

Affected communities

Refers to communities or groups that are affected by systemic racism in ways that negatively impact or disadvantage individual members and/or groups as a whole.

Anti-Racism Data Standards

Data standards to guide public sector organizations to fulfill their obligations under the *Anti-Racism Act* and establish the consistent collection, management, use (including analyses), de-identification, and public reporting of race-based information. They are also known as *Ontario's Anti-Racism Data Standards* (ARDS).

Anti-Black racism

Prejudice, attitudes, beliefs, stereotyping or discrimination that are directed at people of African descent. This form of racism is rooted in our history of slavery and its legacy that continues to negatively affect Black people. Anti-Black racism is deeply entrenched in Canadian institutions, policies and practices, and manifests through unequal opportunities, lower socio-economic status, higher unemployment, significant poverty rates, and overrepresentation in the criminal justice system.

Arrest Population

For the purpose of Toronto Police Service's race-based data analysis, people who were arrested by the Service in 2020.

Benchmark

A point of reference against which various outcomes can be compared, assessed, or measured.

Call for service (type)

An emergency or non-emergency call for police service that results in an **enforcement action**. The call type indicates how a call was characterised based on initial information provided to the Communications Operator. For the purpose of Toronto Police Service's race-based data analysis, calls for service were grouped into broad categories in order to identify meaningful trends.

Crime rate

Number of crimes per 100,000 population.

Assault & crime against persons

For the purpose of Toronto Police Service's race-based data analysis, a grouping of **primary offence** categories within general occurrences of crimes involving actions (with intent to do harm) or threat of such actions by one person against another. Examples include: assaults (various levels, including aggravated), criminal negligence causing bodily harm or death, failure to

provide necessities of life, forcible confinement, kidnapping, and administering noxious thing.

Data set (or Dataset)

An organized collection of data. The most basic representation of a data set is data elements presented in tabular form. A data set may also present information in a variety of non-tabular formats, such as an extensible mark-up language (XML) file, a geospatial data file, or an image file.

De-escalation

Verbal and non-verbal strategies intended to reduce the intensity of a conflict or crisis encountered by the police, with the intent of gaining compliance without the application of force, or if force is necessary, reducing the amount of force required to bring a situation safely under control.

De-identify

In relation to the information of an individual, it means to remove any information that could be used to identify a specific individual or for which it is reasonably foreseeable in the circumstances that it could be utilized, either alone or with other information, to identify the individual.

Disaggregated data

Data which is broken down into component parts or smaller units of data for statistical analysis. For the purpose of Toronto Police Service's race-based data analysis, it means breaking down the (aggregate) "racialized" category into its component parts such as Black, South Asian, East/Southeast Asian, Indigenous, Latino, Middle Eastern, and White.

Diversity

The range of our visible and invisible qualities, experiences, and identities that shape who we are, how we are perceived, and how we engage with the world. These can include race, gender, age, sexual orientation, physical or mental abilities, socio-economic status, religious or spiritual beliefs, personality, and perspectives. Each person has many layers of diversity that intersect and make our lived experiences unique.

Division

A geographic unit used by the Toronto Police Service to divide the city of Toronto in order to provide law enforcement services (e.g. assign and dispatch police officers to respond to calls for service). The Service has 17 divisions.

Enforcement action

For the purpose of Toronto Police Service's race-based data analysis, this includes all incident reports of arrests resulting in charges (including released at scene) or released without charges, *Provincial Offences Act* Part III tickets (serious offences), summons, cautions, diversions, apprehensions, and those with the role type of "subject" or "suspect." It *excludes* police interactions related to victims, complainants, witnesses, traffic or pedestrian stops, lower levels of tickets, and parking enforcement.

Equity

Fair treatment and access to opportunities for everyone. Equity recognizes that people have different needs and experience different barriers, so they may need different supports and provisions to access certain opportunities. It

is different from equality, which is about treating everyone the same and providing the same support, regardless of the person's starting point. Equity is both a process and an outcome.

General occurrence reports

Records that are created by Toronto Police Service to record information about a person and incident, required to support operations, investigations, and the management of cases and persons (if held in custody).

Highest type of force used

The highest level of force used across all officers in an incident. For the purpose of Toronto Police Service's race-based data analysis, types of force are ranked in order from Physical or other force, Less Than Lethal Force, Handgun Drawn, and Firearm Pointed or Discharged.

Implicit bias (or Unconscious bias)

The attitudes or stereotypes that affect our understanding, actions or decisions in an unconscious manner. These biases can be positive or negative and are usually outside the person's awareness.

Intersectionality

The way in which people's lives are shaped by their multiple and overlapping identities, which, together, can produce a unique and distinct experience for that individual or group, such as presenting additional barriers, opportunities, and/or power imbalances. In the context of race and Indigenous identity, this means recognizing the ways in which people's experiences of racism or privilege may vary depending on the individual's or group's relationship to

other social identities such as religion, ethnic origin, gender, age, disabilities, socio-economic status, and immigration status.

Location

The division where an occurrence incident or arrest took place.

Mental health incident

For the purpose of Toronto Police Service's race-based data analysis, a group of **primary offence** categories within a **general occurrence report** that describe the incident as being related to mental health. Examples include: threatening or attempted suicide, overdose, or jumper.

Multiple race group

For the purpose of Toronto Police Service's race-based data analysis, a derived variable where an incident involved more than one person and people were perceived as different races from each other.

Ontario's Anti-Racism Act

An act passed in 2017 to provide a framework for the Ontario government to identify and eliminate systemic racism and advance **racial equity** in the province. The legislation sets out requirements to maintain an anti-racism strategy and establish targets and indicators to measure the effectiveness of the strategy. It also empowers the government to establish regulations and data standards for public sector organizations to collect, manage and use race-based data for purposes under the act.

Open data

De-identified data that are released free of charge to the public in one or more open and accessible formats.

Perceived race

A police officer's perception of a person's race at the time of an interaction. If the officer did not see the person, they must describe the circumstances in a text box to explain why (i.e., the person was covered, got away, etc.).

Perceived race is collected to help us understand if there is systemic racial bias in policing practices, processes and decision-making.

Person in crisis (call for service type)

For the purpose of Toronto Police Service's race-based data analysis, a call for service that results in an enforcement action, for an event relating to a person who appears to be in a state of crisis or experiences a mental health crisis.

Person in crisis call for service include: emotionally disturbed person, threatening or attempted suicide, and overdose.

Primary offence

The description of a **general occurrence**, as determined by the police officer. Categories pertaining to criminal offences are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved in an incident.

Proactive event

For the purpose of Toronto Police Service's race-based data analysis, interactions with a member of the public that was initiated by a police officer.

Examples include: vehicle and subject stops, premise checks, or compliance checks.

Qualitative data

Information that is hard to measure using numbers; it is often about qualities such as ideas, images, qualities (of experiences, behaviours, etc.), emotions, or processes.

Quantitative data

Information that can be measured, counted and expressed using numbers.

Race or race group

Term used to classify people into groups based mainly on physical traits (phenotypes) such as skin colour, eye colour, hair texture, and other visible features. Racial categories are not based on science or biology but on differences that society has created (i.e. "socially constructed"), with significant consequences for people's lives. Racial categories may vary over time and place and can overlap with ethnic, cultural or religious groupings.

Race-based data

Information about an individual's race, ethnic origin, Indigenous identity, and religion. It is also referred as race and identity-based data.

Racial bias

Predisposition, prejudice or generalization about a group or persons based principally on race (see definition of race).

Racial disparity

Unequal outcomes in a comparison of one racial group to another racial group.

Racial disproportionality

The proportion of a race group that is greater than (over-representation) or is less than (under-representation) their presence in the **benchmark** population.

Racial equity

The condition that would be achieved if one's racial identity no longer predicts, in a statistical sense, how one is treated and their outcomes. Racial equity is the systemic fair treatment of all people. It results in equitable opportunities and outcomes for everyone.

Racial profiling

Any action undertaken for reasons of safety, security or public protection, that relies, in part, on stereotypes about race, colour, ethnicity, ancestry, religion, or place of origin, or on a combination of those traits, rather than on a reasonable suspicion, to single out an individual for greater scrutiny or different treatment.

Racialization

A process of drawing group boundaries (races) and allocation of persons within those boundaries by primary reference to (supposedly) inherent and/or biological (usually phenotypical) characteristics that are related to race. In this process, societies construct races as 'real,' different, and unequal in ways that matter to economic, political, and social life.

Racism

Ideology or belief system that either directly or indirectly asserts that one group is inherently superior to others based on race. It can be openly displayed in racial jokes and slurs or hate crimes but it can be more deeply rooted in attitudes, values and stereotypical beliefs. In some cases, these are

unconsciously held and have become deeply embedded in systems and institutions that have evolved over time. Racism operates at a number of levels, in particular, individual, systemic and societal.

Reported use of force

All police services in Ontario are mandated to submit a report under the Police Services Act every time an officer uses force that meets the provincial definition. A police officer is required to report any interaction with the public whenever a police officer uses physical force that results in an injury requiring medical attention; draws a handgun in the presence of the public; discharges a firearm; points a firearm; and/or uses a weapon other than a firearm (including a CEW – Taser) on another person. Not all uses of force are included – for example, physical force such as a hand strike, push, or use of handcuffs that results in no or minor injuries are not included.

Resident population

For the purpose of Toronto Police Service's race-based data analysis, the population of people living in the city of Toronto, broken down by race group, based on 2020 projections by Environics Analytics.

Self-identified race

Information provided by an individual about their race in response to being asked this information by a police officer.

Social identity

An individual's sense of who they are based on which social group(s) they are part of or affiliate with. Social identities allow individuals to have a sense of belonging to a group or community. These groups can consist of, but are not

limited to, race, gender, religion, social class, and memberships in different organizations/clubs.

Strip search

A search conducted by a police officer on a person, which includes the removal of some or all clothing that reveals under-garments and/or a visual inspection of the body.

Strip search rate

The percentage of arrests which resulted in a strip search.

Systemic barriers

Obstacles or barriers that intentionally or unintentionally exclude individuals, groups and/or communities, and are often out of the control of any individual person. Systemic barriers or obstacles can occur when systems, policies, programs, and services are created and/or delivered without benefiting from a range of perspectives during their development or implementation.

Systemic change

Change that transforms how the whole system functions, including culture, leadership, rules, and processes in all its components and the relationships between them.

Systemic racism

Organizational culture, policies, directives, practices or procedures that exclude, displace or marginalize some racialized groups or create unfair barriers to access valuable benefits and opportunities. This is often the result of institutional biases in organizational culture, policies, directives, practices,

and procedures that may appear neutral but have the effect of privileging some groups and disadvantaging others.

Threshold

A value that, if met or exceeded, indicates a notable inequality of concern for attention or action. Determining an appropriate threshold helps to interpret the meaning of the numerical results and indicates whether the magnitude of the disproportionality and disparity indices represents a notable difference for further investigation, monitoring, and/or potential action.

Use of force rate

The percentage of enforcement action incidents that are associated with a reportable use of force incident.

Unknown race

A category for **perceived race** in the Records Management System typically used in situations where a record is created in relation to warrants in which a police officer has not interacted with a specific individual.

Violent call for service

For the purpose of Toronto Police Service's race-based data analysis, calls for service from members of the public for police intervention in relation to events or actions by a person that poses pending or immediate physical harm to another person. Violent call for service are: assault in progress, assault just occurred, assist P.C., homicide, person with a gun, person with a knife, robbery, sexual assault, child sexual assault, shooting, sound of gunshots, stabbing, unknown trouble, wounding, assault, and fight.

Weapons

A weapon is any thing used, designed to be used, or intended for use in causing death or injury to any person, or for the purpose of threatening or intimidating any person.

Weapons carried

Any weapons carried by an individual involved in a **reported use of force** incident, as perceived by the reporting officer at the time of the decision to use force. This information is collected in the provincial Use of Force Report.

Youth

A person who is 17 years of age or younger. While there can be different definitions of youth used elsewhere, for the purpose of Toronto Police Service's race-based data analysis, this definition has been used to be consistent with the Youth Criminal Justice Act.



Toronto Police Services Board Report

May 24, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Toronto Police Service Board's Race-Based Data Collection, Analysis and Public Reporting Policy – Phase 1 Report on Use of Force and Strip Search Data Analysis

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive this report and the appended *Race & Identity-Based Data Collection: Understanding Use of Force & Strip Searches in 2020* Executive Summary and Detailed Report.

Financial Implications:

There are no immediate financial implications arising from the recommendations contained in this report.

Background / Purpose:

Since the Board's approval of its Race-Based Data Collection, Analysis and Public Reporting Policy (Policy) on September 19, 2019, the Toronto Police Service (Service) has been collaborating with internal and external stakeholders on a comprehensive strategy to implement the Policy. The Race-Based Data Collection (R.B.D.C.) Strategy represents a key part of the Service's commitment to equity, transparency, and accountability. Collecting, analyzing and reporting on race-based data is critical to achieve the Service's goal of eliminating racial bias and promoting fair and non-discriminatory police services in Toronto.

To properly address the complexity of the task and help the Service to learn and improve, the R.B.D.C. Strategy employs a staged approach. Phase 1 started with the collection of Service members' perception of the race of an individual in Use of Force interactions as required by the *Anti-Racism Act, 2017*. The Service included Strip Searches into Phase 1 in response to the Office of Independent Police Review

Director's report *Breaking the Golden Rule: A Review of the Police Strip Searches in Ontario*.

The R.B.D.C. Strategy is in line with police reforms currently being implemented, including those identified in the Board's *81 Recommendations for Police Reform* and seeks to identify racial disproportionalities in police interactions and areas for organizational change. It is led by the Equity, Inclusion & Human Rights unit (E.I.H.R.), external and internal subject matter experts, and informed by engagement, which is paramount to the success of the R.B.D.C. Strategy:

- At the onset of this work, the Service engaged diverse communities and continued to engage with them throughout the R.B.D.C. Strategy to receive feedback on the Service's approach.
- Internal engagement is critical to ensure that Service members are confident in the direction the Service is taking. Internal member engagements were held throughout the R.B.D.C. Strategy to ensure operational expertise at all levels informed the data analysis process.
- The R.B.D.C. Community Advisory Panel (C.A.P.) represents a cornerstone of the engagement approach and ensures the voices and perspectives of various communities are heard and reflected in the data analysis and actions to address the data analysis outcomes.
- Partnerships with human rights organizations and academics are fundamental to an accountable and robust data analysis process leading to actionable insights.

Phase 1 race-based data collection for Use of Force and Strip Searches began on January 1, 2020.

Since 2020, the Service has been making changes to help our members understand the lived experiences of diverse communities, including through community partnerships, the Neighbourhood Community Officer Program, models for alternative service delivery, and work with experts in human rights.

Findings of racial disparities on their own do not indicate how, why, or where they exist. The Service used additional internal data to better understand Use of Force incidents and Strip Searches and took into account that decisions to use force or to search a person are made in situations that are unique, complex, and fluid. The analysis utilized a multiple benchmark approach to determine if there are different outcomes in the police pathway for each race group. Identifying these patterns helped the Service to know where there may be opportunities for improvement to reduce disparate outcomes.

To ensure the Service's work is transparent, the analysis process, practices, and findings were independently reviewed by Dr. Lorne Foster and Dr. Les Jacobs, leading experts in Race & Identity Based Data Collection and Analysis with a human rights lens.

The doctors identified the T.P.S. R.B.D.C. as a leading program based on the depth of analysis, consultative approach and principled analysis. A complete copy of that independent report has been submitted to the Board in a separate report this month.

Discussion:

The data analysis of Use of Force and Strip Searches is grounded in a broader *Analysis to Action: Roadmap to Equity* model that supports the Service in its journey to equity. The model consists of several stages that are applied over the phases of the R.B.D.C. Strategy and represents our ongoing commitment to R.B.D.C. engagement, analysis, and actions—it emphasizes that the analysis is a cycle and not a linear process.

The appended *Race & Identity-Based Data Collection: Understanding Use of Force & Strip Searches in 2020* Executive Summary and Detailed Report outline the *Analysis to Action: Roadmap to Equity* model and includes the robust engagement process, analysis methodologies, data considerations, detailed analysis outcomes, and proposed actions. While 2020 was a unique year, the issues that R.B.D.C. addresses—systemic discrimination, anti-Black racism, anti-Indigenous discrimination, and police reform, were relevant before 2020 and remain as relevant as ever for the residents of Toronto.

The outcomes of the analysis of the 2020 data serves as a baseline as the Service continues to work on subsequent analyses and releases to understand trends and changes over time to monitor our progress in our efforts to create positive change.

Overall, in 2020, Use of Force incidents (949) made up 0.2% of police interactions with public in response to 911 calls, traffic and pedestrian stops, and other enforcement activities. Of the reportable Use of Force incidents in 2020, 48% were associated to a Violent Call for Service; 9% for calls in progress or just occurred; 8% associated to proactive events, and 7% persons in crisis calls. Although this number represents a fraction of the interactions that the Service has with the public each year, the impact of these types of interactions can be immense – on communities, as well as on Service members.

Use of Force incidents are conditional on having an interaction with police, also referred to as an enforcement action (*Race & Identity-Based Data Collection: Understanding Use of Force & Strip Searches in 2020* Detailed Report refers); while, a strip search only occurs if a person is first arrested and booked. To understand use of force and strip search decisions in order to inform training, policy and procedure changes, we look at these outcomes within this context.

The data analysis shows that, in 2020, there were differences by race in Use of Force incidents. The data shows distinct patterns for different race groups—Black, East/Southeast Asian, Middle Eastern and Latino people were over-represented in reported Use of Force incidents *compared to their presence in police enforcement action*.

In 2020, 22.2% of arrests (or 41.6% of bookings) resulted in strip searches (7,114). The data analysis shows there were disproportionalities in strip searches for Indigenous, Black and White people arrested. Changes in search policy and procedures drastically reduced the overall numbers of strip searches by 90%, with decreased disparities as well, but there is still more work to be done.

Conclusion:

The Service has identified 38 action items as one part of our commitment to reduce disparate outcomes. The items are in line with recommendations identified in the Board's *81 Recommendations for Police Reform* and other recommendations by the Anti Racism Advisory Panel (A.R.A.P.), Mental Health & Addictions Advisory Panel (M.H.A.A.P.), and the Police and Community Engagement Review (P.A.C.E.R.). The Service recognizes that these action items are foundational and commits to working together with communities and members to develop these actions and identify additional areas for improvement.

Chief Information Officer Colin Stairs, Information & Technology Command, and A/Deputy Chief Kim Yeandle, Community Safety Command will be in attendance to answer any questions the Board members may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police



Toronto Police Services Board Report

May 16, 2022

To: Chair and Members
Toronto Police Services Board

From: Dr. Lorne Foster, Full Professor & Director, Institute for Social Research at York University
Dr. Les Jacobs, Full Professor & Vice-President, Research and Innovation at Ontario Tech University

Subject: Toronto Police Service Board's Race-Based Data Collection, Analysis and Public Reporting Policy – Independent expert assessment of Phase 1 analysis

Recommendations:

It is recommended that the Toronto Police Services Board (Board) receive the following report that provides an independent expert assessment race data collection and analysis in Use of Force and Strip Searches.

Financial Implications:

There are no immediate financial implications arising from the recommendations contained in this report.

Background / Purpose:

In September 2019, in alignment with the *Anti-Racism Act, 2017* and *Race Data Standards*, the Toronto Police Services Board (Board) approved the *Race-Based Data Collection, Analysis and Public Reporting Policy* (Policy) to identify, monitor and address systemic racial disparities in policing. The Policy builds on Ontario's Race Data Standards and was guided by the recommendations of the Board's Anti-Racism Advisory Panel (A.R.A.P.). The purposes of the Policy are to:

- use race-based data collection, analysis and public reporting to identify, monitor and eliminate potential systemic racism and racial bias;
- improve the delivery of police services;
- preserve the dignity of individuals and communities; and,
- enhance trend analysis, professional development and public accountability.

Employing a phased approach, the Toronto Police Service (T.P.S.) examined race data collected as of January 1, 2020 for two interactions in Phase 1: Use of Force (U.o.F) (as per the Province's regulation) and Strip Searches (S.S.) (in response to findings in the Office of the Independent Police Review Director 2019 report "Breaking the Golden Rule"). Phase 2 commenced on January 1, 2021 to include arrests, charges, releases, diversions, and apprehensions (mental health and child protection).

One of the Policy's requirements is for the T.P.S. to enter into a partnership with an independent academic or organization to:

- conduct independent analysis of de-identified race-based data collected by the Service;
- report to the Board on the findings; and,
- provide the Board with recommendations to improve its Action Plans in response to the issues identified through any findings.

Discussion:

T.P.S. commissioned Dr. Lorne Foster and Dr. Les Jacobs for the period from July 9, 2021 to June 30, 2022 to undertake an assessment of the Race-Based Data Collection (R.B.D.C.) Strategy Phase 1 data, working closely with the Equity, Inclusion & Human Rights (E.I.H.R.) unit to help with understanding T.P.S.' approach and decisions made regarding the analysis of racial disparity.

Drs. Foster and Jacobs have had extensive experience working in partnership with police services and public sector agencies in areas of race data collection and human rights, focusing in particular on human rights projects engaging racialized communities.

This report presents the outcomes of their independent assessment; the detailed report is attached to this document.

The key assessments in this report include:

- The T.P.S. R.B.D.C. strategy reflects the best practices for race data collection from a human rights perspective and is a model for other police services in Canada;
- The comprehensive approach to race-based data collection taken by the T.P.S is especially valuable because it lays the groundwork for undertaking analysis and reporting that examines issues of systemic racism across T.P.S.;
- The principled approach to race-based data analysis exemplifies the best practice standards of international human rights organizations;
- The employment of multiple benchmarks in race data analysis has great promise for uncovering any potential racial incongruities;

- The strength of the U.o.F. and S.S. analysis plans is the commitment to in-depth, multi-faceted analysis that links race data from UoF and SS incidents to other sources of data;
- The 2020 T.P.S. findings on U.o.F. and S.S. demonstrate an advanced level of objectivity and measurability through careful statistical applications and an appropriate multiple benchmarking approach, which inform the findings about racial disparities;
- The 2020 T.P.S. findings on U.o.F. and S.S. reveal concerning levels of racial disparities; and,
- A major weakness in the R.B.D.C. stakeholder engagement is that there has not been sufficient consultation with Indigenous communities (e.g., specific to issues of Indigenous data sovereignty, data governance and data sharing agreements).

Conclusion:

The independent assessment concludes with a range of recommendations to improve the R.B.D.C. Strategy:

- A. Prompt public reporting of all race-based data findings.
- B. Develop and implement an Indigenous engagement strategy for race-based data collection.
- C. Focus on internal engagements within the T.P.S. community.
- D. Use well established racial disproportionality and disparity indices to identify the significance of U.o.F. and S.S. findings to set progressive performance targets to reduce racial disparities.
- E. Increase the collection and analysis of intersectional subject data for future reporting.
- F. Continual improvement of the linking of T.P.S. data in all administrative systems.
- G. Incorporate 2020 and future U.o.F. and S.S. race data findings into routine governance and operational processes.
- H. Involve human rights experts in police training.

Dr. Foster and Dr. Jacobs will be in attendance to answer any questions the Board members may have regarding this report.

Respectfully submitted,

Dr. Lorne Foster

Dr. Les Jacobs



**Independent Expert Assessment Report:
Toronto Police Service
Race-Based Data Collection Strategy Phase I**

Submitted to

**Toronto Police Services Board
and
Toronto Police Service**

The Ontario Tech/York University Research Team:

Dr. Lorne Foster
Director, Institute for Social Research
York University

Dr. Les Jacobs
Vice-President, Research and Innovation
Ontario Tech University

FINAL
(May 2022)



Brief Biographies of Authors

Dr. Lorne Foster is a Full Professor and the Director, Institute for Social Research (ISR) at York University, which is a leading university-based survey research centre in Canada. He holds the York Research Chair in Human Rights and Black Canadian Studies (Tier 1). He also created the Diversity & Human Rights Certificate (DHRC), established in association with the Human Resources Professional Association (HRPA). This initiative is the first academic-industry partnership sponsored by a regulatory organization. His work on public policy formation and scholarship on the human rights approach to inclusive organizational change ranks among the best in its field and has consistently helped to open doors to new scholarly explorations through a synergistic laboratory of academic-and-industry collaborations.

Dr. Les Jacobs is a Full Professor and the Vice-President, Research and Innovation, at Ontario Tech University. Previously, he held at York University the York Research Chair in Human Rights and Access to Justice (Tier 1) leading the new Access to Justice Data Science Lab, while serving as Director of the Institute for Social Research. He completed his PhD at Oxford University. He joined Ontario Tech University and York University after having held full-time teaching positions at the University of British Columbia and Magdalen College, Oxford University. He was appointed a Fellow of the Royal Society of Canada (FRSC) in 2017 for his internationally recognized data science contributions to equality of opportunity, human rights, and access to justice research.

For over a decade, Drs. Foster and Jacobs have worked in partnership with police services and public sector agencies across the province in areas of data collection and human rights, focusing in particular on human rights projects engaging racialized communities. They work together with the Ottawa Police Service (OPS) on the two largest Race Data Traffic Stop Projects in Canadian policing history. They collaborated with the Windsor Police Service (WPS) to conduct a program evaluation, using a human rights lens, examining all of their operational policies and regulations. They served as expert consultants for the Ontario Government and the Anti-Racism Directorate (ARD) on the formation of the *Anti-Racism Act, 2017*, and the development of the first Anti-Racism Data Standards (Standards) for collection, use and management of race data. They served as expert consultants for the Honourable Justice Michael Tulloch on both the Independent Oversight Review and the assessment of the police civilian oversight bodies – the Special Investigations Unit (SIU), the Office of Independent Police Review Director (OIPRD) and the Ontario Civilian Police Commission (OCPC); and the Independent Street Check [Carding] Review. They collaborated with the Ontario Government and the Cabinet Office (CO) on a whole-of-government review of the Workplace Discrimination and Harassment Policy (WDHP) and Respectful Workplace Practice (RWP). They continue collaborations with various police services – including Waterloo Regional Police Service (WRSP), Ottawa Police Service (OPS), Peel Regional Police (PRP) and York Regional Police (YRP) – to help develop race data collection strategies for all their interactions with the public. Their major academic publications include *Racial Profiling and Human Rights in Canada: The New Legal Landscape* (Irwin Law Books, 2018).



Executive Summary

In a complex and multi-racial society like Canada, race-based data collection can provide measurable evidence to address inequities, racism, and discriminatory practices. Quantitative indicators can highlight stark inequities in systems and organizations, providing evidence to decision-makers to show clear patterns and trends. Without comprehensive data, the quality of decision-making, the allocation of resources, and the ability to understand the social and economic realities of the country is severely impaired. At present, race-based data is primarily collected in only a few key systems, including health care, education, and more narrowly in the justice sector. Regrettably, the need for rigorous data is far greater than the inadequate collection approaches that result in limited data availability.

To address increased data comprehension in contemporary policing, the Toronto Police Service (TPS) has introduced the Race and Identity-Based Data Collection (RBDC) Strategy. The RBDC Strategy expects to build a robust and comprehensive analysis framework that can extend to different types of interactions, including use of force and strip searches in arrests, release, charges, searches and apprehensions. This will support training; monitor and evaluate policies, procedures, and practices; and, facilitate understanding of any potential systemic racial disparities in policing outcomes.

This report serves as an independent expert assessment of the activities of the RBDC Strategy, with a special focus on the first phase of race-data collection and analysis in Use of Force (UoF) and Strip Search (SS) activities. It takes as a central premise that the police profession is vital to the good functioning of a democratic society.¹ In this respect, modern policing can be assisted by human rights based data collection with a view to eliminating discrimination in the delivery of services in policing, and advancing evidence-responsible relationships with equity-deserving groups. As the Ontario Human Rights Commission (OHRC) noted, data collection for a purpose consistent with the *Human Rights Code* can be a very useful and often essential tool for achieving strategic organizational, human rights, equity and diversity goals.² Hence, comprehensive race data collection in a human rights-observant context is an indelible link between law enforcement and a sustainable, equitable and democratic social order.

The key assessments in this report include:

- The TPS RBDC strategy reflects the best practices for race data collection from a human rights perspective and is a model for other police services in Canada.
- The comprehensive approach to race-based data collection taken by the TPS is especially valuable because it lays the groundwork for undertaking analysis and reporting that examines issues of systemic racism across the service.
- The principled approach to race-based data analysis exemplifies the best practice standards of international human rights organizations.
- A major weakness in the RBDC stakeholder engagement is that there has not been sufficient consultation with Indigenous communities (e.g., specific to issues of Indigenous data sovereignty, data governance and data sharing agreements).

- 
- The employment of multiple benchmarks in race data analysis has great promise for uncovering any potential racial incongruities.
 - The strength of the UoF and SS analysis plans is the commitment to in-depth, multi-faceted analysis that links race data from UoF and SS incidents to other sources of data.
 - The 2020 TPS findings on UoF and SS demonstrate an advanced level of objectivity and measurability through careful statistical applications and an appropriate multiple benchmarking approach, which inform the findings about racial disparities.
 - The 2020 TPS findings on UoF and SS reveal concerning levels of racial disparities.

The Strengths of the RBDC Strategy:

- The RBDC Strategy introduces race as a primary unit of analysis, in broad alignment with the Race Data Standards set out in the *Anti-Racism Act, 2017* (ARA), designed in part to make visible systemic racism in policing through the collection and analysis of disaggregated race data. Race-based data has seldom been part of Canadian information systems to date.
- The TPS's Equity, Inclusion and Human Rights Unit (EIHR) plays an essential role in the administration of the RBDC Strategy and is well positioned and qualified in data science to provide in-house administration of a multifaceted data collection and complex analysis to support the Policy's purpose to identify, monitor and eliminate potential systemic racism and racial bias in policing.
- The RBDC Strategy, administered by the EIHR, is a key platform in the construction of new data infrastructure to fuels progressive change and innovation in policing that –
 - a) Uses disaggregated data and applies an intersectional lens.
 - b) Introduces multiple benchmarking in UoF and SS for comparative focus and scalable racial disproportionalities and disparities.
 - c) Accounts for relevant factors and creates a context for a nuanced picture.
- The RBDC Strategy is important to contextualize the frequency and magnitude of UoF and SS, the factors influencing UoF and SS decisions, the safety and effectiveness of UoF and SS intervention options, and the development of best-practice officer training in de-escalation techniques, and other anti-discrimination initiatives. Without race-based data, systemic changes that address inequality and discriminatory policies and practices will be more difficult to accomplish.
- The RBDC Strategy integrates anti-racism data standards but also measures to mitigate the risk of harm. These measures include ensuring privacy, security and confidentiality; training staff to collect data; and committing to transparency and accountability for its use. Community engagement is also incorporated to inform collection, analysis and reporting.

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- The RBDC Strategy seeks to encourage shifts of awareness and practice, by centering racial equity and community voice within the context of data integration and use.
 - The RBDC Strategy is calculated to phase-in and scale up data collection gradually to grow data comprehension over different police interactions, and to enable organization-wide changes in internal information systems.

Limitations of the RBDC Strategy:

- Building data infrastructure without a strong human rights lens to contextualize understanding of historical and structural disadvantage of racialized and marginalized groups will exacerbate existing inequalities along the lines of race, gender, class, and ability. In order to prevent bias in data and ensure the RBDC Strategy systematically promotes racial equity and the public good, it must be more sharply focused through a human rights lens that is explicit and operationalized.
- Many Indigenous and Black communities plagued by data inequities strongly emphasize the importance of engagement, transparency, and ownership and control of information emanating from their communities (including how it is collected, used, managed, analyzed, interpreted, and reported publicly). Indigenous nations, in particular, seek to exercise Indigenous data sovereignty through the interrelated processes of Indigenous data governance and decolonizing data.³ Black communities have also called for all research on or involving members from their community to give respect to community members' perspectives, knowledge and values.⁴ The RBDC Strategy lacks specific attention 'data sharing agreements'⁵ with Indigenous and Black communities and their representatives and partners in an effective way to respect Indigenous and Black interests in data governance.

Concerning Findings of Phase 1:

2020 Use of Force Race Data:

- There are concerning differences by race in use of force incidents, with Black persons accounting for almost 40% of those individuals involved, compared to their presence in enforcement actions (24%) or in the resident population (10%).
- Members of the public involved in a UoF incident inevitably experience different levels of force, some perceived as more life-endangering or psychologically damaging than others. The TPS data for 2020 shows that there are significant racial differences in these experiences, and that the experiences of Black



individuals were more likely to be perceived as life-endangering or psychologically damaging interactions.

- The findings suggest that concerns by the officer that a person may have a weapon did not account for the racial differences in experiences with more life-endangering levels use of force. Nor does the history of offences by a person account for racial differences in use of force incidents.

2020 Strip Search Race Data:

- In October 2020, TPS implemented a new search of persons procedure that included the requirement that all strip searches must be authorized by a supervisor. Strip searches were 6 times more likely under the old procedure than under the new one.
- There was some over-representation by race in strip searches following an arrest, including for Indigenous, Black and White persons.
- White subjects made up almost half of the subjects who were strip searched following an arrest, significantly lower than their percentage in the arrest population. Black subjects made up 31% who were strip searched following an arrest, significantly higher than their percentages in the arrest population.
- Indigenous subjects made up 4% of strip searched and 3% of those arrested. While these are relatively small proportions, they were over-represented in strip searches (1.3X) compared to their presence in all arrests. Other racialized groups were under-represented in strip searches relative to arrests.

Recommendations to improve the RBDC Strategy:

- A. Prompt public reporting of all race-based data findings.
- B. Develop and implement an Indigenous engagement strategy for race-based data collection.
- C. Focus on internal engagements within the TPS community.
- D. Use well established racial disproportionality and disparity indices to identify the significance of UoF and SS findings to set progressive performance targets to reduce racial disparities.
- E. Increase the collection and analysis of intersectional subject data for future reporting.
- F. Continual improvement of the linking of TPS data in all administrative systems.



G. Incorporate 2020 and future UoF and SS race data findings into routine governance and operational processes.

H. Involve human rights experts in police training.

Introduction

The application of a human rights lens on use of force and other interactions with the public has been an important recent development in the scrutiny of police services in democratic societies around the world, including Canada. The international human rights system provides the context for the application of a human rights lens on policing in Canada. That system recognizes the police profession is vital to the well-being of any democratic society. This was implicitly recognized in the Universal Declaration of Human Rights⁶ more than seven decades ago, and has been explicitly stated in many United Nations human rights instruments that followed – including the Code of Conduct for Law Enforcement Officials,⁷ The Basic Principles on the Use of Force and Firearms by Law Enforcement Officials,⁸ and a host of other declarations and guidelines.⁹

A central theme of international human rights instruments is that police services that respect human rights will gain benefits that advance the very objectives of law enforcement, while at the same time build a law enforcement structure that does not rely on fear and raw power, but rather on integrity, professionalism and legitimacy. Respect for human rights by policing agencies actually enhances the effectiveness of those agencies. When police are seen to respect, uphold and defend human rights:

- Public trust is built and community cooperation is fostered;
- Police are seen as part of the community, and performing a valuable social function;
- A contribution is made to the peaceful resolution of conflicts and complaints;
- Legal prosecutions are successful in court;
- The fair administration of justice is served and, consequently, confidence in the system is enhanced;
- An example is set for others in society to respect the law;
- Support is elicited from the media, from the international community and from political institutions.
- Police are seen as not only exercising power but also embodying legitimate authority.¹⁰

Applying human rights values is a vital tool for effective policing in today's world. Members of the public feel more confident in dealing and partnering with police and are more likely to respect, trust, and cooperate with police services when they feel the police respect their individual rights. Human rights based data collection can help build this kind of positive relationship between police and all of the communities they serve.¹¹



However, racial differences in the use of force and strip searches by police services across Canada, and Ontario in particular, have become the subject of increasing public scrutiny and reproach. The collection and analysis of disaggregated race data for these types of interactions with the public has increased in tandem, as it has also become more apparent that high quality human rights based disaggregated data is crucial to better understand and reduce racial disparities and racial disproportionalities in these interactions. Indeed, in Ontario, race data collection by police services has been mandated by the provincial government through the *Anti-Racism Act, 2017*¹² and establishment of the *Data Standards for the Identification and Monitoring of Systemic Racism (Race Data Standards)*¹³.

The Race Data Standards distinguishes between racial disproportionalities, racial disparities, and thresholds to indicate elevated levels of concerns. A racial disproportionality index is a measure of a racial group's overrepresentation or underrepresentation in the use of force or strip search by a police service relative to the group's representation in the community's population, either in terms of resident population or some subset such as those involved in police enforcement activities. A racial disparity index is a measure of group differences in incidents of use of force or strip searches by comparing those incidents for one racial group with those of another. Thresholds function to provide guidance about next steps and how to action findings from race data analysis of use of force or strip search incidents.

The ARA calls for the Province to address systemic racism and promote racial equity through a variety of means, including naming and addressing racism in all forms. Ontario's Race Data Standards were passed by Order in Council in April 2018 and provide police services with specific direction regarding the collection of race-based data. Ontario police services including the Toronto Police Service (TPS) are for the most part new to comprehensive disaggregated race data collection and analysis for in reporting on their interactions with the public.

PART 1: General Assessment of the TPS Race-Based Data Collection Strategy

In September 2019, in alignment with the Anti-Racism Act and Race Data Standards, the Toronto Police Services Board (TPSB) approved the *Race-Based Data Collection, Analysis and Public Reporting Policy (Policy)* to identify, monitor and address systemic racial disparities in policing. The Policy builds on Ontario's Data Standards and was guided by the recommendations of its Anti-Racism Advisory Panel (ARAP). The purpose of the Policy are to:

- use race-based data collection, analysis and public reporting to identify, monitor and eliminate potential systemic racism and racial bias;
- improve the delivery of police services;
- preserve the dignity of individuals and communities; and
- enhance trend analysis, professional development and public accountability.



Employing a phased approach, the Toronto Police Service (TPS) examined race data collected as of January 1, 2020 for two interactions in Phase 1: Use of Force (as per the Province's regulation) and Strip Searches (in response to findings in the Office of the Independent Police Review Direction (OIPRD) 2019 report "Breaking the Golden Rule,"¹⁴). Phase two collection will expand to include other interactions – including arrests, charges, releases, diversions, and apprehensions (mental health and child protection).

The RBDC Strategy is not just about data collection and analyses. It encompasses five key elements necessary to build trust and undertake organizational change:

- internal change management
- training and governance
- communications
- information management
- community engagement

To carry out the Policy, TPS developed a Race and Identity-Based Data Collection (RBDC) Strategy, implemented by a dedicated team within the Equity, Inclusion and Human Rights Unit (EIHR). The work is steered by a Governance Committee with identified Implementation Leads from key TPS areas. The race-based data collection team provides subject matter expertise to:

- support the TPS;
- develop a comprehensive implementation process that integrates operational and analytical perspectives;
- engage internal and external stakeholders;
- conduct data analysis and reporting;
- form a community advisory panel to oversee analysis and reporting; and
- engage an independent researcher as per the Policy.

With race as a primary unit of analysis, the collection of data for Use of Force and Strip Search incidents began January 1, 2020. The primary objectives of the Equity, Inclusion, and Human Rights Unit (EIHR) analysis for Phase 1 was to:

- Use disaggregated data and apply an intersectional lens;
- Comparative focus –racial disproportionalities and disparities;
- Account for relevant factors and context for a nuanced picture;
- Establish thresholds to identify where differences are notable and require attention and action.

The TPS commissioned Dr. Lorne Foster and Dr. Les Jacobs for the period from July 9, 2021 to June 30, 2022 to undertake an assessment of the RBCD Strategy Phase 1 data, working closely with EIHR to help understand the approach and decisions made regarding the analysis of racial disparity. Drs. Foster and Jacobs have had



extensive experience working in partnership with police services and public sector agencies in areas of data collection and human rights, focusing in particular on human rights projects engaging racialized communities.

The TPS strategy reflects the best practices for race data collection from a human rights perspective and is a model for other police services across Canada. There are three features of the strategy that are especially noteworthy. The first is the recognition that proactive engagement with racialized communities in Toronto to create opportunities for input into the development of the strategy is foundational. This helps to ensure that the strategy meets the needs of racialized communities, especially around concerns about misuse of race data, reporting, and the implementation of recommendations. The second feature is the emphasis placed by the strategy on the collection and analysis of disaggregated race data. Historically in Canada, the absence of reliable disaggregated race data has made many racial disparities in policing invisible and difficult to report on. The strategy enables new in-depth analysis and reporting on possible racial disparities. The third noteworthy feature is the commitment in the strategy to exploring more complex analysis of the disaggregated race data, including intersectionality in the subject data and linking the data collected to other TPS data bases. These three unique features support the operationalization of a broader more textured analysis that considers both contextual and contributing factors for a better understanding of UoF & SS, which can lead to shifts of awareness and progressive practice.

PART 2: Assessment of the Race-Data Collection, Analysis and Reporting

Racial bias and stereotypes are obstacles to equity that are so formidable and self-perpetuating in our society and major institutions including criminal justice and policing that they cannot be overcome without deliberate and self-reflective intervention. These adjustments are more likely to be successful if they incorporate evidence-based understandings, derived most effectively through valid and reliable race-data collection.¹⁵

"The aim of comprehensive engagement is to develop policies and design services from the bottom up that respond more effectively to individuals' needs, build community capacities and are relevant to their circumstances. Here, police-community engagement is reframed to regard the public as citizens whose agency matters and whose right to participate directly or indirectly in decisions that affect them should be actively facilitated. Such an approach honours the fundamental principle of a democratic state — that power is to be exercised through, and resides in, its citizens."¹⁶

Comprehensive Race Data collection



In 2020, the TPS began collecting disaggregated race data, following the *Data Standards for the Identification and Monitoring of Systemic Racism*, for all recorded occurrences. These occurrences include all arrests and other enforcement actions. This comprehensive disaggregated race data collection is the first undertaken by any major police service in Canada.

A comprehensive approach to race-based data collection is especially valuable because it lays the groundwork for undertaking analysis and reporting that examines issues of systemic racism across the TPS. Instead of siloing race-data collection for a particular type of incident such as traffic stops or UoF incidents, the TPS has enabled analysis and reporting that connects incidents to internal occurrence benchmarks such as arrests or calls for service rather than just external benchmarks such as general population representation. In the case of UoF incidents, the 2020 reporting by the TPS provides a level of detail about use of force incidents that is entirely new in Ontario, in particular, through the linkage of Use of Force Reports to other incident reports.

Data Analysis Approach

The data analysis approach consists of two main components to guide discussions and reflect the phased approach to policy implementation:

1. *Analysis Framework*: A general approach that applies across all interactions and includes theoretical framework, research objectives and main methodologies to be used in race-based data analysis.
2. *Analysis Plans*: Specific analysis plans are designed for each type of interaction to reflect the particular context, outcomes and technical limitations associated with the collection of data for each interaction. Separate analysis plans will be developed to understand different types of interactions, including use of force and strip searches in arrests, release, charges, searches and apprehensions.

In the end, the numbers alone can only give a partial understanding of the influence of policing practices, policies and procedures. To achieve the Policy's purpose to create action plans and address any systemic racial biases, the TPS recognizes quantitative results should be complemented with qualitative information gathered from interviews with officers, affected communities, stakeholders, and subject matter experts; include audits of policies, procedures, and practices; and allow for evaluation of training and its effectiveness.

From our perspective, the strength of the data analysis approach mirrors the value of the comprehensive race data collection. If this approach is applied consistently as race data analysis and reporting expands to include more and more activities of the TPS, it will ensure the quality and integrity of that analysis and reporting.



Analysis Framework

The RBCD Strategy Phase 1 began with an Analysis Framework that lays out principles, objectives and methodological approaches applicable for the analysis of diverse interactions. This framework is founded upon four basic principles:

- Centre race and racial disparities
- Reflect engagement
- Use sound methods
- Solution-oriented

A principled approach to race-based data analysis like this exemplifies the best practice standards of international human rights organizations. The commitment in the analysis framework to being solution-oriented resonates especially strongly with the forward-looking human rights lens we apply in this independent expert assessment.

The four principles underlying the Analysis Framework are consistent with the principles of the United Nations Commission for Human Rights framework for a Human Rights Based Approach to Data (HRBAD)¹⁷:

- Participation
- Data disaggregation
- Self-identification
- Transparency
- Privacy
- Accountability

By organizing the data analysis framework around the principle of engagement in particular, the analysis framework promotes ethical decision making about analysis and reporting, which is a best practice for race-based data collection. Engagement informs internal and external stakeholders about what is valued by a particular organization, its employees, and management. Leveraging the data collection and values-based principles can inspire principled performance among employees, management and senior leaders, and align behavior with equity goals.

Engagement by the TPS requires input from internal Service members, community organizations, Indigenous communities, other key stakeholders and subject matter experts on the public reporting of race-based data, providing a roadmap facilitating the flow of data through the research process of collection, storage, cleaning, reduction, analysis, and finally reporting and recommendations.¹⁸ From a human rights perspective, centering the data analysis framework in participation and engagement can help to ensure efforts and initiatives by police are relevant and in tune with local needs, improving public relations and perceptions of the process.¹⁹

TPS established a staged community engagement approach, which informed the framework, starting with identifying the different needs, interests and concerns of



relevant population groups. Regular consultations with key stakeholders, including policing experts, and organizations that reflect diverse communities, helped to ensure the consideration of multiple perspectives, and broad support for the approach could be achieved.

The three other principles are evident in the fact that the Analysis Framework supports different complementary approaches for understanding racial disparities and identifying possible solutions:

1. *Quantitative Analyses* to identify potential racial disparities and
2. *Qualitative Analyses* to uncover the assumptions, policies, procedures and/or practices that may be contributing to any disparities.

Race data analysis can help identify patterns of racial disproportionalities or racial disparities, and if so, the magnitude and changes over time. While it is important to understand trends and patterns within its appropriate context, the analysis is not expected to establish causal pathways or prove systemic racial bias exists, as the data is not appropriate nor fit for this purpose. ‘Replication’²⁰ and ‘triangulation’²¹ are required going forward to increase the level of confidence in the findings. Repeat investigations that replicate the research studies, and further investigations using additional instruments that combine several research methods and ‘triangulate’ the study of the same phenomenon – such as qualitative interviews, reviews and audits of procedures, etc. – are required to help identify the root causes of any disparities found in quantitative analyses.

Community Engagement

The principle of engagement is at its essence about conversations and dialogue, not merely information sharing. Extensive community engagement – both externally and internally – is fundamental for the successful development and implementation of any race-based data collection project. This engagement – hard conversations and open frank dialogue – should shape not only the nature of the data collection process, but also the data analysis and reporting.

Early and on-going engagement with racialized communities is a key best practice for the development of a race-based data collection strategy for any Canadian police service. This engagement helps to build trust with those communities, but just as important is that community engagement allows for information gathering that should shape substantially the actual strategy.

Over a five-month period from October 2019 to February 2020, the TPS had a series of community engagements. The 69 engagements involved 30 community organizations and 860 individuals. Geographically, these engagements occurred across the city. The engagements clearly targeted organizations tied to racialized communities in the city. An overview of the engagements was provided in an October 2020 report, *In the Communities’ Words: The Toronto Police Service’s Race-Based Data Collection*



Strategy. The engagements were also formalized in the creation of the Community Advisory Panel (CAP) in January 2021.

This level of initial community engagement provided an initial excellent partial foundation – partial, given the note below about Indigenous communities – for the TPS’ RBDC Strategy. EIHR must, however, continue to engage racialized communities across the city on the progress of the strategy. This ongoing engagement will translate into more organizations and individuals having a voice in the implementation of the strategy, including the development of action plans to follow up recommendations and the expanded scope for undertaking race-based analysis of different types of occurrences. Ultimately, the best practice is to have an iterative process of racialized community engagement beyond the creation of CAP.

It is noteworthy, however, that although consultations with Indigenous communities was a priority for engagement, a major weakness in the RBDC engagement is that there has not been sufficient consultation. The TPS recognized this weakness and has committed to a separate indigenous engagement strategy and reporting, but at this point this commitment has not been fulfilled. This is a serious shortcoming that should be addressed immediately. By design, consultations with indigenous communities for the purpose of race-based data collection should be iterative and ongoing throughout the development and implementation of the strategy.

The Toronto Police Service is in itself a very large, diverse community. The successful development and implementation of a RBDC Strategy requires support and “buy-in” from across the organization and principled champions across the ranks. Engagements – hard conversations and frank open dialogue, not just information sharing – within the TPS community that make transparent the human rights principles and purposes of race-based data collection are the best practice for effectively building that support and buy-in. This is particularly important with regard to data integrity and quality: primary data collection will be undertaken by frontline sworn officers and reviewed by their immediate supervisors. These officers and their supervisors need to not only receive mandatory training on race data collection, but just as important appreciate the value of the data collection as a human rights commitment. The latter is not an outcome that is guaranteed through mandatory training – it requires the sort of conversations and dialogue that are provided through genuine internal engagement. Although the TPS has undertaken considerable RBDC training and engagement, there is a need for ongoing strategic engagement around the importance of human rights with front-line sworn officers, especially as the 2020 Use of Force and Strip Search report is released and the use of comprehensive race data collection has a wider impact on TPS operations and activities.

Benchmarks

A benchmark is a point of reference or a baseline against which outcomes may be compared, assessed or measured.²² Benchmarks are integral to the calculation of racial disproportionalities and disparities, and for determining thresholds at which



disproportionalities and disparities require remedial action.²³ A threshold is a value that represents a ‘notable difference’ that if met or exceeded, indicates an inequality, and require attention and action.²⁴

The RBDC race data analysis for 2020 reporting employed a multiple benchmarking strategy aimed at robust statistics that can yield dimensionality and nuance for uncovering any potential racial incongruities. Using the appropriate benchmark(s) to represent the exposure of an at-risk or subject magnitude of racial disproportionalities and disparities in particular outcomes is fundamental. The different nuanced stories that multiple benchmarks help to tell gives us a fuller picture.

The RBDC Strategy employs three prominent benchmarks:

1. *Resident Population Benchmark* – the most commonly used external baseline.
2. *Enforcement Actions Benchmarking* – populations experiencing enforcement actions (i.e., arrest, cautions/tickets for serious provincial offences, apprehensions, diversions, “subject” or “suspects”).
3. *Arrests Benchmarking* – populations arrested.

Resident population benchmarking is a common default approach in data collection that relies on the local resident population as a baseline to identify any disproportionate impacts of policing. Such a general population benchmark used to identify disproportionalities, whether or not it is adjusted for age or by different geographic entities (i.e., census tract, subdivision, metropolitan area, etc.), reflects the cumulative impacts of various systems, institutions, and societal dynamics that contribute to the over-representation of specific groups in particular policing outcomes, including but not exclusively, the role of policing. Enforcement action benchmarking and arrest benchmarking afford the opportunity to drill down into the interstices of police-civilian service types, area characteristics and other factors that contribute to the influence of police practices, policies and procedures. More concretely, this sort of benchmarking can inform solutions that are designed to reduce racial disproportionalities and disparities.

Analysis plans for each Use of Force and Strip Search interactions

The EIHR Phase 1 disaggregated data analysis specific to Use of Force (UoF) and Strip Searches (SS) explores racial disproportionalities and the magnitude of the variances in outcomes pertaining to UoF and SS incidents involving the Toronto Police Service. Prior reporting by the TPS did not provide disaggregated race data. Though the absence of race data analysis may give the semblance of equal treatment, colour-blind data analysis can actually keep us from tackling important problems of systemic racism by making invisible disparities that exist between racial groups. Without race-based data, systemic changes that address inequality and discriminatory policies and practices will be more difficult to accomplish.



The TPS approach to the analyses of UoF and SS incidents, as outlined in the RBDC Analyses Framework, means the focus is on identifying disparities and disproportionalities based on race, as well as any intersections with gender, age and other attributes, that may have negative impacts on people's experiences of and trust in police. The analysis plans also consider calls for service or incidents involving specific offences that reflect the level of need of a particular community. Having accurate location data for all interactions that are part of the reference population (i.e., enforcement actions) can provide insights about what works and does not work in different locations across the city.

The strength of these plans is the commitment to in-depth, multi-faceted analysis that links race data from UoF and SS incidents to other sources of data. This analysis plan has immense promise, especially for the purposes of finding solutions for systemic racism in policing.

PART 3: Assessment of Use of Force and Strip Search Race Data Analysis for 2020

As noted above, in 2020, the TPS began collecting disaggregated race data, following the *Data Standards for the Identification and Monitoring of Systemic Racism*, for all recorded occurrences. These occurrences include all arrests and other enforcement actions. This comprehensive race data collection covered all Use of Force (UoF) and Strip Search (SS) Incidents. Phase 1 of the RBDC strategy requires the EIHR to undertake an analysis of the 2020 data for these two types of interactions with the public. These two types of interactions have for racialized communities raised elevated levels of concerns about racial disproportionalities and racial disparities.

Comprehensive race data collection by the TPS is important to contextualize the frequency and magnitude of UoF and SS, the factors influencing UoF and SS decisions, the safety and effectiveness of UoF and SS intervention options, and the development of best-practice officer training in de-escalation. The 2020 TPS findings on UoF and SS demonstrates an advanced level of objectivity and measurability through careful statistical applications and an appropriate multiple benchmarking approach, which inform the findings about racial disparities. The introduction of new race data collection fields and procedures to an existing data collection system was a formidable one that posed unique methodological and reporting opportunities and challenges.

Use of Force Findings

The EIHR analysis finds that the TPS had 692,837 interactions with the public, with only 949 constituting reportable UoF incidents. These incidents involved 1,224 members of the public. The police pointed firearms in 371 of incidents; in four of these incidents firearms were discharged, resulting in fatal injuries for two members of the public. The 2020 race data analysis and reporting by the TPS provides a level of detail about use of



force incidents that is entirely new in Ontario, in particular, through the linkage of Use of Force Reports to other incident reports.

The introduction of disaggregated race data collection for UoF incidents in 2020 enables, among the 1224 members of the public involved in these incidents, a comprehensive analysis of the racialized persons subject to use of force by the TPS.

Table 1: An Overview of the Race Data Analysis for Use of Force Incidents in 2020

Race Group	Proportional Involvement in Use of Force Incidents	Proportion of Toronto Resident Population	Benchmark: Ratio of Share of UoF Incidents to Share of Resident Population (Disproportionality Index)
White	36.1% (442 persons)	45.8%	0.8 times (under-represented)
Black	39.4% (482 persons)	10.2%	3.9 times (over-represented)
East/Southeast Asian	8.5% (104 persons)	20.7%	0.4 times (under-represented)
Indigenous	2.1% (26 persons)	0.9%	2.3 times (over-represented)
Latino	4.0% (49 persons)	3.2%	1.3 times (over-represented)
South Asian	4.0% (49 persons)	14.7%	0.3 times (under-represented)
Middle Eastern	5.9% (72 persons)	5.5%	1.1 times (over-represented)

Using a benchmark of resident population, the findings in Table 1 make evident that four racialized communities are over-represented in UoF incidents compared to their proportion of the resident population of the City of Toronto. This over-representation is especially evident for Black residents and Indigenous residents, although for the latter group the small numbers may distort the statistical significance of this over-representation. When other benchmarks are used such as enforcement action population, the overrepresentation of Black and Indigenous persons in use of force incidents is lower, but still present. The use of these multiple benchmarks provided in the analysis and reporting by the TPS is an especially valuable way to demonstrate the pervasiveness of this overrepresentation.

Another strength of the 2020 analysis and reporting is the exploration of racial differences in the exercise of levels of force. UoF incidents involve the exercise of different levels of force – physical force, less than lethal force, handgun drawn, firearm pointed – by police officers as they attempt to deescalate an incident. In other words, members of the public involved in a UoF incident inevitably experience different levels of force, some perceived as more life-endangering or psychologically damaging than



others. The TPS data for 2020 show that there are significant racial differences in these experiences, and that the experiences of Black individuals were by far the most likely to be perceived as life-endangering or psychologically damaging interactions.

Robust analysis of the UoF race data was also facilitated through links to other TPS data. Individual UoF incidents were linked to general occurrence data in 93.6% of the cases, which allowed for more in-depth, contextualized analysis. In most cases, this data included call for service details. These findings suggest that concerns by the officer that a person may have a weapon do not account for the racial differences in experiences with more life-endangering levels use of force. Nor does the history of offences by a person account for racial differences in use of force incidents.

Interpreting racial disproportionalities and disparities is a critical step in identifying a potential threshold for notable racial inequalities and actionable insights.²⁵ The EIHR Phase 1 reporting did not establish appropriate and meaningful thresholds to identify where differences are notable and require attention and action. This is not to say that significant racial differences were not found in UoF reporting for 2020. Rather, this initial round of race-based UoF data collection did not have any basis for comparison to previous years. The inability to make comparisons against cross-sector and national findings, as well as the lack of established thresholds in prior studies and research literature, means the question of appropriate thresholds for UoF could not be adequately addressed, but should be addressed in future reporting.

a) Strip Search Findings

The TPS made 31,979 individual arrests in 2020, with 7,114 involving strip searches. It is notable, however, that only 354 of these strip searches occurred in the last three months of the year. In October 2020, TPS implemented a new search of persons procedure that included the requirement that all strip searches must be authorized by a supervisor. Strip searches were 6 times more likely under the old procedure than under the new one.

The comprehensive race data collection approach by the TPS has enabled insightful benchmarking for the strip search analysis and reporting. For example, the fact that race data for all arrests in 2020 has been collected means that arrests can be used as a benchmark, which is more meaningful than resident population. When race data for strip searches is disaggregated, in comparison to the proportion of arrests, the findings reveal over-representation for white, black, and indigenous persons, as reported in Table 2.

Table 2: Race Differences in Strip Searches as a Proportion of Arrests

Race Group	Proportion of Strip Searches	Proportion of Arrests	Ratio of Share of Strip Searches to Share of Arrests (Disproportionality Index)
White	45.5% (3240 persons)	42.6%	1.1 times (over-represented)



Black	31.2% (2223 persons)	27.0%	1.2 times (over-represented)
East/Southeast Asian	4.1% (295 persons)	6.4%	0.6 times (under-presented)
Indigenous	4.0% (286 persons)	3.1%	1.3 times (over-represented)
Latino	1.8% (126 persons)	2.5%	0.7 times (under-represented)
South Asian	3.4% (241 persons)	5.4%	0.6 times (under-represented)
Middle Eastern	2.9% (206 persons)	4.7%	0.6 times (under-represented)

As Table 2 shows, the over-representation for the Black community is far less than what was found in the use of force data, but still concerning. Some other racialized groups who were over-represented in the use of force data are under-represented in the strip search data. Like UoF reporting for 2020, the EIHR Phase 1 reporting on strip searches did not establish appropriate and meaningful thresholds to identify where racial differences are notable and require attention and action.

Recommendations

Our independent assessment of the race-based data collection activities of the Toronto Police Service (TPS) since 2020, with a special focus on race-data collection and analysis in Use of Force (UoF) and Strip Search (SS) reporting is very positive, finding that the TPS has made immense strides with its RBDC Strategy in its first year, but also noting that there is still room for improvement.

The following eight recommendations are intended to provide guidance on how to make those improvements:

- A. **Regular Prompt Public Reporting of all Race-Based Data Findings** – Ensure that the public reporting of racial disparities in Use of Force and Strip Search incidents is transparent and prompt in order to fulfil the public sector obligations under the *Anti-Racism Act, 2017* (ARA) to eliminate systemic racism and advance racial equity. Prompt transparent reporting is fundamental for the Toronto Police Service to build trust with the racialized communities most affected by these incidents.
- B. **Implement an Indigenous Community Engagement Strategy for Race-based Data Collection:** This commitment is foundational for the TPS going forward.
- C. **Continue Meaningful Internal Engagements with Stakeholders across the TPS Community:** These engagements are key to ensuring the collection of high quality race data.

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- D. **Introduce racial disparity and disproportionality thresholds to identify the significance of UoF and SS findings** – In conjunction with *Data Standards for the Identification and Monitoring of Systemic Racism* and through engagement with racialized communities, explore disproportionality and disparity indices that can be used to establish threshold values for acceptable variances for all UoF and SS race data findings.
 - E. **Set Progressive Annual Performance Targets to Reduce Racial Disparities** – In consultation with racialized communities, performance targets and action plans to achieve those targets provide accountability measures that can be assessed in future UoF and SS reports.
 - F. **Continue to Increase the Collection and Analysis of Intersectional Subject Data for Future Reporting** – Race data often intersects with other vulnerable subject data such as gender, age, religion, sexual orientation, gender identity, ethnicity, and disability. An intersectional perspective on UoF and SS incidents links interdependent structural vulnerabilities and deepens the insight that there is diversity and nuance in the ways in which people are situated in police interactions.
 - G. **Incorporate 2020 and Future UoF and SS race data findings into routine governance and operational processes** to inform equity decision-making and better align with best practices in race-based data collection, analysis, and reporting.

Self-Standing Recommendation:

- H. **Involve Human Rights Experts in Training** – The *Police Services Act, Declaration of Principles* recognizes the importance of safeguarding the fundamental rights guaranteed by the *Canadian Charter of Rights and Freedoms* and the *Human Rights Code*. However, in the past, although there has been some effort to incorporate human rights training in policing projects, this has been neither extensive nor intensive enough to develop real commitment in practice to human rights. Wherever possible it is desirable to involve local human rights experts in this training and to ensure that officers at all levels are fully exposed to it.

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⁹ The Law on Use of Force is identifying the human rights standards in question is embedded in the following instruments, including: the UN General Assembly, (1966) *International Covenant on Civil and Political Rights*, 16 December 1966, United Nations, *Treaty Series*, 999. <https://www.refworld.org/docid/3ae6b3aa0.html>; the Office of the United Nations High Commissioner for Human Rights. (1975). Declaration on the Protection of All Persons from Being Subjected to Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment. <https://www.ohchr.org/en/professionalinterest/pages/declarationtorture.aspx>; UN Human Rights Office of the High Commissioner. (1975). *Declaration on the Protection of All Persons from Being Subjected to Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment*. <https://www.ohchr.org/en/professionalinterest/pages/declarationtorture.aspx>; UN General Assembly, (1963). *United Nations Declaration on the Elimination of All Forms of Racial Discrimination*, A/RES/1904, <https://www.refworld.org/docid/3b00f06558.html>; The United Nations. (1966). *International Convention on the Elimination of All Forms of Racial Discrimination*. Treaty Series 660. https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-2&chapter=4; Un General Assembly, (1976). *Status of the International Convention on the Suppression and Punishment of the Crime of Apartheid*. A/RES/31/80 <https://www.refworld.org/docid/3b00f0382c.html>; UN General Assembly (1948) *Convention on the Prevention and Punishment of the Crime of Genocide*, United Nations, Treaty Series, vol. 78. <https://www.refworld.org/docid/3ae6b3ac0.html>; United Nations (1955). *Standard Minimum Rules for the Treatment of Prisoners*, 30 August, <https://www.refworld.org/docid/3ae6b36e8.html>; and United Nations. (2005). Vienna Convention on Consular Relations 1963 Done at Vienna on 24 April 1963. Entered into force on 19 March 1967. United Nations, *Treaty Series*, vo1. 596, p. 261 https://legal.un.org/ilc/texts/instruments/english/conventions/9_2_1963.pdf.

¹⁰ Lasso, J. A. Ibid. at vi.

¹¹ Ontario Human Rights Commission. (2011). *Human Rights and Policing: Creating and Sustaining Organizational Change*. Toronto: Government of Ontario, pp. 9.

¹² https://www.ontario.ca/laws/statute/17a15?_ga=2.195057768.559027487.1626630579-1229155316.1572535711.

¹³ Anti-Racism Directorate. (2018). *Data Standards for the Identification and Monitoring of Systemic Racism* (Standards). <https://www.ontario.ca/document/data-standards-identification-and-monitoring-systemic-racism>.

¹⁴ Office of the Independent Police Review Director. *Breaking the Golden Rule: A Review of Police Strip Searches in Ontario*. Toronto: OPIRD, 2019. https://www.oiprd.on.ca/wp-content/uploads/OIPRD_Breaking-the-Golden-Rule_Report.pdf.

¹⁵ Lorne Foster & Les Jacobs. (2018). "The Importance of Collecting Race Data: Preventing Racial Profiling and Promoting Inclusive Citizenship." In L. Foster L. Jacobs, B. Siu & S. Azmi (Eds.). *Racial Profiling and Human Rights in Canada: The New Legal Landscape*. Toronto: Irwin Law, pp. 237.



¹⁶ Lorne Foster & Les Jacobs. (2018). "Community Engagement in Policing: As a Dialogic Tool for Combating Racial Profiling." In L. Foster L. Jacobs, B. Siu & S. Azmi (Eds.). *Racial Profiling and Human Rights in Canada: The New Legal Landscape*. Toronto: Irwin Law, pp. 279.

¹⁷ United Nations Human Rights Office of the High Commissioner. (2018) *A Human Rights-Based Approach To Data Leaving No One Behind In The 2030 Agenda For Sustainable Development*, pp, 2. <https://www.ohchr.org/sites/default/files/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf>.

¹⁸ Toronto Police Service. (2020). In the Communities' Own Words: The Toronto Police Services' Race Data Collection Strategy. https://www.torontopolice.on.ca/race-based-data/docs/20201022-rbdc_community_engagement_report.pdf.

¹⁹ Ontario Human Rights Commission. (2011). *Human rights and policing: Creating and sustaining organizational change*. Government of Canada, pp. 27.

²⁰ Rosenthal, R. (1990). Replication in Behavioral Research. *Journal of Social Behavior and Personality*, Vol. 5, Iss. 4, Jan 1: 1; Moonesinghe R, Khoury MJ, Janssens ACJW. (2007). Most Published Research Findings Are False—But a Little Replication Goes a Long Way. *PLoS Med* 4(2): e28; Leandre R. Fabrigar, Duane T. Wegener. (2016) Conceptualizing and evaluating the replication of research results. *Journal of Experimental Social Psychology*, Volume 66, 68-80

²¹ Rothbauer, Paulette (2008) "Triangulation." In Given, Lisa (Ed.), "The SAGE Encyclopedia of Qualitative Research Methods." Sage Publications. pp. 892-894.

²² Ramirez, Deborah, Jack McDevitt, and Amy Farrel. (2000). *A Resource Guide on Racial Profiling Data Collection Systems: Promising Practices and Lessons Learned*. Northeastern University.

²³ Anti-Racism Directorate. (2018). *Data Standards for the Identification and Monitoring of Systemic Racism* (Standards), pp. 50. <https://www.ontario.ca/document/data-standards-identification-and-monitoring-systemic-racism>.

²⁴ Anti-Racism Directorate. (2018). *Data Standards for the Identification and Monitoring of Systemic Racism* (Standards), pp. 50. <https://www.ontario.ca/document/data-standards-identification-and-monitoring-systemic-racism>.

²⁵ Anti-Racism Directorate. (2018). *Data Standards for the Identification and Monitoring of Systemic Racism* (Standards), pp. 50. <https://www.ontario.ca/document/data-standards-identification-and-monitoring-systemic-racism>.



Toronto Police Services Board Report

May 26, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: An Update on Building a Respectful and Inclusive Workplace: Deloitte Canada Report, Forum Research Survey, and Bernardi White Paper

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) approve this report, including the following three attachments:

1. the findings by Deloitte Canada (Deloitte) following its *Workplace Well-Being, Harassment and Discrimination Review*;
2. a summary of the results of the 2021 Equity and Inclusion survey conducted by Forum Research; and
3. a white paper drafted by the Bernardi Centre entitled "*Transforming Workplace Culture in the Police Service*" that summarizes province-wide discussions that have taken place.

Financial Implications:

There are no immediate financial implications arising from this report.

Background / Purpose:

In the last five years, the Board and the Toronto Police Service (Service) has been steadfast in its efforts to improve its workplace culture and to create an environment that is safe and inclusive. In doing so, the Service has partnered with third parties with relevant expertise to conduct reviews, surveys, and receive expert insights in a manner that promotes greater confidentiality, transparency and accountability.

The purpose of this report is to provide the Board with the findings from the reviews and surveys conducted.

Discussion:

A summary of the work performed to date by qualified third parties is as follows:

Deloitte Workplace Well-Being, Harassment and Discrimination Review:

The Service and the Board engaged Deloitte to conduct a Workplace Well-Being, Harassment, and Discrimination Review (Deloitte Review) of the Service. This review assessed the then current environment at the Service, taking into consideration the perceptions and experience of Service members with regard to workplace harassment and discrimination. The work was conducted in 2020 and included:

- an assessment of the Service and Board policies, procedures and practices;
- an examination of wellness and accommodation needs in relation to workplace harassment and discrimination; and
- consultations with Service members through interview and focus groups, as well as an opportunity for all members to participate via an online survey administered by Deloitte.

The attached report (Appendix A) contains the Deloitte's findings and includes short, medium, and long-term recommendations to address the issues identified in the report.

The findings and recommendations were based on a 12% response rate of all members and this engagement level is consistent with other internal surveys that have been conducted.

Forum Research Equity & Inclusion Survey:

In 2021, the Service contracted Forum Research, a Toronto-based market research firm, to conduct a survey that focused on member's experience and perception on the culture and climate in the Service. This survey was conducted in the summer 2021.

The attached report (Appendix B) provides a summary of the survey results and is based on a 24% response rate. Forum Research indicated that this is an acceptable response rate considering the survey was about a challenging topic and voluntary to complete, and the results are, in their view, statistically significant.

Bernardi Centre's White Paper: Transforming Workplace Culture in the Police Service:

In late 2021, the Service and the Ontario Provincial Police (O.P.P.) organized a working group with over a dozen other police services across the province, as well as the Royal Canadian Mounted Police. This group discussed the issues contributing to workplace harassment and discrimination, and shared ideas on how best to work collaboratively on sector-wide solutions.

The Bernardi Centre, the training arm of an independent law firm that specializes in workplace investigations and trainings, facilitated the initial discussions and subsequently drafted a white paper included as Appendix C. The paper distilled the key policing-specific challenges Ontario services face in this area and provided a set of recommendations for change.

Key Findings:

The findings in each report complement one another and the themes are summarized as follows:

- Perception that some of the Service's leaders do not lead by example and lack of diversity in the leadership ranks.
- Disparity of the employee experience between sworn and civilian members at the Service such as differences in treatment in the disciplinary process, exclusionary behaviour and limited career progression opportunities.
- There are varying amounts of gender-based discrimination ranging from stereotypes, toxic work environment and in the most exceptional cases, sexual assault.
- Belief that stigma exists surrounding mental health issues leading to harassment, discrimination, exclusion from peer groups and negative career impacts.
- Mistrust of the complaints and investigation process that is perceived to be unclear, inconsistent along with concerns around confidentiality, fear of retaliation and accountability.

The follow up Forum Research survey provides additional insight that a member's experience and perception differs based on their socio demographic background. The majority of members expressed that the Service does offer an inclusive environment. Almost half of respondents believe that there have been positive changes at the Service in the last five years.

Recommendations

The recommendations made in the reports centre around the following themes:

- acknowledgement of the findings;
- implementation of more robust human resource programming;
- tracking of data;
- program reviews;
- update of policies and procedures;
- enhanced communications;
- greater profiling and career pathing for civilians;
- increased independence of the investigations process;
- more training; and
- greater workforce diversity.

Service Response to the Reports

The Service acknowledges these findings, many of which are troublesome yet echo findings received from other reviews, engagement sessions and feedback we have received over the years. The Service is committed to implementing all of the recommendations as framed. However where, for operational, legislative or other

reasons, the Service is not able to implement a recommendation as worded, it will find alternatives that capture the spirit of the recommendation.

The Service is indebted to its members for their willingness to come forward and share their insights and perspectives to the Deloitte review and in the Forum Research survey. The feedback is indispensable in being able to identify and take action to address barriers and issues in the workplace, and we will continue to engage members going forward to understand their experiences and suggestions for improvement.

In parallel to conducting these reviews, the Service started introducing a number of changes and programs in recent years, aimed at proactively addressing barriers known to have existed in the Service. The changes include more training, new processes, and adjustments to existing programs, new pilot solutions, and additional qualified resources. Many of the changes will also help address some of the recommendations being made in the reports referenced above.

In the three years since the Board and the Service first commissioned the Deloitte Review, the Service is beginning to see some tangible results, including the following:

Training for Supervisors and Leaders:

Beginning in 2021, the Service required anti-harassment training for all front-line supervisors and leaders – this training is being delivered by the Bernardi Centre. Approximately 75% of all members in a supervisory capacity have completed this training, with the remaining to complete the training in 2022. The Service is one of the first police services in Canada to undertake training of this nature – in terms of the depth and breadth of the subject matter, and its reach across the membership. Participants complete pre- and post-training surveys, and the Service will analyze the data to measure the training's effectiveness and impact.

The Service has also invested in leadership development, with training programs delivered by Global Knowledge and the Schulich School of Business. These programs were designed based on the Service's core values and core competencies, focusing on how we work together and how we hold each other accountable. Specifically, the programs focus on the means in which to demonstrate, promote and inspire respect, professionalism, integrity, equity, collaboration, inclusion and community-focus. To date, 970 leaders across the organization have participated in these programs.

The Service has also expanded its Equity, Inclusion and Human Rights (E.I.H.R.) related training, including mandatory, scenario-based interactive courses for new recruits, coach officers, and newly-promoted Sergeants. Moreover, in 2021 the Service added five resources that specialize in the development and delivery of E.I.H.R. training as well as enable greater accessibility of training through online means. The Service will continue to improve and refine our training in alignment with the recommendations included in the Deloitte, Forum and Bernardi reports.

Investigating and Resolving Workplace Issues:

In 2019, the Chief relayed to all members that the E.I.H.R. unit is available as a resource to support those who are dealing with issues in the workplace, and which provides an additional path for members to raise concerns.

The Service hired two Workplace Resolution Specialists to provide dedicated and proactive support to units, members and supervisors in order to proactively address and get ahead of workplace conflicts and problematic team dynamics.

The Service has also been piloting alternative resolutions to address workplace issues, which supports the mandates in both the Professional Standards (P.R.S.) and E.I.H.R. units. To date, approximately 50 resolutions have been achieved through alternative means, and there have been over 100 proactive conversations and coaching with members, supervisors and leaders to get ahead of potential issues before they escalate. These resolutions also help enhance accountability for unprofessional behaviours, improve member well-being by implementing remedies that are aimed at real behavioural change, and address toxic work environments.

Investigations involving matters pertaining to workplace harassment and discrimination are different than any other kind of internal investigation, and must be treated with a client-centred, trauma-informed approach. The Service has taken proactive steps to improve the quality of these investigations. All P.R.S. investigators and Unit Complaint Coordinators receive a three-day course on how to conduct workplace harassment and discrimination investigations, facilitated by the Bernardi Centre. E.I.H.R. provides ongoing consultative advice and support to P.R.S. investigators on the investigation of complaints that allege workplace harassment and/or discrimination.

Modernization of Human Resources Programs:

As mentioned in the Deloitte report, there is a focus on modernizing the Service's human resource processes. As part of the Service's approved People Plan, the People & Culture Pillar (P&C.) has been overhauling various aspects of its programs since 2017. This work continues to evolve and mature, and includes: the introduction of core values; improvements to performance management processes; continued review of its hiring and promotional processes; the introduction of exit interviews; and the collection of socio demographic data of its members.

Addressing Civilian/Uniform Disparities:

Perceptions of disparity of treatment between civilian and uniform roles is highlighted in both the Deloitte report and the Bernardi white paper. The Service continues to civilianize key roles, professionalizing the Service with individuals that are skilled and qualified for the work required. Through Corporate Communication publications, the 24 Shades of Blue podcast, awards, training opportunities as well as the Service's P&C newsletter, the Service continues to amplify, develop and promote civilian talent.

The pandemic resulted in the need for the organization to look at how work is being done and, to that end, the Service put in place an ongoing hybrid work model that supports retention of talent and work-life balance in line with modernized workforces.

Recognition that Challenges are Sector-Wide:

Many of the Service-specific efforts referenced in this report have a cumulative effect of creating a healthier, more equitable and inclusive environment. In parallel, it is also recognized that these workplace issues are not unique to the Service. Some of the systemic challenges arise from province-specific legislation (the Police Services Act) and its application through generally accepted industry practices.

As a result, sector-wide engagement and collective action is also required. To this end, the Service has partnered with over a dozen other police services in the Province, including the Ontario Provincial Police, to jointly commit to tackling these critical issues through the creation of the Working Group on Respectful Workplaces in Policing. The working group has already starting developing best practices, as a collective, to help support efforts to improve workplace.

Conclusion:

The reviews and Service efforts referenced in the report are important parts of a continuum of work that is a journey to create a more positive and inclusive workplace culture. The Service recognizes that more is required, specifically as it relates to member engagement, diversity of its workforce, transparency and trust in our human resources processes.

The recommendations made in the submitted reports are being reviewed and will continue to be implemented. Creating a respectful workplace also is one of five strategic priorities in the Service's soon to be introduced Equity Strategy. The Board will be kept apprised of progress on the implementation of necessary action, through regular updates.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board members may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office



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March 31, 2022

Private and Confidential

Toronto Police Service and Toronto Police Services Board
40 College Street,
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Canada

Attention: Chief of Police James Ramer and Ryan Teschner

Subject: Workplace Well-Being, Harassment and Discrimination Review

Chief Ramer, Mr. Teschner,

Further to the Letter of Engagement dated September 25, 2019 between Deloitte LLP ("Deloitte") and The Toronto Police Services Board ("TPSB") attached is our report in respect of the Workplace Well-Being, Harassment and Discrimination Review conducted by Deloitte for the Toronto Police Service ("TPS").

Our findings are based on the scope and procedures undertaken as described in Section 3 of this report and are subject to the restrictions and limitations in scope as set out therein.

We appreciate the opportunity to work with TPS and TPSB on this important initiative.

Deloitte LLP



Workplace Well-Being, Harassment and Discrimination Review

Report prepared for The Toronto Police Services
Board and the Toronto Police Service

April 1, 2022

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1. Executive summary



1.1. Introduction

The Toronto Police Service (“TPS” or “the Service”) and the Toronto Police Services Board (“TPSB” or “the Board”) have embarked on a brave and public journey of self-reflection, with a view to enhancing the well-being of all Members and creating an environment that is free of harassment and discrimination. In doing so, deep-rooted aspects of the culture have been exposed, and a foundation has been laid for a commitment to real and meaningful change. This includes many change initiatives as part of an ongoing Human Resources transformation journey the Service began in 2016 to make the culture at TPS more inclusive, diverse, equitable and healthy (see Appendix E for additional information). Such “cultural change” is extremely complex to implement, particularly within an organization that relies on a hierarchal structure in leading thousands of Members in the protection of public safety.

Deloitte was retained by TPSB on September 25, 2019 to conduct a Workplace Well-Being, Harassment and Discrimination Review (the “review”) for TPS. During the course of Deloitte’s engagement, there were numerous significant events, including the appointment of a new chief, changes within TPS and Deloitte project leadership teams, the Covid-19 pandemic, as well as a significant decision by the Human Rights Tribunal of Ontario (“HRTO”) with respect to sexual harassment¹. These factors impacted the timing and scope of Deloitte’s engagement. Through this review, leadership has signaled its commitment to driving additional and necessary change within the organization. TPS and TPSB have a significant challenge ahead, but also a tremendous opportunity to effect positive change for all Members and the communities they serve.

¹ McWilliam v Toronto Police Services Board and Angelo Costa and TPA, 2020 HRTO 574.

We understand that TPS has implemented numerous measures throughout the past few years, both during and following Deloitte's engagement (see Appendix E for additional information), to enhance awareness of, and responses to, harassment and discrimination within the Service, including enhanced training content, revisions to the complaints and investigations process, continued development of Member support programs, and a more collaborative process with police services across Ontario to develop consistent policies and frameworks to address workplace harassment based on leading practice. These initiatives include projects and programs in response to the Toronto Police Services Board's Police Reform Recommendation 30 – Diversity in Human Resources^{2, 3}.

1.2. Objectives

The objective of Deloitte's engagement was to:

- Provide an organizational review of workplace well-being, harassment and discrimination; and
- Provide recommendations on short and long-term activities that the organization can put into place to support workplace well-being with respect to creating a harassment free environment.

1.3. Findings

Uniform and Civilian⁴ Members (collectively, "Members") that participated in this review ("participants" or "participating Members") expressed a clear perception that harassment and discrimination occur at TPS. Members we spoke with consistently described a culture that is tolerant of harassment and discrimination during stakeholder interviews, focus groups and in a confidential survey issued to 7,818 members in September 2020, which found that **60% of the 908 respondents had experienced or witnessed harassment or discrimination within TPS in the past 5 years**. Throughout the course of Deloitte's engagement, we identified several opportunities to improve TPS's framework for preventing and responding to harassment and discrimination.

In conducting this review, Deloitte identified several recurring themes, which are summarized below and described in more detail within Section 4 of this report. These themes were identified frequently by participating Members of all types and ranks, and corroborated through Deloitte's document review where applicable, highlighting the pervasive nature of these issues. While not every theme quantifies the number of individuals who conveyed a sentiment, experience or message, the frequency and consistency of these issues raised by participants warrants their discussion as general themes identified across the various procedures undertaken during this review.

1.3.1. Leadership conduct and diversity

Members who participated in this review expressed a perception that leadership⁵ throughout the organization have not been modelling TPS's Core Values, nor leading by example. Several Members shared stories about individuals in leadership positions engaging in harassment or discrimination or failing to prevent or call out such behaviour, which led them to believe that this behaviour is condoned by the organization.

Members who we spoke with⁶ also perceive that the organization is led predominantly by white males, and that this lack of diversity within leadership reinforces the status quo, creating a cycle of "more of the same", with leaders promoting

² Work and results to-date as reported and documented by TPS, including next steps relevant to the Toronto Police Services Board's Police Reform Recommendation 30 – Diversity in Human Resources (available at <https://tpsb.ca/consultations-and-publications/policing-reform-implementation>), is further described in Appendix D.

³ Deloitte has not undertaken any work to assess the implementation or effectiveness of any enhanced measures planned or adopted by TPS or TPSB, which was outside the scope of Deloitte's review.

⁴ Civilian Member refers to an individual who is employed by the Service but has not been sworn to serve and protect the lives of citizens. A Uniform Member refers to a Member of the Service who has been sworn to serve and protect the lives of citizens.

⁵ Leadership as used throughout this report refers to Uniform Members with a rank of Staff Sergeant or above, and Civilian Members with management level positions.

⁶ Please refer to the Section 3.0 of this report for detailed information on scope, including the number of participating Members.

new leaders that look, think and act like them. As of 2018, approximately 16% of Senior Officers, with a rank of Inspector and above, were racial minorities and 13% were female.

Participating Members also felt that front line leadership (e.g. up to and including Staff Sergeant), do not receive adequate training or support to address issues like harassment, bullying, intimidation or discrimination. As a result, Members felt that there is inadequate resolution of issues “within the unit”, and Members experiencing this conduct feel they are forced to either file a formal complaint or endure the behaviour.

1.3.2. Uniform/Civilian Member experience

Many of the Civilian Members that participated in this review perceive significant differences in the way they are treated relative to Uniform Members. This is driven in part by substantive differences in legislation governing the workplace harassment and/or discrimination investigation and disciplinary processes for Uniform Members, as defined within the *Ontario Police Services Act* (“the *Police Services Act*” or the “PSA”), and Civilian Members, as defined within provincial labour laws. Participating Civilian Members believe that the disciplinary regime for substantiated misconduct is significantly harsher for Civilian Members, who can be suspended without pay or terminated, whereas Uniform Members can be suspended (vs. terminated) or continue to work with pay. Members we spoke with believe that a lower burden of proof is applied for investigations of Civilian Members (on a balance of probabilities) vs. Uniform Members (clear and convincing evidence), creating a perception that that allegations of Civilian Member misconduct are more likely to be substantiated.

Many Civilian Members stated that they are treated like “2nd class citizens”, and shared stories of being harassed, bullied, intimidated and excluded from informal networks by their Uniform Member colleagues. About 65% of Civilian Members that completed the survey reported that they have experienced or witnessed harassment or discrimination within the past 5 years at TPS, compared to 58% of Uniform Members.

Several Civilian Members who we spoke with also believe that they are excluded from job opportunities and promotions and that they have less ability to move throughout the organization relative to Uniform Members. This perceived lack of mobility makes them feel vulnerable to retaliation if they report complaints of harassment or discrimination. Many Civilian Members highlighted that Civilian Members are often engaged in contract work and feel especially vulnerable due to a lack of job security.

1.3.3. Gender-based discrimination

Virtually all Members that we spoke with perceive a history of gender-based discrimination within the Service. The severity of the issues described ranged from gender-based stereotypes and inappropriate jokes to sexual assault. This was corroborated through a review of reports of investigation and cases heard by the HRTO, which highlighted instances of sexual harassment, and a general “toxic” working environment for female Members.

1.3.4. Stigma around mental health

Participating Members in this review believe that a stigma with respect to mental health exists within TPS. Deloitte identified consistent themes in reviewing a selection of cases heard by the HRTO, as well as deficiencies within supporting processes, such as accommodation processes and medical services. Members that we spoke with believe that coming forward with mental health concerns, or being perceived as a person experiencing mental health challenges, could result in harassment, discrimination, or exclusion from peer groups, or negatively impact career progression.

1.3.5. Complaints and investigations

Participating Members expressed a general lack of trust in the internal complaints and investigations process, citing biased investigations and a perceived lack of accountability. Deloitte’s review of the complaints and investigations process and a sample of reports of investigation identified the issues below.

Complaints and investigations process is unclear

Several participating Members stated that they would be hesitant to initiate a harassment or discrimination complaint because they did not understand what would happen after coming forward. Deloitte did not identify an official, readily available summary or visualization of the complaint intake and investigation process with respect to harassment or discrimination. Deloitte interviewed various stakeholders within TPS and received different information about the process for handling complaints and investigations. Deloitte also found that the documents summarizing complaint intake and investigation procedures provided limited guidance on how to approach different situations, and generally lacked clarity.

In addition, participating Members who had raised complaints stated that they received very little information (e.g., on next steps, what to expect) once they had come forward, and that the investigation process was too lengthy, particularly as many complainants remain in their units or platoons while the investigation is being carried out, potentially exposing complainants to continued misconduct or retaliation.

Quality of complaints and investigation process

The quality of the investigation of complaints of harassment and discrimination is variable. In reviewing 10 reports of investigation issued throughout 2015 to 2020, Deloitte observed that these reports were inconsistent (e.g. different levels of documentation), and in some cases, deviated from leading practices promoted by Human Resource professional organizations (e.g., Human Resources Professional Association), workplace investigation organizations (e.g., Association of Workplace Investigators) and private legal firms specializing in workplace investigations and employment law, with respect to the manner or order in which interviews were conducted.

Lack of confidentiality

Participating Members consistently stated they believe the complaints and investigation process lacks confidentiality. Of the survey respondents that had experienced or witnessed harassment or discrimination in the past 5 years and also reported a complaint, 56% somewhat disagreed or strongly disagreed that their complaint was kept confidential. One person who we spoke with described contacting the anonymous reporting line offered by TPS and being asked for their name and unit. In reviewing 10 reports of investigation issued throughout 2015 to 2020, Deloitte observed that 4 cases were transferred between units, thereby increasing the number of individuals that were privy to the information. In at least 2 of these cases, more than 10 witnesses were interviewed, resulting in a broad group of individuals becoming aware of the investigation. The need for confidentiality needs to be weighed with the need to conduct a proper investigation. While policies reflect an expectation that discussions (e.g., with witnesses) are kept confidential, there is a perceived lack of confidentiality in practice or, at a minimum, an opportunity to strengthen what steps are taken to ensure confidentiality as part of an investigation.

Fear of retaliation

A consistent theme reported during stakeholder interviews was a fear of reprisal, which Members attributed to a culture of protection. Participants stated that they had witnessed individuals who raised complaints being ostracized, labelled as “troublemakers”, moved to other units, or shut out of advancement opportunities. Deloitte noted that in 2 of the 10 reports of investigation reviewed, the alleged subject of harassment refused to make an official complaint (the complaint was raised by another individual), despite an ongoing investigation of which other Members were aware. While these reports of investigation did not identify a specific fear of retaliation driving a reluctance to make a complaint, it is consistent with the general theme expressed participating Members.

Lack of accountability

Participants perceived that the outcomes for Uniform Members for substantiated instances of harassment or discrimination were often too lenient, and inconsistent with the severity of the conduct. Several participants shared stories of Uniform Members losing “a few days’ pay” or being “slapped on the wrist” for substantiated misconduct, which has the effect of reducing trust in the complaints and investigations process.

1.4. The path forward

Building on the work completed to date, TPS and TPSB have a tremendous opportunity to capitalize on the momentum to rebuild trust within the organization in a way that impacts the overall and long-term workforce and cultural health of the Service, reflected across many facets of the organization, including Member engagement, recruitment, retention, promotion, and diversity of leadership. Deloitte has outlined a series of recommendations as follows, as further detailed in Section 5 and Appendices A and B of this report:

Short term (0-6 months)

- Acknowledge the findings of this review and set clear objectives and accountability for the recommendations identified herein;
- Refine existing HR programs and practices to ensure that skills of both Uniform and Civilian Members are considered and valued, that all Members have input in defining the qualities of leaders they will report to, and that performance evaluations incorporate relevant data that is currently being generated from existing programs (e.g. exit interviews and 360-degree feedback reviews);
- Update various policies, procedures and processes to ensure compliance with current legislation, provide more practical guidance and examples, and reflect any contemporaneous changes stemming from this review; and
- Continued enhancement of training materials and methods.

Medium term (6-18 months)

- Apply the Service's intelligence-driven aspirations to harassment and discrimination, by tracking all complaints and investigation data, analyzing such data for trends and insights, and by conducting a more in-depth review into the adequacy of Member support programs than was possible within the scope of this review;
- Engage Senior Officers and leaders in discussions on important topics within the Service, such as personal experiences with respect to harassment, discrimination, and mental health;
- Elevate Civilian Member profiles throughout the Service, recognizing the important contribution that Civilian Members make within the public safety process; and
- Increase transparency and independence in the Service's response to allegations of harassment and discrimination by developing a complaints and investigation model that utilizes external service providers.

Long-term (18+ months)

- Continued monitoring of progress, challenges and achievements with respect to implementation of recommendations.

2. Introduction and background



2.1. Introduction & Objectives

Deloitte LLP (“Deloitte”) was retained by TPSB on September 25, 2019 to conduct a Workplace Well-Being, Harassment and Discrimination Review (the “review”) for TPS. The objective of Deloitte’s engagement was to:

- Provide an organizational review of workplace well-being, harassment and discrimination; and
- Provide recommendations on short and long-term activities that the organization can put into place to support workplace well-being and create a harassment free environment

2.2. Methodology and approach

Deloitte's engagement was conducted between September 25, 2019 and November 30, 2020 and included work across 4 concurrent phases, each consisting of several workstreams. The specific activities undertaken by Deloitte are outlined in more detail within Section 3 of this report. The findings and recommendations in this report are reflective of the data, documentation, files, perspectives, and broader initiatives underway at TPS at this point in time.

Phase 1 – Designing the Approach – during this phase, Deloitte conducted a project kick-off meeting with key TPS and TPSB stakeholders to define objectives for the review.

Phase 2 – Developing Insights – during this phase, Deloitte gathered information through the following:

- Reviewing various policies, procedures and processes with respect to harassment and discrimination, and having discussions to understand how they are implemented in practice;
- Reviewing 10 redacted Reports of Investigation related to harassment and discrimination complaints; and
- Reviewing 5 cases brought before the HRTO alleging discrimination based on protected grounds.

Phase 3 – Gathering Perspectives – during this phase, Deloitte gathered perspectives and inputs through the following:

- Conducting stakeholder interviews with TPS Members and Board representatives;
- Conducting focus group sessions with TPS Members; and
- Issuing a confidential survey to active TPS Members.

Phase 4 – Reporting – during this phase, Deloitte summarized findings in a written report. Where relevant and appropriate, observations and recommendations are informed by leading practice including Human Resource professional organizations (e.g., Human Resources Professional Association), workplace investigation organizations (e.g., Association of Workplace Investigators) and private legal firms specializing in workplace investigations and employment law.

For the purpose of this review, key definitions are set out in Appendix G.

2.3. Background

TPS is comprised of approximately 7,700 Members, about 70% of which are Uniform Members and 30% of whom are Civilian Members. The Service is led by the Chief of Police, with 5 Areas of Command reporting directly to the Chief, each led by a Deputy Chief or senior Civilian Member. Each Command is comprised of units, most of which are led by a Unit Commander, and divisions.

The role of TPSB is defined by Section 31 of the *Police Services Act*. TPSB effectively operates as the statutory employer for TPS and has broad responsibilities to ensure adequate and effective policing. The primary role of TPSB is to establish, after consultation with the Chief of Police, overall objectives and priorities for the provision of police services. These objectives are contained within policies issued by TPSB, which delegate the Chief of Police to develop procedures to implement the objectives of said policies. The Chief of Police has authority to make any operational decisions that are consistent with governing laws and policies established by the TPSB, and TPSB can alter the scope of the Chief's responsibilities by revising its policies. TPSB's authority to give direction applies only to the Chief of Police, and not to other Members of TPS.

In many respects TPS is like other large public sector organizations (e.g. unionized environments, long employee tenure, formal hierarchy); however, there are characteristics of TPS that are particularly relevant with respect to the findings and themes identified in this report. Some of these distinguishing characteristics are embedded within the foundation of law enforcement and the infrastructure (e.g. legal, structural) that is integral to the capability of police services to carry out their primary responsibilities related to the 5 core areas of policing⁷ defined within the *Police Services Act*. Other characteristics are derived from the experiences detailed by Members which give weight and shape to the perception of workplace culture.

Members that we spoke with consistently and frequently highlighted these characteristics as important and foundational to the cultural fabric of TPS, and a contributing factor to their perceptions of why harassment and discrimination occur at TPS. The most notable of these distinguishing characteristics, both institutional and experiential, are outlined below.

The Police Services Act

The *Police Services Act* sets out in Statute how police services are governed within Ontario. Section V of the *Police Services Act*, Complaints and Disciplinary Proceedings, covers the complaints, investigation and disciplinary process for misconduct

⁷ Crime prevention, law enforcement, helping victims, maintaining public order, and responding to emergencies.

by Uniform Members. As such, TPS's processes and procedures that govern its response to allegations of harassment and discrimination must comply with the *Police Services Act* and related case law.

Paramilitary roots

Canadian police services, including TPS, were largely developed based on a military model, characterized by a "rules" or "procedure" based approach, whereby officers follow orders according to rank. This model was designed to enable police officers to execute safely, securely and efficiently in their primary responsibility of emergency response, and the maintenance of public safety. According to some Members we spoke with, there are varied implications of a paramilitary model, and they perceived the model to:

- Lead to a "tick the box" mentality, whereby Members follow policies and procedures, without fully comprehending the purpose, or how different situations may require different interpretation;
- Afford significant influence to individuals with a higher rank, making it difficult to raise a complaint about a senior officer; and
- Create an "esprit de corps", whereby Uniform Members are "broken down" and "initiated" into a "mold" of a police officer, resulting in a high degree of homogeneity, or lack of diversity, within the Service.

As a paramilitary structure is a defining characteristic of police services, it will require these organizations to think differently and more creatively than before in their pursuit of improved workplace health and equity for their members.

Family relationships

We heard from many participants that policing is somewhat of a "family profession", and that there were several examples of multi-generation families within TPS. Some Members believed that the "family culture" makes it difficult to raise complaints about fellow Members, and also creates a "culture of protection," whereby Members who benefit from or are part of these informal networks protect one another.

Subcultures

TPS is organized in units and divisions. According to Members we spoke with, this can lead to the perception of "subcultures" whereby different units or divisions develop their own standards in terms of conduct or acceptable behaviour, and in some cases, how they respond to or address issues of harassment or discrimination.

Reliance on others

Members of a police service may need to rely on their fellow Members for their physical safety. As a result, some participants shared a reluctance to raise complaints of harassment or discrimination, for fear of being ostracized, or alienating Members whose support they may require as matter of personal safety in the line of duty.

3. Scope of review



3.1. Scope

Deloitte's engagement was conducted between September 25, 2019 and November 30, 2020. During the course of Deloitte's engagement, there were numerous significant events, including the appointment of a new chief, changes within TPS and Deloitte project leadership teams, the Covid-19 pandemic, as well as a significant decision by the Human Rights Tribunal of Ontario ("HRTO") with respect to sexual harassment. These factors impacted the timing and scope of Deloitte's engagement.

Deloitte's scope of review consisted of the following:

- Conducting meetings with Members to understand how various policies and procedures are implemented in practice, and how certain processes are carried out (e.g. accommodations, complaint intake, investigations);
- Conducting stakeholder interviews with 55 participants to identify perceptions and experiences with respect to harassment and discrimination within the Service. Interview participants were identified by TPS, TPSB or Members that we interviewed;
- Conducting 10 focus group sessions with a total of 70 participants throughout August 24, 2020 to September 15, 2020⁸, to identify Members' perceptions and experiences with respect to harassment and discrimination within TPS. TPS issued correspondence to Members, who contacted Deloitte directly to participate in focus groups that were grouped by rank/role. Participants were randomly selected by Deloitte from those Members that expressed interest;
- Developing and distributing a confidential survey directly to 7,818 active Members as of July 13, 2020, as identified by TPS. The confidential survey was distributed on September 9, 2020 at 9:30 am EST and was closed on October 3, 2020 at 12:05 am EST. Deloitte received 908 responses from Members, accounting for approximately 11.6%⁹ of active TPS Members. A profile of survey respondents is included in Appendix D.
- Reviewing documentation summarizing TPS's and TPSB's policies, procedures and processes related to harassment, discrimination and well-being, as summarized in Appendix F;

⁸ Focus groups were conducted virtually during the week of August 24 – 28, 2020 and on September 15, 2020, due to Covid-19 restrictions.

⁹ According to TPS's request for proposals for this review, the minimum required response ratio for the survey was 10%.

- Analyzing 5 cases brought to the HRTO throughout 2009 to 2020 in which TPS or the Board were the respondent. Cases were selected by Deloitte based on information provided by TPS and information publicly available from the HRTO. Deloitte aimed to make a diverse selection of cases that covered numerous protected grounds;
- Reviewing 10 redacted reports of investigation between 2015 to 2020, selected by Deloitte from a list provided by TPS. Deloitte aimed to make a diverse selection of cases with variation in the time period, the Members involved (e.g. Uniform/Civilian), the source (e.g. internal, anonymous hotline), the outcome (e.g. substantiated or not substantiated), and the nature of the allegation (e.g. harassment, discrimination). Deloitte was provided with the final report of investigation for the selected cases and did not receive the supporting documents or working papers that comprised the investigative file. Names of all involved parties were redacted.
- Deloitte specifically reviewed and/or relied upon the documents in Appendix F.

Deloitte has presented our findings from this review based on key themes that emerged through discussions/interviews, survey and data and document review. While we have quantified our findings wherever possible, in doing so we have balanced the need to preserve the anonymity of those who participated in this review and the integrity of the work undertaken. The frequency and consistency of these issues raised by participants warrants their discussion as general themes identified across the various procedures undertaken during this review. Where a particular observation came from one or few participants, we aimed to highlight this to ensure full context for the reader, while working within the parameters of anonymity as described above.

3.2. Limitations in scope

Deloitte relied on the completeness and accuracy of information provided by TPS and TPSB.

Deloitte relied on TPS to communicate directly with Members in respect of focus groups. Deloitte provided input to the communications that were distributed to Members.

Deloitte was provided with redacted copies of Reports of Investigation and did not receive any supporting documents comprising the underlying investigative files.

Deloitte's review was limited to internal harassment and discrimination complaints, and did not include complaints initiated by members of the public or other individuals or organizations outside of the Service.

3.3. Restrictions

Deloitte reserves the right, but will be under no obligation, to review these findings, and if we consider it necessary, to revise our findings in light of any information, which becomes known to us after the date of this Report. Should Deloitte be asked to consider different information or assumptions, any findings or conclusions set out in this report could be significantly different.

This work was not designed to identify all circumstances of workplace harassment or discrimination, if any, which may exist. For the purposes of this report, Deloitte has assumed that the documents or other information disclosed to us are reliable and complete, unless otherwise stated.

This report is based on the information, documents and explanations that have been provided to Deloitte, and therefore the validity of any conclusions noted rely on the integrity of such information. Deloitte has not investigated the accuracy of any third-party information, nor have we performed any investigative procedures to independently verify the accuracy of any third-party information. Should any of the information provided to Deloitte not be factual or correct or should we be asked to consider different information or assumptions, any conclusions set out in this report could be significantly different.

4. Findings



Although TPS and TPSB have taken steps that signal an organizational intent to change and improve workplace culture (Appendix E highlights some of these change initiatives underway, with many related to workplace health and harassment implemented or in the process of being implemented in 2021 and 2022 after the conclusion of Deloitte’s fieldwork), the extensive and historical nature of workplace harassment at the Service warrants a continued, renewed and robust approach to achieve long-term change. Based on the scope of review outlined in Section 3 of this report, Deloitte’s findings are set out below.

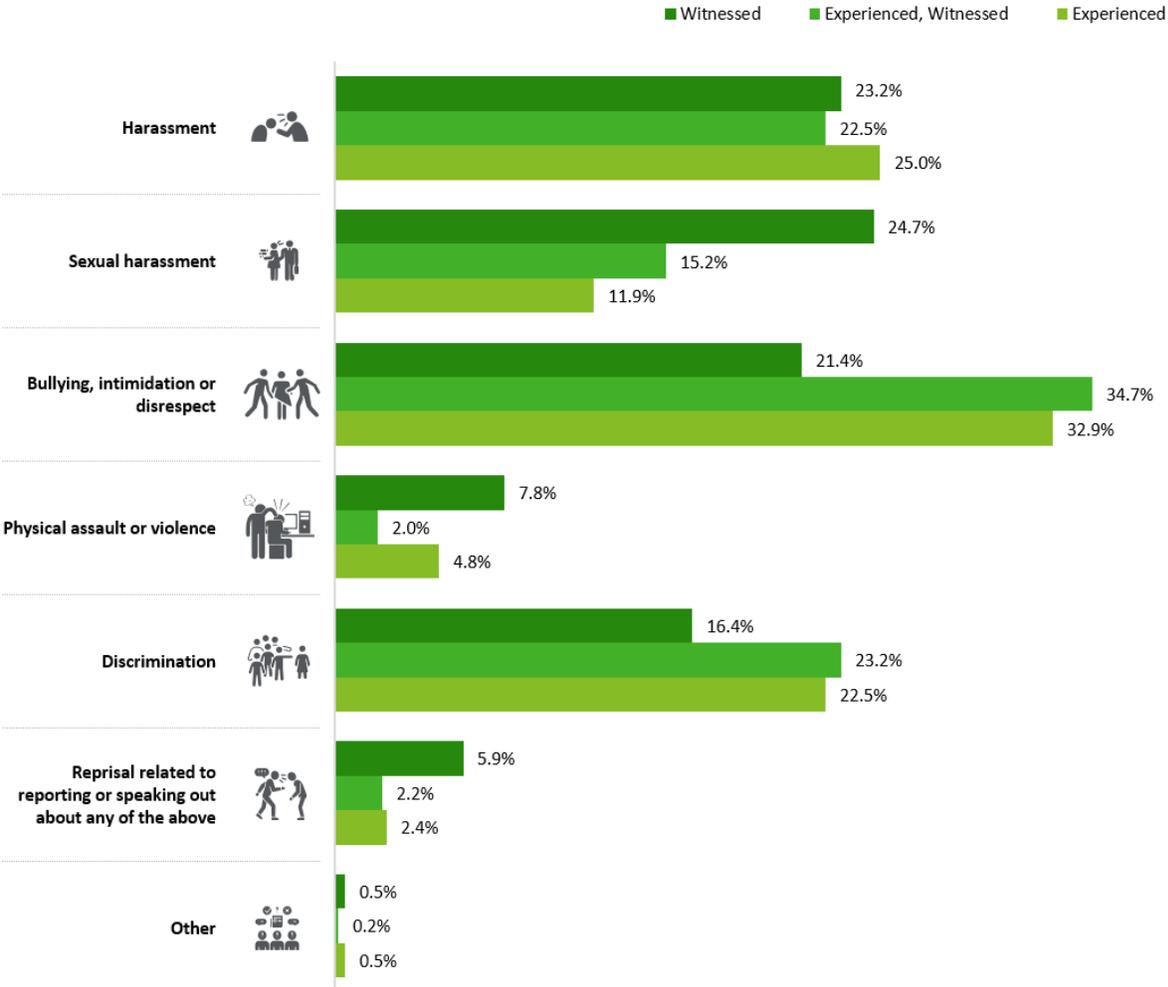
Members that participated in this review¹⁰ articulated a consistent narrative during stakeholder interviews, focus groups and within the confidential survey: **harassment and discrimination occur regularly at TPS**. This perception was identified frequently by Members of all types (e.g. Uniform, Civilian, sexuality, gender, race, length of tenure, etc.) and ranks and emerged as the overall feeling that was conveyed during this review. While it is possible a small number of those who participated do not hold this sentiment in whole or in part, it was not articulated during this review.

In addition, approximately **60% of survey respondents reported that they have experienced and/or witnessed some form of harassment or discrimination with TPS within the past 5 years.**

¹⁰ Demographic information on review participants can be found in Appendix D.



In the past 5 years, which of the below behaviours have you experienced or witnessed while observing or interacting with uniform or civilian members of TPS? Please select all that apply below.

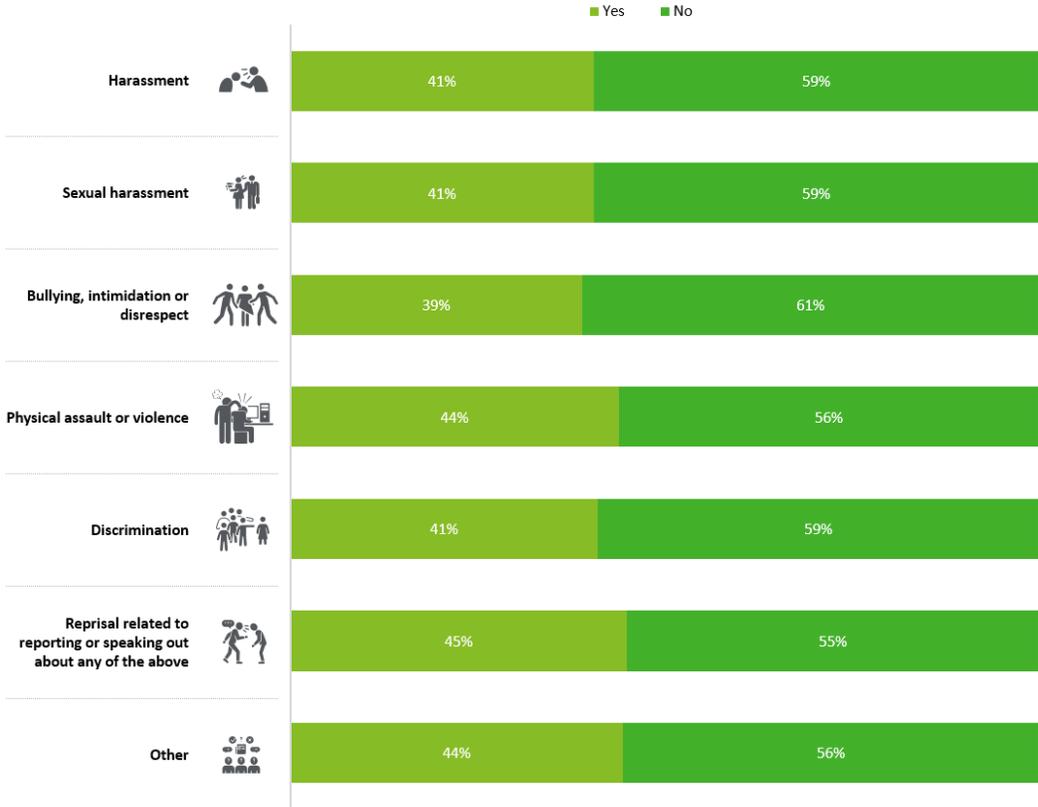


Survey respondents were asked whether they witnessed, experienced and witnessed, or experienced certain behaviours while observing or interacting with Uniform or Civilian Members of TPS, in the past 5 years. The split of participants that experienced or witnessed the behaviours identified above was approximately 45% male and 39% female¹¹. This conduct occurred most commonly in the workplace, while on duty, or on social media. The majority of survey participants indicated that this behaviour occurred “occasionally” and was most often carried out by a superior against a subordinate or within peer levels.

¹¹ Survey respondents had the option to indicate gender.

Yet **53%** of the survey participants that have experienced or witnessed harassment or discrimination in the past 5 years did not report the incident(s).

 Participants who indicated they had either experienced or witnessed these behaviours in the past 5 years that have made a complaint or reported an incident.

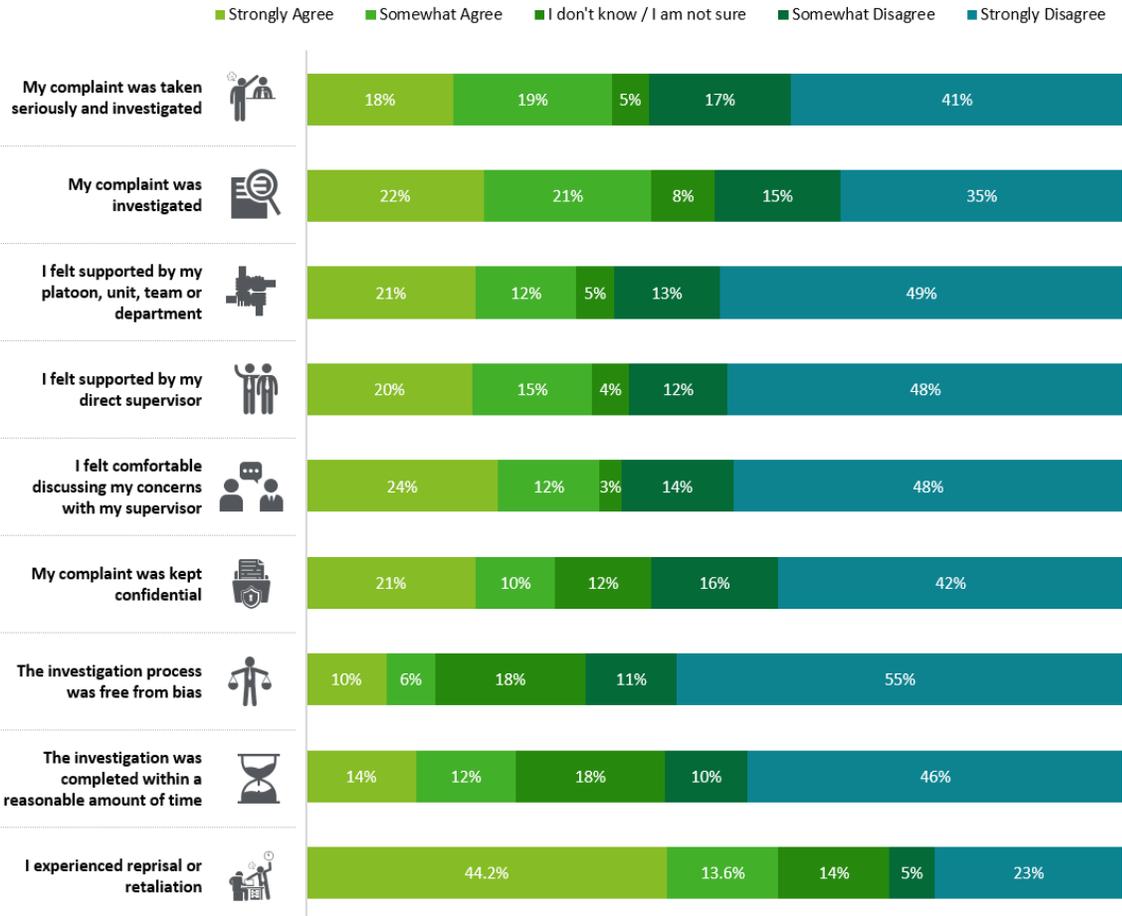


Of those survey respondents that did report complaints of harassment or discrimination, the majority (i.e. 50+% in all but one scenario below) either somewhat disagreed or strongly disagreed that:

- Their complaint was taken seriously and investigated;
- They were supported by their platoon or supervisor;
- Their complaint was kept confidential;
- The investigation was free from bias; and
- They did not experience reprisal.



Participants who indicated they had either experienced or witnessed harassment or discrimination in the past 5 years that have made a complaint or reported an incident.



The survey findings corroborated information obtained during stakeholder interviews and focus groups, as well as through documentary review. In addition to these findings, Deloitte identified several themes throughout the various phases of work, which are discussed in more detail below. These topics were identified frequently by participating Members of all types and ranks, and corroborated through Deloitte’s document review where applicable, highlighting the pervasive nature of these issues. While not every theme quantifies the number of individuals who conveyed a sentiment, experience or message, the frequency and consistency of these issues raised by participants warrants their discussion as general themes identified across the various procedures undertaken during this review.

4.1. Leadership conduct and diversity

Leadership at all levels play a critical role in creating an environment that is free from harassment and discrimination. Messaging from leadership, whether articulated or demonstrated, has significant influence on an organization’s cultural environment and shared values. Where messaging from leadership is, or is perceived to be, inconsistent with actions in practice, it can create a perception that leadership does not share these values, or that these values will not be protected or enforced.

There is an opportunity for TPS leadership at the highest levels to review and implement processes that ensure that espoused values are operationalized, tracked and measured throughout every level of the organization. According to Members that we spoke with, they perceive a disconnect between leadership's messaging and actions. Participating Members shared examples of feeling as though they were harassed or discriminated against by leadership and highlighted the difficulty in distinguishing between "tough" leaders, who are often respected within the organization, and those leaders who were exhibiting an abuse of authority. Many participants also described a "culture of protection" within leadership, particularly amongst individuals in very senior positions.

Some participants expressed concern that this culture of protection was exacerbated by a lack of diversity within leadership at TPS. Senior leadership was described as "white and male-dominated", with leaders promoting others who "look like them", reinforcing these same issues. Further, Members believed that past incidents of harassment or discrimination were unlikely to affect promotions to senior officer positions, particularly as the *Police Services Act* stipulates that past instances of misconduct may be expunged from Uniform Member's employment records after 2 years, if no other entries concerning misconduct are made during that time.

Several participants also stated that Staff Sergeants and Superintendents, in particular, are extremely influential leaders and have the ability to shape messaging and expected behaviours within their units. Yet Members also questioned if these leaders received adequate support or training to identify and remediate issues of harassment, bullying, intimidation and discrimination within their units.

4.2. Uniform/Civilian Member experience

Civilian Members, the positions they hold, and the skill sets they bring to police organizations are integral to the public service. Civilian and Uniform Members that we spoke with described a perceived disparity in the experience between Uniform and Civilian Members, encompassing the issues identified below.

Taking steps to reconcile the extent of these perceived disparities within TPS presents a real opportunity to validate and institutionally recognize the meaningful role Civilian Members play in policing, optimize the overall health of the Service and, in doing so, maximize the value the Service can deliver to the communities of Toronto.

Disciplinary framework

Members who participated in this review perceive that the disciplinary framework that applies for Civilian Member workplace misconduct is significantly more punitive than that for Uniform Members, due to differences in legislation governing the underlying processes and outcomes, as well as differences in how these cases are investigated. Substantiated misconduct by Civilian Members can result in suspension without pay or termination, as outlined in collective agreements and in accordance with labour relations principles and associated labour jurisprudence. By contrast, Uniform Members fall under different legislation defined within the *Police Services Act*, as discussed below.

Where a Uniform Member is found to have engaged in misconduct at the conclusion of an investigation, a hearing is required to be held, unless the misconduct is determined to not be "of a serious nature", in which case the matter can be resolved informally, if the respondent Uniform Member consents to the proposed resolution. "Resolve the matter informally" is not defined within the *Police Services Act* and appears to be subjective and at the discretion of the Chief of Police, or their designate.

Further, following an investigation, if an informal resolution is attempted but not achieved, the respondent police officer can refuse to accept a penalty or any notation on their employment record, and instead have the matter proceed to a hearing. According to Uniform and Civilian Members that we spoke with, some hold the perception that hearings are only utilized for "serious" misconduct, as they are time consuming and costly.

Where an investigation or a hearing concludes that allegations of misconduct by a Uniform Member are substantiated, the *Police Services Act* prescribes penalties ranging from days without pay to termination under special circumstances¹². Any related entries to the respondent police officer's employment record may be expunged after 2 years, if there are no other entries during that time.

In addition, the standard of proof for substantiating allegations of misconduct is perceived to be significantly higher for Uniform Members compared to Civilian Members. A hearing for a Uniform Member must demonstrate on "clear and convincing evidence¹³" that the misconduct occurred, whereas misconduct must only be substantiated on "a balance of probabilities" for Civilian Members following an investigation, where it is not informally resolved.

Civilian Members that supervise Uniform Members are also limited in their capacity to discipline Uniform Members in relation to substantiated misconduct, as the *Police Services Act* stipulates that only Uniform Members can dispose of a complaint without a hearing.

These differences in the definition and consequences of substantiated misconduct create a perception that Uniform Members are less accountable for misconduct, which Civilian Member participants believe emboldens them.

General treatment of Civilian Members

Numerous Civilian participants believe that they are treated like "2nd class citizens" within TPS. Many Civilian Members described instances of being harassed, bullied, intimidated, and excluded from informal networks by Uniform Member colleagues. Both Civilian and Uniform participants also acknowledged a general perception that Uniform Members "outrank" Civilian Members, even those Civilian Members that hold management level positions.

Approximately 65% of the Civilian Member survey respondents stated that they had experienced or witnessed harassment or discrimination within the past 5 years at TPS, compared to 58% of Uniform Members. Bullying or intimidation was the most commonly cited behaviour, with 56% of Civilian Member survey respondents reportedly experiencing or witnessing this behaviour (vs. 46% of Uniform survey respondents). Further, 30% of all survey respondents that had experienced or witnessed harassment or discrimination within the past 5 years indicated that it was carried out by a Uniform Member against a Civilian Member.

Promotion and advancement opportunities

Many Civilian Members that participated in this review believe that they are excluded from job opportunities and promotions, as well as promotional panels that determine leadership positions. According to TPS, promotion panels for all senior officers include 2 Civilian Executive Command Members – the Chief Administrative Officer and the Chief Information Officer. Civilian Members feel that they have less ability to move throughout the organization relative to Uniform Members, which makes them susceptible to retaliation if they report complaints of harassment or discrimination by any Member. Many Civilian Members are also engaged in contract work, and those who participated in this review indicated that this lack of job security makes them feel especially vulnerable.

4.3. Gender-based discrimination

Virtually all Members that we spoke with, both male and female, reported a history of gender-based discrimination within the Service. In interviews, focus groups, and survey responses, female Members shared numerous examples of gender-based discrimination and sexual harassment within TPS, including:

¹² According to Part V, subsection 85 (4) of the PSA, penalties of dismissal or demotion shall not be imposed unless the notice of hearing (or a subsequent notice) indicated that they might be imposed if the complaint were proved on clear and convincing evidence. Precedent established by Police Tribunal decisions may also impact whether termination is ordered.

¹³ The PSA does not specifically identify a threshold of proof for internal police service investigations. According to Members we spoke with, TPS applies case law such as *Jacobs v. Ottawa* to determine that clear and convincing evidence is required to substantiate allegations of misconduct by Uniform Members.

- Unwanted sexual advances, including physical contact;
- Sexualized comments, jokes or pranks;
- Comments about the inferior abilities of women in policing relative to men;
- Comments about the negative impact that pregnancy and maternity leave have on women’s policing careers; and
- A belief held by many female Members that they needed to “prove themselves”.

We identified a consistent trend among survey respondents that identified as female¹⁴: more female survey respondents indicated that they had *experienced* misconduct than men, in all but one category. Notably, 28% of female survey respondents had experienced sexual harassment, compared to just 5% of male respondents.

% of Female and Male survey respondents that experienced misconduct

Type of misconduct	% of Female survey respondents that experienced misconduct	% of Male survey respondents that experienced misconduct
Harassment	32%	21%
Sexual Harassment	28%	5%
Bullying, intimidation	46%	30%
Physical violence or assault	4%	4%
Discrimination	30%	21%
Reprisal	24%	18%

This perception of gender-based discrimination was also corroborated by a review of reports of investigation and cases heard by the HRTTO, which highlighted allegations of sexual harassment at TPS. In 2 of the 5 HRTTO cases that Deloitte reviewed, the allegations therein related to discrimination on the basis of sex. In 1 of these cases, the HRTTO found that the Applicant had experienced sexual harassment and a poisoned work environment. Many individuals, including supervisors, made comments, jokes or gestures that were intended in a joking manner but amounted to sexually harassing comments that had a cumulative effect over time. The impact of the comments was pronounced due to the degree of control some of the harassers had over the Applicant’s career.

The HRTTO found that many incidents of sexual harassment did in fact occur and that they were minimized, and that sexualized comments and innuendo were found to be accepted and normalized behaviour in the workplace. Two of the 10 reports of investigation that Deloitte reviewed involved allegations of sexual harassment of female Members by male Members. The conduct described included continuous and unwelcome romantic advances, comments about personal photos, and sexualized jokes.

4.4. Stigma around mental health

Over the past several years, TPS has invested significant resources to improving wellness and mental health initiatives throughout the service, including a Wellness Unit dedicated to supporting Member well-being and wellness, Critical Incident Response Teams, Psychological Services, a Chaplaincy program and a PeerConnect app. The Service also provides an Employee Family Assistance Program (“EFAP”) via a third-party provider and maintains on-site psychologists and registered nurses. At the time of Deloitte’s review, a comprehensive Wellness Strategy was being developed.

While TPS has made strides in recognizing mental health, participating Members perceive a lingering stigma with respect to mental health issues within the Service, as identified through stakeholder interviews, focus groups, and within survey responses. Several participants voiced a reluctance to rely on existing support programs provided by TPS due to concerns around stigmatization, confidentiality and availability and continuity of support. While 48% of survey respondents agreed

¹⁴ Survey respondents had the option to indicate gender

that they were satisfied with the both number and quality of wellness programs available to them, 44% of survey respondents somewhat disagreed or strongly disagreed that there is no stigma attached to using well-being resources¹⁵. Further, 47% of all survey respondents somewhat disagreed or strongly disagreed that they felt comfortable accessing well-being resources located at TPS headquarters.

In addition, the following issues were alleged within 2 complaints made to the HRTO that Deloitte reviewed:

- Failure to accommodate individuals with disclosed mental health concerns;
- Lack of clarity, confidentiality and alternative access points within the accommodation process;
- Lack of coordination among internal resources with respect to mental health issues, including Medical Advisory Services (“MAS”), Occupational Health and Safety (“OHS”), the grievance process and TPS;
- Workplace bullying and harassment on account of mental health issues;
- An Applicant being advised by MAS to emphasize physical disabilities over mental disabilities for fear of further stigmatization;
- An Applicant being advised by the Employee Family Assistance Program not to disclose their mental disability to MAS, because it would be disclosed to TPS;
- Pervasive and undiagnosed mental conditions, such as post-traumatic stress disorder (“PTSD”);
- Denial or revocation of opportunities on account of disclosed mental health conditions;
- Deliberate assignment of tasks to exacerbate a disclosed mental disability;
- Termination or other punitive action without consideration of potential mental health conditions; and
- Lack of confidentiality within MAS, such that medical information, including mental health issues, is shared within the Service.

In 1 of these 2 cases, several witnesses corroborated a stigma at TPS regarding mental health issues, including PTSD.

4.5. Complaints and investigations

Throughout interviews, focus groups and the confidential survey, Members expressed a general lack of trust in the complaints and investigations process for harassment and discrimination, citing their perceptions of biased investigations and a lack of accountability.

The Board, in its role as employer, sets policy for the Service, and delegates the Chief with implementation of said policies. The Service implements policies by issuing procedures, which detail actions that should be taken by individuals in various roles. Deloitte reviewed various policies and procedures that encompass the Services’ governance, intake and investigation processes for internal harassment and discrimination complaints relative to leading practices in public and private organizations¹⁶, as well as a sample of reports of investigation, and identified the following issues:

4.5.1. Policies and processes require updating

TPSB’s policies with respect to workplace harassment are encompassed within various documents that have not been amended for several years, including the TPSB’s Occupational Health and Safety policy (last amended June 21, 2018), the Human Rights policy (last amended December 17, 2015) and Standards of Conduct (last amended August 23, 2018). According to the Occupational Health and Safety Act, policies are to be reviewed at least annually, as such it appears that TPSB has not been compliant in conducting an annual review.

¹⁵ Well-being resources identified within the survey included advice or guidance from peers or leaders, Medical Advisory Services, internal support networks, critical incident response team, psychological services, the Employee and Family Assistance program, medical or non-medical accommodation requests.

¹⁶ Leading practices were determined with reference to the Occupational Health and Safety Act, guidelines published by the Ministry of Labour, as well as standards of investigation promoted by the Human Resources Professional Association, professional associations of workplace investigators and private legal firm specializing in workplace investigations and employment law.

In addition, these policies lacked the following elements:

- Definitions for workplace harassment and workplace sexual harassment, which is required by OHSA; and
- Specific information about how incidents or complaints of harassment will be investigated, and who they should be addressed to, including secondary outlets that can receive complaints if a complainant reports to an alleged harasser. While these elements are covered to some degree within TPS's procedures, as discussed below, they lack specific coverage within TPSB's policies.

4.5.2. Documentation summarizing complaints and investigations process is unclear

There is a clear opportunity to enhance the understanding and transparency of the complaints intake and investigations process by better defining and communicating it through channels that will effectively reach all levels of the organization. Several Members who we spoke with stated that they would be hesitant to initiate a complaint because they did not understand what would happen after coming forward.

We did not identify an official, readily available summary or visualization of the process of a complaint/investigation. We interviewed various stakeholders within TPS and received different information about the process for handling complaints and investigations. The process is driven by numerous procedures and forms, with different aspects of the process contained within different documents, making it difficult to understand the end-to-end course of a complaint.

In addition, participants who had raised complaints stated that they were provided with very little information once they had come forward, and that the overall investigation process was focused on keeping the respondent updated as opposed to the complainant. Participants also stated that the investigation process was too lengthy, particularly as many complainants remain in their units or platoons while the investigation is being carried out, potentially exposing them to continued misconduct or retaliation.

A review of Procedures related to harassment and discrimination identified the following:

No comprehensive summary of the complaints process

There is no clear summary of how a complaint will be handled from initiation to completion, or what to expect as a complainant. Rather, the process is contained within numerous different procedures and appendices, which include numerous cross-references to other policies, procedures, collective agreements, standards of conduct, TPS forms and the *Police Services Act*.

For example, Procedure 13-03 Uniform Internal Complaint Intake/Management summarizes the intake process for a complaint about workplace conduct against a Uniform Member, including harassment or discrimination. The document is summarized by role and includes headings for different Members (e.g. Investigating Supervisor, Unit Commander), with a series of tasks for each role. While this enables a Member to easily find their position/role and determine a series of actions to take, it does not provide a holistic view of the full process.

Deloitte received one document entitled "Workplace Harassment Complaint Process Flow", which was prepared by TPS's Internal Audit group, as part of its Workplace Harassment Audit in 2019. This document depicted a flow chart of how different types of complaints are handled and was the only summary of the overall complaint process that we received. However, when we shared this document with other Members, few had seen it before, and several Members stated that their understanding of the actual process for complaints and investigation differed from that depicted.

A comprehensive summary is especially important as some elements of the complaints and investigation process are not described within the procedures. For example, the procedures themselves do not provide guidance on how to determine if substantiated misconduct is serious, and warrants a tribunal hearing, or not serious and capable of being resolved informally, nor do they provide guidance on how to resolve a complaint informally.

Procedures provide limited guidance

Procedures summarize specific actions that should be taken by Members with different roles in a complaint. There is no indication that any other steps may be warranted beyond those listed, or how and when judgment should be applied, or if there are circumstances that may warrant not following any of the listed steps. More guidance in terms of the objectives and expectations of each role would enhance Members' understanding of the process and minimize subjectivity in the process.

For example, Procedures contain vague language such as “conduct a preliminary investigation”, “ensure the workplace is not poisoned/toxic” and “informal resolution”. These terms lack definitions and guidance, potentially resulting in misinterpretation, subjectivity and inconsistencies in application.

The Procedures are not all-encompassing

Complaints about senior officers (Inspector to Staff Superintendent) should be made to a Deputy Chief, but the Procedures do not specify how complaints against Command officers (Deputies and the Chief) should be made, or how they will be dealt with.

The Procedures do not focus on the complainant

Procedures appear to be written more for individuals who may be part of the complaints and investigation process (e.g. Supervisors, Unit Commanders) and not the actual parties involved – complainant(s) and respondent(s), further emphasizing the lack of clarity about the process for these individuals. The Procedures also require notification of the respondent for an unsubstantiated complaint, but not the complainant.

4.5.3. Quality of complaints and investigation process

Investigations of workplace harassment and discrimination are conducted by Uniform Members within the Professional Standards unit (“PRS”). According to Members we spoke with, PRS investigators typically have a minimum of 10-15 years of investigation experience, usually within criminal investigations and all PRS investigators receive training on conducting workplace investigations from law firms with expertise in this field.

A review of TPS's and TPSB's policies, procedures and processes for complaint intake and investigation identified the following:

Harassment and discrimination complaints are not consistently tracked. We requested a list of all harassment and discrimination complaints throughout the past 5 years, but this information was not readily available. As such, it is not clear if information related to complaints that is reported to the Board is complete or accurate. Without an accurate and up to date record of complaints, TPS is unable to determine the extent and severity of harassment and discrimination within the Service, and its ability to assess performance and measure progress is impaired.

The process lacks independence. Members handle everything from complaint intake and investigation through to resolution. This can make it difficult for Members to think and act objectively when they may know and work with complainants and respondents, and it also drives mistrust in the process given Members' perceptions of a “culture of protection” and the lack of confidentiality within investigations. This is compounded by the lack of guidance contained within the Procedures, which affords a significant amount of discretion in executing the investigation process and determining the severity of any substantiated misconduct.

Complainants do have the option to use an anonymous reporting line, however this is also operated by Members and therefore anonymity is not guaranteed. Further, it is difficult to investigate an anonymous complaint of harassment or discrimination, and there is a considerable possibility that a complainant's identity would be revealed to the investigator based on the specific details of a complaint.

In addition, a review of 10 redacted reports of investigation identified the following:

Investigations are not conducted in a consistent manner. Some investigations were initiated and conducted within a unit, some were initiated by PRS, and some were transferred from a unit to PRS mid-investigation. While the Procedures empower supervisors to conduct a “preliminary investigation”, there is no clear guidance on how to achieve this. The result is that investigations may be conducted to a different standard within different units, including PRS, and confidentiality and impartiality may be impaired. The sample of reports of investigation that Deloitte reviewed were inconsistent in terms of the format of the report, the depth of investigation, and the level of documentation contained within the report. More recent reports appeared more comprehensive and contained more supporting analysis for conclusions.

Investigations may involve subjectivity. Within the sample of reports of investigation reviewed, Deloitte noted several instances where investigating officers documented opinions (e.g. “in the investigator’s opinion” or “the investigator believes”). While some degree of subjectivity may be required to assess credibility and evaluate evidence, best practice is for conclusions to be based on evidence as opposed to opinions.

Some investigators use aggressive interviewing techniques. In 1 of the 10 reports of investigation that Deloitte reviewed, the interviewer appeared to use interrogation techniques to re-interview a complainant, following receipt of new evidence that was contradictory to the complainant’s initial statement. While the new evidence identified in the report could have impaired the credibility of the original statement provided by the complainant, the interviewer stated personal opinions within the line of questioning, disagreed with responses provided by the complainant, and advised the complainant that they may want to reconsider their responses and to “be careful”.

Interrogation techniques are more commonly used to elicit a confession and can be perceived as accusatory or implying a presumption of guilt. While investigators should seek clarity and identify contradictory evidence, human resource and workplace investigation associations advocate for evidence gathering interviews that are professional and impartial and allow an interview subject to relay their version of events, with a credibility assessment to follow.

Some investigations do not follow leading practices. According to PRS, it is common practice for respondents in a harassment investigation to be interviewed last, contrary to leading practices advocated by Human Resource and workplace investigation associations, which suggest that complainants and respondents should be interviewed at the outset of an investigation. While it may be appropriate in some circumstances, interviewing respondents last can create inefficiencies as the Respondent may provide information that requires further investigation or re-interviewing of witnesses, and can result in more of an “interrogation” style interview.

4.5.4. Lack of confidentiality

Members who we spoke with consistently stated their belief that the internal complaints and investigation process lacks confidentiality. One Member described contacting the anonymous reporting line offered by the Service and being asked for their name and unit. Approximately 54% of survey respondents that had reported a complaint of harassment or discrimination in the past 5 years disagreed or strongly disagreed that their complaint was kept confidential. In addition, 47% of all survey respondents somewhat disagreed or strongly disagreed that if they reported a complaint of harassment or discrimination it would be kept confidential.

In reviewing the complaints and investigation process, Deloitte observed that when a complaint is raised, several individuals may be informed, including a Supervisor, Unit Commander of at least 1 unit, Officer in Charge, and PRS. Supervisors are also empowered to conduct a “preliminary investigation”, which may involve speaking with potential witnesses. While there may be legitimate circumstances warranting notification of these individuals, the more individuals that are notified, the greater the chance that confidentiality will be undermined.

Deloitte identified further evidence of a lack of confidentiality within a review of 10 redacted reports of investigation. Transferring investigative files between units, as previously identified, erodes confidentiality, as it broadens the pool of individuals that are aware of the issue(s) under investigation. In 2 of the 10 reports that we reviewed, more than 10 witnesses were interviewed, and in 1 of these instances, this appeared excessive given the consistency of information

provided among witnesses. However, allegations of misconduct by Uniform Members require clear and convincing evidence to be substantiated, which can pose a direct challenge to maintaining confidentiality of a complaint and the related investigation.

4.5.5. Fear of retaliation

A consistent theme from stakeholder interviews was a fear of reprisal, which participants attributed to a perceived culture of protection. Participants witnessed individuals who raised complaints being labelled as “troublemakers”, moved to other units, generally “blackmarked” and shut out of advancement opportunities. We noted that in 2 of the 10 reports of investigation that we reviewed, allegations were raised by witnesses and the individual alleged to have suffered harassment refused to make an official complaint, despite an ongoing investigation that other Members were aware of. While these reports of investigation did not identify a specific fear of retaliation driving a reluctance to make a complaint, it is consistent with the general theme expressed by participating Members.

This perception was corroborated by survey results, where 30% of survey respondents indicated that they had either experienced, witnessed, or both experienced and witnessed reprisals within the past 5 years at TPS¹⁷. Further, 53% of the survey respondents that had experienced or witnessed harassment or discrimination and reported a complaint either somewhat agreed or strongly agreed that reprisal was an outcome of reporting the misconduct¹⁸. Additionally, 41% of the survey respondents that had not reported a complaint of harassment or discrimination believed retaliation or reprisal would be an outcome of reporting a complaint¹⁹.

4.5.6. Lack of accountability

Members who participated in this review perceive that, despite the Service exhibiting a highly “punitive” culture, the outcomes for Uniform Members for substantiated instances of harassment or discrimination were too lenient, and inconsistent with the severity of the conduct. Several Members shared stories of Members’ losing “a few days’ pay” or being “slapped on the wrist” for substantiated misconduct, which has the effect of diminishing trust in the complaints and investigations process.

According to TPS personnel, outcomes of a harassment or discrimination investigation are logged in PRS’ database PSIS²⁰, but PRS does not make any updates directly within a Member’s personnel file. As per the *Police Services Act*, any misconduct that is noted in a Uniform Member’s employment record may be expunged after 2 years. It is unclear how any complaints initiated prior to expungement are factored into a Member’s employment record or the promotional process.

¹⁷ Of the 908 survey respondents, 275 (30%) indicated they had either experienced, witnessed, or experienced and witnessed reprisals within the past 5 years at TPS.

¹⁸ Of 160 survey respondents that had experienced or witnessed harassment or discrimination and reported a complaint, 85 (53%) either somewhat agreed or strongly agreed that reprisal was an outcome of reporting the misconduct.

¹⁹ 41% of survey respondents that had not reported a complaint of harassment or discrimination either disagreed or strongly disagreed that they “would not experience retaliation or reprisal”.

²⁰ The Professional Standards Information System (“PSIS”) is the database used by PRS, where complaints investigation files and related information are stored.

5. Recommendations



Based on the specific issues identified within the Findings section of this report, Deloitte has identified a series of prioritized actions that TPS can implement in the short, medium and long term, to begin the long and challenging task of cultural change. These recommendations are described in more detail below, and are summarized within a prioritized roadmap that sets out specific actions and timeframes for each in Appendices A and B.

Where any of the recommendations proposed by Deloitte require interpretation of the *Police Services Act*, other relevant legislation or case law, Deloitte recommends that TPS obtain independent legal advice.

Deloitte understands that since the beginning of this Review, the Service's People and Culture Pillar has engaged in a number of initiatives to support TPS in achieving its vision of a modern, community-centric policing service. Work and results to-date, including next steps relevant to the Toronto Police Services Board's Police Reform Recommendation 30 – Diversity in Human Resources, is further described in Appendix E. Deloitte has not undertaken any work to assess the implementation or effectiveness of any of these measures, which may or may not be consistent with recommendations proposed by Deloitte.

5.1. Overall recommendations

5.1.1. Redefine working group objectives

In order to ensure that creating a harassment and discrimination free environment remains a priority of TPS, and that the specific issues identified within this report are addressed, Deloitte recommends that the harassment working group (the "working group") established by TPS in 2020 and headed by the People & Culture pillar, be tasked with implementing the action plan outlined in this report. Deloitte also recommends that TPS:

- Appoint an executive sponsor to oversee activities of the working group and demonstrate commitment from the highest levels of organization;
- Document the objectives of the working group within a charter or mission statement, to enable the group to evaluate progress in achieving desired outcomes and resolve any potential conflicts;
- Require that individuals comprising the working group commit to a minimum period of service, to ensure continuity and accountability for implementation of recommendations, and ensure that participation is not impacted by changes in day-to-day operational activities (e.g. regular officer rotation);
- Require the working group to participate in training with respect to harassment and discrimination, delivered by an independent and external advisor;
- Ensure that the working group's membership includes diversity of gender, rank, category of employee, tenure, race, disability, etc.;
- Designate the working group to act as a central repository of information related to harassment and discrimination, and ensure that data collected from various ongoing initiatives (e.g. engagement surveys, 360 feedback reviews, complaints, exit interviews) is considered in evaluating the organization's progress and response to harassment and discrimination; and
- Report to the Chief of Police on progress, challenges and achievements of the working group at least semi-annually, with the Chief of Police reporting to the TPSB.

5.1.2. Conduct ongoing monitoring

Deloitte recommends that TPS and TPSB implement a monitoring framework, to evaluate the performance of the working group in effectively implementing these and other relevant recommendations aimed at eliminating harassment and discrimination within the Service. Effective implementation should consider the following criteria:

- Timeliness of implementation – Deloitte's recommendations are grouped into those requiring immediate, medium- and long-term action. TPS should assess the extent to which the recommendations have been implemented within the suggested timeframe, and document and discuss any reasons for delays in implementation with the Board on a regular basis (e.g. semi-annually).
- Improvement in Member perceptions – Deloitte recommends including selected questions from the harassment and discrimination survey in broader engagement surveys the Service conducts on a periodic basis, to allow for comparative analysis over time. Deloitte also recommends that TPS conduct regular and voluntary focus groups to elicit updated Member feedback. Data and feedback from engagement surveys and focus groups can be used to assess the effectiveness of measures implemented by TPS to reduce harassment and discrimination.
- Statistics regarding the number of complaints – given some Members' reluctance to raise complaints of harassment and discrimination, effective implementation of the recommendations of this report may be evidenced by an *increase* in the number of reported complaints per year, in the years immediately following this report. As TPS gains comfort that barriers to Members raising complaints have been removed, the organization can continue to focus on reducing the number of complaints through ongoing training and accountability for substantiated misconduct. In particular, TPS should monitor trends in the frequency and nature of complaints, the direction of activity (e.g. superior to subordinate), and the units or divisions involved, in order to determine if more targeted remedial efforts are required to address the issues identified.
- Diversity, equity and inclusion statistics – Deloitte recommends that TPS continue to track various diversity, equity and inclusion related statistics, including demographic profiles by roles throughout the organization. As harassment and discrimination complaints begin to decrease, this may correspond with higher levels of diversity, particularly within senior leadership positions. TPS should also monitor its disclosure statistics (e.g. gender, visible minorities, etc.), as a reduction in harassment and discrimination may also correlate with an increase in disclosures of this nature, as Members become more comfortable sharing this information.
- Attrition levels and exit interview data should provide further information as to the effectiveness of measures implemented by TPS.

5.2. HR programs

Deloitte recommends that TPS create (or refine existing) HR related programs and processes to consider harassment and discrimination within hiring, evaluation, and promotion processes, including:

5.2.1. Develop career path for Civilian Members

While TPS publicly posts available positions, Deloitte recommends that the Service also develop a career path for Civilian Members, specifically. This career path should highlight how Civilian Members can advance within the organization, or other organizations within the City of Toronto, and enable Civilian Members to identify potential leadership roles and promotional opportunities, as well as the skills or experience that will make them eligible candidates for these roles.

5.2.2. Conduct a skills analysis for selected roles

TPS has unique challenges in providing mobility opportunities for Members within the Service. Only Uniform Members can perform certain roles and duties within the organization. Civilian Members are hired to perform specific roles, some of which are highly specialized, and can refuse work outside of the specific positions they were hired for. Collective bargaining agreements include additional compliance requirements. Deloitte recommends that TPS continue to adopt a skills-based approach in establishing new roles or filling existing vacancies, to determine the actual skills required, and to encourage candidates with broad skillsets to apply. This may have the effect of redeploying highly skilled Uniform Members to more frontline, investigative-related roles, or other roles requiring the specialized Uniform Member skill set, or perhaps identifying new roles or duties that Civilian Members could adopt within the Service.

5.2.3. Reassess hiring committees and promotional panels

Deloitte recommends that TPS continually assess the composition of hiring committees and promotional panels to ensure that there is sufficient diversity of Members represented, to ensure that diverse perspectives are considered in appointing leadership. In addition, a more rigorous process should be undertaken to update senior leadership job profiles to include the ideal traits and characteristics that Members (both Uniform and Civilian) would like to see in that job profile, as appropriate and applicable to the specific role and its scope of responsibility.

5.2.4. Leverage 360-degree feedback

TPS has recently piloted a 360-degree feedback program. Deloitte recommends that the results of these assessments should be considered as part of performance evaluations and promotion decisions, and that the communication process around this program be updated (see section 5.4 Communications).

5.2.5. Update interview questions

Deloitte recommends that TPS include questions to help identify a history of harassment or discriminatory behaviour as part of job interviews. TPS currently includes harassment and discrimination related questions as part of exit interviews. This data should be reviewed on a regular basis by the working group to assess effectiveness of anti-harassment and anti-discrimination measures, and to gather insight about the specific nature and extent of issues within the Service. Such questions should be standard, and not at the interviewer's discretion.

5.3. Data and analytics

TPS lacks consolidated data with respect to harassment and discrimination incidents, complaints and outcomes to make informed decisions about the adequacy of preventive and responsive measures. Deloitte proposes the following recommendations to enable TPS to adopt a more data-driven approach to eradicating harassment and discrimination:

5.3.1. Track complaints and outcomes

While investigation related data is currently tracked within PSIS, Deloitte encountered difficulty in obtaining fulsome data with respect to harassment and discrimination complaints, particularly as some issues are dealt with at a unit level, or on

an informal basis. As such, there is an opportunity for the organization to bridge gaps in data to obtain a comprehensive picture of harassment and discrimination in the organization, where Members report it, and take a more intelligence-driven approach to the management of complaints in the future. Deloitte recommends centrally tracking *all* complaints with respect to harassment and discrimination, including the status and/or outcome, whether within PSIS or another platform.

Complaints may originate from various sources, for example, an individual may discuss an issue with a supervisor or with the Equity, Inclusion, and Human Rights Unit (“EIHR”), or the Service may learn of an issue from the Ontario Human Rights Tribunal (“OHRT”). Deloitte recommends that TPS aggregate all complaints of harassment and discrimination from all sources within one repository. Deloitte has also separately recommended a third-party confidential reporting platform (see section 5.5 below), which could be used to aggregate all complaints from various sources and drive consolidated reporting. The proposed framework described at section 5.5 below further illustrates how this tracking may be achieved.

5.3.2. Conduct comparative disciplinary analysis

Members we spoke with discussed a perceived disparity in the disciplinary framework for Civilian and Uniform Members. Deloitte recommends that TPS undertake a historical analysis over the past 5 years to assess whether the outcomes for substantiated misconduct are consistent among Civilian and Uniform Members. To the extent disparities do exist, these should be acknowledged, and TPS should consider retaining external legal advice to determine if the *Police Services Act* is being appropriately interpreted with respect to discipline of Uniform Members. Procedures should then be updated to address any such discrepancies, alongside the governance framework and training to ensure accountability in practice.

5.3.3. Review Member support programs

Several Members voiced a reluctance to rely on existing support programs provided by TPS (e.g. accommodation requests, EFAP, CIRT) due to concerns around stigmatization, confidentiality and availability and continuity of support. During Deloitte’s engagement, TPS undertook a separate and comprehensive analysis of wellness programs and wellness strategy within the Service. Deloitte recommends that the findings from that analysis be considered along with the findings of this report, and that a more comprehensive analysis is undertaken to assess the availability, confidentiality, and adequacy of wellness support programs for Members dealing with harassment and discrimination.

5.4. Communications

Deloitte recommends that TPS develop an internal communication strategy that acknowledges the specific issues identified in this report, in order to lay the groundwork for change. While exposing, this degree of vulnerability reveals a commitment to real change and action. Explicit acknowledgement of the findings and action plan contained within this report will help to rebuild trust within the organization. Continued and timely reporting to Members on the progress of the Service against this action plan and achievement of identified outcomes will be integral and a differentiating factor to building trust across the Service, while the effective implementation of this framework and regular reporting of outcomes will *maintain* Member trust.

Specifically, the Service should use internal communication channels to:

5.4.1. Develop a Communications strategy with respect to the report and findings

Command’s acknowledgement of the report findings and commitment to addressing systemic issues causing harassment and discrimination will send a strong signal to the organization and affected individuals that their views have been heard and appropriate action will be taken. Empathy, compassion, transparency, and authenticity should form the basis of any communications associated with the action plan.

5.4.2. Elevate Civilian Member profiles within the organization

Promoting the value that Civilian Members add throughout the organization may help to alleviate some of the perceived differences in the experiences between Civilian and Uniform Members. In addition, highlighting examples of Civilian

Members acting in leadership positions will provide representation for other Civilian Members, and help them to visualize a career path within the Service.

5.4.3. Share stories from Command and leadership

A critical aspect of destigmatizing mental health is for Members to hear from individuals that they respect within the chain of command about how they have overcome challenges. A communication campaign that features individuals in leadership positions discussing these issues and the inherent challenges, in an authentic way, will communicate to Members that mental health is a continuous journey that all Members must navigate.

5.4.4. Continue the discussion around harassment and discrimination

Harassment and discrimination should continue to be an explicit priority of Command and should be discussed often. Dedicating time in standing meetings or within daily rituals throughout the organization, will keep the issue front and centre and prompt more frequent discussion on these topics.

5.4.5. Refresh communication around the 360-degree feedback program

While TPS piloted a 360-degree feedback program in 2019, there is an opportunity to refresh communication around this program to yield more actionable data. Communications around this program should highlight that it is fully independent and managed by a third-party, to build more trust in the process and alleviate fear of retribution, as well as the importance of constructive feedback for leaders.

5.5. Increase independence

Consistent with many leading public and private sector organizations in this area, Deloitte recommends that TPS engage external service providers to increase independence, trust and transparency in the complaints and investigations process, as follows:

5.5.1. Implement an independent, anonymous reporting platform

Deloitte recommends that TPS implement a confidential reporting platform managed by an independent third-party, such that Members can raise allegations of harassment or discrimination through a channel that is completely outside of the Service, on an anonymous basis if they choose. The confidential reporting platform should encompass the following elements:

- Managed by an independent third party that handles intake and reporting of complaints to TPS;
- Available via multiple channels (e.g. website, email, phone, or other channels);
- Ability for reporters to remain anonymous if they choose;
- Ability for the service-provider, or TPS via the service-provider, to communicate directly with a reporter;
- Ability to route reports to appropriate individuals within TPS, such that anonymity is maintained and so that the subject of a complaint does not receive a complaint; and
- Ability to extract relevant information for tracking and analysis purposes and for reporting to the Board, including the number and nature of complaints, division/unit specific information, and the status of each complaint.

5.5.2. Utilize external investigators for harassment and discrimination complaints

Investigations of Uniform Members are governed by the *Police Services Act*, requiring compliance with the legislation and relevant case law.

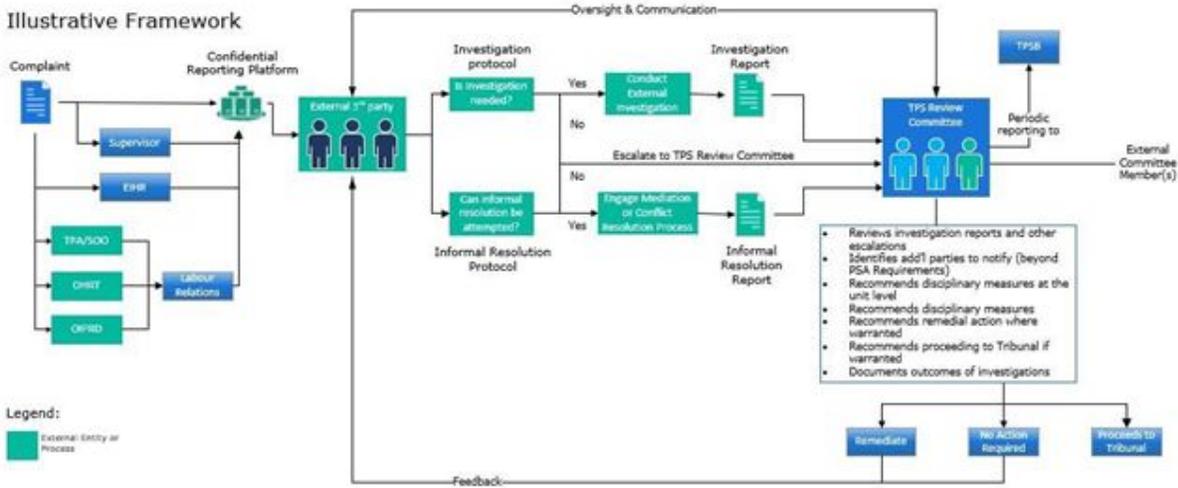
Several Canadian military and paramilitary organizations are moving toward internal complaint investigation models with more external involvement, which range from fully external processes governed by an independent oversight body, to hybrid approaches that allow for some internal involvement while ensuring that critical aspects of the process are outsourced to enhance transparency. The degree of external involvement in these processes is influenced by the

legislative regime in which each organization operates, and TPS must ensure that its investigative processes and procedures comply with the *Police Services Act*, which stipulates that only the Chief of Police or a delegate can perform certain aspects of such processes.

Deloitte recommends that TPS develop a framework for internal investigations that utilizes external, trained workplace investigators to conduct investigations into allegations of harassment and discrimination, with input from legal counsel to ensure compliance with the *Police Services Act* and relevant case law, in line with leading practices for public and private organizations²¹.

Illustrative framework

An illustrative framework for intake and investigation of internal harassment and discrimination complaints is presented below. Given the complexities in implementing a framework such as this, TPS could consider a phased approach, for example beginning with complaints against Senior Officers, and adapt the process as necessary, with the goal of eventually rolling it out Service-wide. TPS should also consider the extent to which the illustrative framework could be integrated with parallel processes for dealing with other sources of complaints (e.g. public complaints).



Complaint Intake

Under the illustrative framework, Members should have numerous avenues to raise a complaint of harassment or discrimination, including:

- Supervisors – Members should continue to have the option to raise a complaint with a Supervisor. Supervisors, including the Chief of Police and Command Members, should also initiate a complaint if they become aware of an incident or issue, either through the confidential reporting platform, or directly to the external 3rd party tasked under this framework.
- EIHR – Members should continue to have the option to speak with an individual within EIHR to raise a complaint.

²¹ Leading practices were determined with reference to the Ontario Health and Safety Act, guidelines published by the Ministry of Labour, standards of investigation promoted by the Human Resources Professional Association and professional associations of workplace investigators, as well as practices proposed or in place at other military and paramilitary organizations in Canada.

- Confidential reporting platform – as described in Section 5.5.1, Members should have the option to raise a complaint via a channel that is entirely external to, and independent of, TPS.
- Professional associations – Members should continue to have the option to raise a complaint via the Toronto Police Association (“TPA”) or the Senior Officers’ Organization (“SOO”).
- OHRT – Members will continue to be able to make a complaint directly to the OHRT, however if TPS can increase transparency and trust in its complaint’s intake and investigation process, ideally Members will raise complaints internally in more circumstances.
- OIPRD – Occasionally, internal complaints may be raised to the OIPRD, for example in relation to an external incident, which should be treated in a similar manner to complaints raised internally.

Regardless of which channel a Member uses to raise a complaint, the information should be consolidated and captured within a centralized system, which, for efficiency purposes, may be the confidential reporting platform proposed at Section 5.5.1, or may be directly escalated to the external 3rd party tasked under this framework.

Members raising complaints should also be able to specify if they prefer an informal resolution (e.g. engaging conflict resolution or mediation services), or to make a formal complaint and have the matter investigated. These preferences should be considered by the external 3rd party in determining how a complaint is dealt with and may or may not determine the ultimate course of action taken with respect to the complaint.

Under a framework such as this, all complaints, regardless of source, would be escalated to an external third-party organization that can determine whether an investigation is required, or whether informal resolution should be attempted, based on a defined protocol (“Third Party Protocol”).

This protocol should:

- Be drafted explicitly enough such that an independent reviewer would come to the same conclusion and to ensure consistency within the process. However, it should not be drafted so stringently that there is no flexibility to adapt the process/precedent for unanticipated situations;
- Be “stress tested” using a mix of real and hypothetical examples, to determine if an appropriate outcome is reached, and may evolve over time as more experience is gained; and
- Specify the required documentation for each investigation file (e.g. investigation plan, interview summaries or transcripts, standardized reporting templates) or conflict resolution engagement.

Third Party Protocol

In determining the appropriate method of resolution, the external third-party organization should apply the Third Party Protocol. If the external third-party organization concludes that an investigation is required, an independent investigator (i.e. independent to TPS) should be selected from a list of approved investigators with the appropriate experience and credentials²². Similarly, if the external third-party organization concludes that informal resolution is feasible and preferable, a third-party mediator or conflict resolution specialist should be selected from a list of approved specialists. Where the external third-party organization concludes that an investigation is not required as per the Third-Party Protocol, the complaint should be forwarded directly to the Review Committee.

In applying the Third Party Protocol the external third-party organization and any independent specialists engaged by TPS as a result must comply with all aspects of the *Police Services Act* and related case law that specify when complainant and respondent Uniform Members should be informed, as well as the timelines for completion of an investigation.

Factors that may suggest an investigation is warranted include:

²² The independent investigator may be affiliated with the external third-party organization, though the same individual should not apply the investigation protocol and conduct the investigation. Through its oversight responsibilities, the Review Committee can assess the distribution of investigations among service providers, if applicable.

- Complaints allege conduct that contravenes a policy, procedure or Standards of Conduct;
- The severity of the alleged conduct;
- An investigation is requested by a complainant; and
- Sufficient information is available to initiate an investigation;

When an investigation is concluded, an investigation report should be forwarded to a review committee (the “Review Committee”) who will determine whether any additional individuals should be notified (beyond requirements specified within the *Police Services Act*) when they should be notified, and the appropriate course of action to take with respect to the complaint.

Factors that may suggest an investigation may not be required include:

- Complaints outside the jurisdiction of the external third-party organization (e.g. public complaints, complaints unrelated to harassment or discrimination);
- Complaints that a complainant requests to resolve informally, for example through a conflict resolution process;
- Complaints that are less serious or severe in nature, that could be more appropriately resolved through facilitated discussion or mediation;
- A frivolous complaint (e.g. building temperature); and
- Insufficient information to initiate an investigation.

Where an informal resolution process is engaged, the outcome of the discussion should be documented and forwarded to the Review Committee. Service level agreements should be included within contracts with any third-party organizations to ensure that complaints are reviewed in a timely manner, and that investigations, where required, are initiated and concluded within an appropriate timeframe, to ensure that TPS complies with statutory requirements to resolve complaints within 6 months.

Review Committee

The Review Committee should be comprised of at least 5 individuals with sufficient diversity to allow for different perspectives (e.g. gender, ethnicity, rank, Uniform/Civilian, etc.). TPS should also include at least 1 independent (i.e. external to TPS) individual on the Review Committee, to enhance transparency and independence in the process. The Review Committee should also include representation from throughout the organization, for example, People & Culture, Legal Services, Labour Relations and Professional Standards.

Following receipt of an investigation report, informal resolution or escalation of a complaint, the Review Committee should convene and determine if anyone (e.g. TPA or SOO) should be notified (beyond the statutory requirements of the *Police Services Act*), when they should be notified and the appropriate course of action. The frequency and urgency of these meetings can be adapted by the Review Committee as required. Where allegations of misconduct are substantiated, the Review Committee, or other delegate(s) should determine the discipline required in accordance with the relevant procedures, or whether the matter should proceed to the Police Tribunal. Essentially, the process that is currently applied by Professional Standards (determination of severity, recommendation re discipline), should be conducted by the broader Committee, with the Committee’s recommendation documented and executed by a Uniform Member (either part of the Review Committee or a delegate), in accordance with the *Police Services Act* and relevant case law.

The Review Committee should maintain responsibility for oversight of the external third-party organization, and the application of the Third-Party Protocol. The Review Committee can assess the distribution of engagements among external investigators and mediation specialists, the quality of these processes and deliverables, and provide feedback as required. The Review Committee should report to the TPSB on a regular basis about the number, nature and outcome of complaints, as well as any analytical findings regarding trends or issues.

5.6. Policies, processes and procedures

TPS maintains a comprehensive set of policies and procedures that govern expected conduct and response to harassment and discrimination. Should TPS revise its process for complaints and investigations as recommended in this report, then corresponding revisions will be required for policies and procedures as well. As such, TPS should determine its framework for complaints intake and investigation first, and then revise existing policies and procedures where necessary.

5.6.1. Update policies, processes and procedures

Irrespective of the framework to be applied, specific recommendations for selected policies and procedures are summarized below. Deloitte recommends that all policies, processes and procedures are assessed on an annual basis and updated as necessary. If no updates are required following the annual assessment, the date of assessment should be recorded within the documentation to evidence the analysis.

Ref	Recommendation	Applicable Policies/Procedures
A	Conduct annual review of policies and procedures to ensure they comply with relevant updates to legislation and related guidance. Document the date of review (as distinct from Amended date) within policies and procedures.	Various
B	Incorporate more gender-neutral language throughout policies, processes and procedures, for example to encompass non-binary Members.	Various
C	Develop a comprehensive, end to end summary/diagram of the complaints and investigation process and include it within policy and procedure documents.	Various
D	Provide more guidance on protections offered to Members with respect to incidents of workplace violence, harassment or sexual harassment, as well as avenues to report incidents of retaliation.	Various
E	Include definitions of workplace harassment and workplace sexual harassment, and include realistic examples.	Workplace Violence and Harassment policy
F	Update policy to include information required by law, that is currently covered under Procedures, including how investigation of incidents will be handled.	Workplace Violence and Harassment policy
G	Elaborate on the definition of reprisal/retaliation, and include examples for terms such as “harass, intimidate, retaliate”.	Procedures 08-12, 13-03,13-09
H	Update guidance to reflect anonymous reporting channels.	Procedures 08-12,
I	Include more specific guidance about investigation protocols and clarify terms such as “commence an investigation” or “conduct an investigation and maintain detailed notes.” Standardized templates for investigation and reporting should be developed as well.	Procedures 08-12, 13-03, 13-09
J	Specify how complaints about Deputy Chiefs or the Chief should be actioned.	Procedure 13-03
K	Include more guidance and/or examples to clarify “resolve the complaint informally” and “impose disciplinary action”.	Procedure 13-03
L	Include more specific guidance and/or examples to clarify “ensure the workplace is not poisoned/toxic”.	Procedure 13-14
M	Include references to well-being resources available to Members within Procedures (currently contained within selected Procedures).	Procedures 08-12, 13-03, 13-09
N	Inform Members of their right to raise complaints directly to the OHRT.	Procedure 08-12

5.7. Training

TPS offers numerous types of training with respect to harassment and discrimination through the Toronto Police College ("Police College"), for both new recruits and new supervisors, including:

- New recruit training, during which Members are provided with procedures covering harassment and discrimination;
- Promotion candidates are asked questions about how they would respond to various types of harassment and discrimination situations;
- Leadership development courses based on global materials, covering TPS's core values, including specific content with respect to having difficult conversations; and
- Leadership training courses for new supervisors, including expectations with respect to workplace harassment, and having difficult conversations.

Due to restrictions on account of the Covid-19 pandemic, Deloitte was unable to attend in person training at the Police College. TPS has recently formed a Community Advisory Panel for the Police College, which includes members external to TPS, that is conducting an in-depth review of the current training curriculum. Deloitte recommends that TPS provide this report to the advisory panel in that it may inform their recommendations, and that the advisory panel consider the following recommendations with respect to training courses and materials:

5.7.1. Incorporate more examples

TPS should include more examples of different types of harassment within training materials, including some real-life examples to the extent they can be sufficiently anonymized. Examples should reflect realistic day to day scenarios that Members could encounter and consider multiple viewpoints in analyzing and debriefing examples.

5.7.2. Provide specific guidance on reprisal

TPS should include specific training content around reprisal or retaliation for harassment or discrimination complaints, including how to identify if you are a subject of reprisal.

5.7.3. Introduce more role playing

TPS should consider including more role-playing exercises within training courses when covering harassment and discrimination related content, to foster more empathy.

5.7.4. Tie training to performance

Attendance at training should be mandatory and verified as part of the performance evaluation process.

5.7.5. Explanation of the harassment and internal complaints process

TPS should provide training (either online or in person) with respect to the harassment and internal complaints process including the different types of complaints; how to lodge a complaint; how to resolve issues informally, including documentation; the reporting and investigative process for investigators, supervisors and complainants, including requirements of each area, etc.

5.8. Critical success factors

TPS's success in implementing the suggested recommendations outlined above and within Appendices A and B is dependent on the Service's ability to:

- Acknowledge the review's findings and assure Members that their concerns relating to workplace well-being, harassment and discrimination have been heard;
- Obtain commitment and buy in from executive leadership;

- Develop proper governance over the implementation to maintain progress and hold the team to account for timely progress against agreed upon milestones;
- Work alongside external partners in the detailed design and implementation of the recommendations to support accountability and independent perspective, and enhance buy-in from Members into the process;
- Define clear measures of success focused on the implementation and actioning of recommendations herein, as well as definition of indicators that support clarity and transparency of reporting on issues of workplace harassment and discrimination in the future;
- Provide clear, timely and honest communication with TPS Members; and
- Assemble a dedicated project leadership team for the implementation of these recommendations (with consideration to an attached tenure in this role to mitigate the risk of implementation delay or disruption that could be caused by, for instance, officer rotation).

Appendix A: Prioritized action plan

Implementation of the proposed recommendations will require careful planning, resourcing, and monitoring by the senior leaders of TPS. Some recommendations will have immediate and tangible impacts on reducing harassment and discrimination within the Service, while others will help pivot the organization in the right direction for long-term change.

The following action plan, combined with Appendix B: Priority Roadmap, can serve as the framework for prioritizing, sequencing, and executing recommended activities.²³ It is meant to be a starting point to equip TPS and TPSB with the initial tools to pursue a more granular planning exercise required to bring the necessary interventions to life. Each action is accompanied with the following information: the issue it seeks to address, the accountable unit at TPS/TPSB, its expected impact on Members, its level of effort to implement, and “Considerations” for next steps.

While undertaking *all* actions is the best way to drive the most value and impact for the Service and the Board, in the below table we have **highlighted (‘bold text’)**, select items to consider investing in and focusing on relative to and integrated with all other ongoing Human Resources and People & Culture initiatives ongoing at the Service²⁴. These are highlighted once again in Appendix B alongside the other Action Items and their relative impact.

Short-term Actions (0-6 months)

The actions below can be initiated immediately after the receipt and acceptance of this report. The impacts from these actions will likely be felt by Members over a short to medium-term, thereby creating momentum and groundswell of support for the changes.

No	Ref	Action	Issue addressed	Accountable	Impact on Members	Effort to Implement	Considerations
1	5.1.1	Assign accountability to an empowered body (working group) to execute recommended actions, monitor progress and resolve issues as they arise	Various	People & Culture	Low	Low	<ul style="list-style-type: none"> Refer to 5.1.1 Appoint executive sponsor to oversee activities and demonstrate commitment from highest levels of organization. Ensure diversity of composition²⁵ of working group Provide working group with access to relevant data
2	5.1.2	Develop monitoring framework to evaluate performance of working group	Various	People & Culture	Low	Low	<ul style="list-style-type: none"> Refer to 5.1.2 Document objectives, time commitments, and measurable outcomes Determine frequency of monitoring and required reporting

²³ Corresponding information for Appendices A and B can be found in Section 5 of this report.
²⁴ Action items highlighted in bold represent those that Deloitte believes will have the highest impact to Members, based on input provided by participating Members and experiences at other public and private sector organizations.
²⁵ Considerations for diversity include gender, rank, category of employee, tenure, race, and individuals with a disability

No	Ref	Action	Issue addressed	Accountable	Impact on Members	Effort to Implement	Considerations
3	5.2.1, 5.2.2, 5.2.3, 5.2.4, 5.2.5	Engage TPS HR in prioritizing programmatic changes	Uniform/Civilian Member experience	People & Culture	Low	Low	<ul style="list-style-type: none"> Refer to 5.2.1, 5.2.2, 5.2.3, 5.2.4, 5.2.5 Existing HR programs and practices generate relevant data with respect to harassment and discrimination Revisit roles and required skills to identify potential career opportunities for Civilian Members
4	5.4.1	Develop a Communications strategy with respect to the report and findings	Leadership conduct and diversity	Chief of Police, HR Command, Corporate Communications	Medium	Low	<ul style="list-style-type: none"> Refer to 5.4.1 Align internal and external communications strategies
5	5.4.5	Refresh communication around 360-feedback program	Leadership conduct and diversity	People & Culture, Corporate Communications	Medium	Low	<ul style="list-style-type: none"> Refer to 5.4.5 Develop new communication materials that reintroduces the goal of the 360-feedback program, its purpose, and how it is managed
6	5.6.1	Update policies, processes and procedures	Various	People & Culture	High	Medium	<ul style="list-style-type: none"> Refer to 5.6.1 Conduct annual reviews, explicitly highlight changes made from previous versions Update terminology and include definitions and examples Develop visual summary of complaints and investigation process Include info on rights, protections and resources available to Members Employ personification techniques, scenarios, decision trees, and plain language
7	5.7.1, 5.7.2, 5.7.3, 5.7.4	Redesign approach to training	Various	People & Culture, Toronto Police College	Medium	Low	<ul style="list-style-type: none"> Refer to 5.7.1, 5.7.2, 5.7.3, 5.7.4 Review Community Advisory Panel recommendations Incorporate example scenarios and role playing Tie training to performance evaluation Expanding modes and frequency of training,

No	Ref	Action	Issue addressed	Accountable	Impact on Members	Effort to Implement	Considerations
							behavioural nudging and modeling, and continuous in-field reinforcement will yield positive outcomes of awareness, perception, and response of participants

Medium-term Actions (6-18 months)

The actions below may require the organization to make investments and institute changes that will take hold in the next one to two years. Impacts of those changes are likely to be felt over the medium to long-term, setting TPS on a path to a broader institutional and behavioral change.

No	Ref	Action	Issue addressed	Accountable	Impact on Members	Effort to Implement	Considerations
8	5.3.1	Track complaints and outcomes	Various	People & Culture	Medium	High	<ul style="list-style-type: none"> Refer to 5.3.1 Consider centralizing complaints within anonymous reporting platform
9	5.3.2	Conduct comparative disciplinary analysis	Uniform/Civilian Member experience	People & Culture, Professional Standards	Medium	High	<ul style="list-style-type: none"> Refer to 5.3.2 Consider undertaking a historical analysis to assess whether the outcomes for substantiated misconduct are consistent among Uniform and Civilian Members
10	5.3.3	Review Member support programs	Stigma re mental health, Gender-based discrimination	People & Culture, Wellness	High	Medium	<ul style="list-style-type: none"> Refer to 5.3.3 Integrate with Wellness review
11	5.4.2	Elevate Civilian Member profiles within the organization	Uniform/Civilian Member experience	People & Culture, Corporate Communications	High	Medium	<ul style="list-style-type: none"> Refer to 5.4.2 Consider spotlighting Civilian Members acting in leadership positions Invite individuals to nominate leader(s) to be spotlighted, regularly
12	5.4.3	Share stories from Command and leadership	Stigma re mental health	People & Culture, Corporate Communications	High	Low	<ul style="list-style-type: none"> Refer to 5.4.3 Consider identifying Uniform and Civilian Member to be ambassadors for a mental health campaign

No	Ref	Action	Issue addressed	Accountable	Impact on Members	Effort to Implement	Considerations
13	5.4.4	Continue the discussion around harassment and discrimination	Various	Chief of Police, People & Culture	Medium	Medium	<ul style="list-style-type: none"> Refer to 5.4.4 Incorporate the discussion into daily rituals or standing meetings
14	5.5.1	Implement an independent, anonymous reporting platform	Lack of Confidentiality	People & Culture	High	Medium	<ul style="list-style-type: none"> Refer to 5.5.1 Retain independent third party Extract relevant data for reporting purposes
15	5.5.2	Utilize external third-parties to conduct investigations or facilitate informal resolution for harassment and discrimination complaints	Various	People & Culture	High	Medium	<ul style="list-style-type: none"> Refer to 5.5.2 Engage in peer discussions with other police services to identify enhancement opportunities for proposed framework

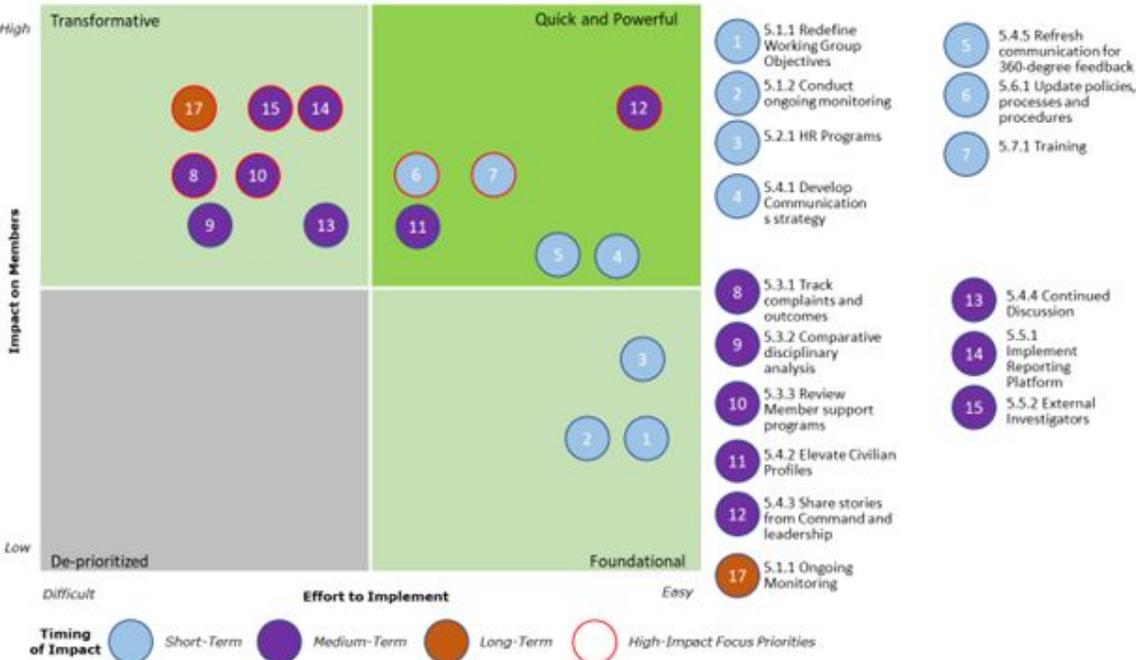
Long-term Actions (18+ months)

The actions below are likely to have a long-term impact on the organization, affecting TPS culture, unwritten rules, perceptions and behaviours. While they may be initiated immediately (within 0-18 months), they will be implemented over a longer term to create a pivot point for generational change.

No.	Ref	Action	Issue addressed	Accountable	Impact on Members	Effort to Implement	Considerations
17	5.1.1	Conduct ongoing monitoring	Various	TPSB, Chief of Police, Working Group	High	Low	<ul style="list-style-type: none"> Refer to 5.1.1 Working Group to report to the Chief and TPSB on progress, challenges and achievements at least annually Review and update processes annually, incorporating insights and recommendations from ongoing monitoring.

Appendix B: Priority roadmap

The priority roadmap below provides a visual representation of recommended actions along 3 dimensions – time (colour), effort to implement (x-axis) and impact to Members (y-axis), to assist TPS and TPSB in planning and prioritizing implementation. To assist TPS and TPSB prioritize within the priorities, we have also highlighted the actions that, of all those listed, may have the most impact for the Service and the Board. While undertaking *all* actions will drive the most value and impact for the Service and the Board, these selected high-impact items are a good place to focus and invest time, relative to and integrated with all other Human Resources and People & Culture initiatives ongoing at the Service. More details on these recommendations can be found in **Section 5 and Appendix A**.



Select High-Impact Focus Priorities

As captured in the above roadmap, TPS should consider prioritizing implementation of the recommended actions that will have the most impact on Members, which include:

Priority Roadmap No.	Ref	Action Item	Timeline
6	5.6.1	Update policies, processes and procedures	Short-term
7	5.7.1	Redesign approach to training	Short-term
8	5.3.1	Invest in analytical capability to track desired outcomes	Medium-term

Priority Roadmap No.	Ref	Action Item	Timeline
10	5.3.3	Review Member support programs	Medium-term
12	5.4.3	Share stories from Command and leadership	Medium-term
14	5.5.1	Implement an independent, anonymous reporting platform	Medium-term
15	5.5.2	Utilize external third-parties to conduct investigations or facilitate informal resolution for harassment and discrimination complaints	Medium-term
17	5.1.1	Ongoing Monitoring: Working Group to report to the Chief and TPSB on progress, challenges and achievements at least annually	Long-term

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Appendix C: Survey and focus group questions

Survey Questions

Section 1: Background

In this first section, we would like to ask some questions about your rank or role. Please be assured that these questions are for classifying your answers with others who are participating in this survey only. Please note, all questions are optional and your responses will be kept confidential.

1. Which of the following best describes your current rank (including acting) rank within the Service? Please select one answer below.
 - a. Police Constable
 - b. Sergeant/Detective
 - c. Staff Sergeant/Detective Sergeant
 - d. Inspector/Staff Inspector
 - e. Superintendent/Staff Superintendent
 - f. Civilian (non-supervisory position)
 - g. Civilian Supervisor/Manager/Director
 - h. Other (Please describe)

2. Which area(s) of the Service have you been assigned to in the past 5 years? Select all that apply.
 - a. Office of the Chief of Police or Deputy Chiefs of Police/Command
 - b. Division (Priority Response Command and Communities & Neighbourhoods Command)
 - c. Priority Response Command (not Division)
 - d. Communities & Neighbourhoods Command (not Division)
 - e. People and Culture
 - f. Finance & Business Management
 - g. Information Technology Services
 - h. Operations Support
 - i. Corporate Risk Management
 - j. Public Safety Operations

- k. Detective Operations
3. Which Divisions of the Service have you been assigned to in the past 5 years? Select all that apply.
- a. 11 Division
 - b. 12 Division
 - c. 13 Division
 - d. 14 Division
 - e. 22 Division
 - f. 23 Division
 - g. 31 Division
 - h. 32 Division
 - i. 33 Division
 - j. 41 Division
 - k. 42 Division
 - l. 43 Division
 - m. 51 Division
 - n. 52 Division
 - o. 53 Division
 - p. 55 Division
4. How many areas of the Service (units, divisions etc.) have you worked at over the past 5 years? Please select one answer below:
- a. 1
 - b. 2 to 5
 - c. More than 5
5. Approximately how long have you worked for the Service? Please select one answer below.
- a. Less than 1 year
 - b. 1 to 5 years
 - c. 6 to 10 years
 - d. 11 to 15 years
 - e. 16 to 20 years
 - f. 21 to 25 years
 - g. More than 25 years

Section 2: Workplace Culture

In this section, we would like to learn more about your experiences and perceptions of the workplace culture at TPS. Please note, all questions are optional and your responses will be kept confidential.

6. In your own words, please describe the workplace culture at TPS with regard to wellness, harassment and discrimination?

[FREE FORM BOX]

Section 3: Awareness of Policies and Procedures at TPS

In this section, we would like to ask some questions about your experience locating, understanding and applying policies and procedures relating to workplace harassment or discrimination.

7. Please indicate your level of agreement with each of the following statements:

OPTIONS [Listed across the top]

- a. Strongly Disagree
- b. Somewhat Disagree
- c. Somewhat Agree
- d. Strongly Agree
- e. I don't know / I'm not sure

[DOWN THE SIDE/RANDOMIZE]

- a. I understand TPS's policies and procedures regarding harassment and discrimination
 - b. I know where to find TPS's policies and procedures regarding harassment and discrimination
 - c. I have received training on TPS's policies and procedures on harassment and discrimination.
 - d. I feel that TPS's procedures around harassment and discrimination are comprehensive
 - e. I know where to go if I have questions about TPS's harassment and discrimination policies and procedures.
 - f. I am satisfied with the options available to me to resolve incidents of harassment or discrimination.
 - g. I am satisfied with the current procedure and process for reporting complaints related to harassment and discrimination
8. You may have somewhat disagreed or strongly disagreed with some of the statements in the previous question. If so, please provide some comments about why you feel this way. Please type your comments below, noting specific examples if possible.

[FREE FORM BOX]

9. Please rate the frequency and content of the training that you have received from the Service on harassment and discrimination in the workplace as follows:

I think the frequency of training on harassment and discrimination is ...

- a. Too much
- b. right amount
- c. Not enough
- d. Have never received any training

I think the content of training on harassment and discrimination is ...

- a. Excellent
- b. Adequate
- c. Inadequate
- d. Have never received any training

10. In your opinion, what improvements could be made to harassment and discrimination training?

[FREE FORM BOX]

Section 4: Personal Experience with Harassment and Discrimination

In this section, we would like to ask some questions about your experience with harassment and discrimination at TPS over the past 5 years. Please only respond regarding incidents you have **experienced** or **witnessed** with respect to TPS members, and not members of the public. Please note, all questions are optional and your responses will be kept confidential.

11. In the past 5 years, have you experienced or witnessed any of the following behaviours while observing or interacting with uniform or civilian members of TPS? Please select all that apply below.

OPTIONS [Listed across the top]

- a. Experienced
- b. Witnessed
- c. No
- d. I'm not sure / I don't know

[DOWN THE SIDE/RANDOMIZE]

- a. Harassment (e.g. demeaning, discriminatory or derogatory remarks or name calling on the basis of sex, gender identity or expression, race/colour, religion, sexual orientation, etc.)
- b. Sexual harassment (e.g. slurs or jokes based on sexuality or gender identity, unwanted sexual advances/contact, demands of a sexual nature, sexually suggestive comments etc.)
- c. Bullying, intimidation or disrespect (including verbal) (e.g. using unprofessional terms to refer to individuals, condescending remarks, exclusion from work meetings or events, passive/aggressive behaviour, etc.)
- d. Physical assault or violence (e.g. physical force against an individual in the workplace, a threat to exercise physical force against an individual in the workplace)
- e. Discrimination (e.g. being treated unequally on the basis of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, religion, sex, sexual orientation, gender identity, gender expression, age, marital status, family status, or disability)
- f. Reprisal related to reporting or speaking out about any of the above (e.g. threaten to fire you, suspend you, discipline you, impose any penalty upon you including, for example, transferring you to another position, shift or work location, reducing or changing your hours or denying you a raise or benefits that you're entitled to, or threatening to do so, speak negatively about you to colleagues and/or superiors, including name calling and negative labelling, etc.)
- g. Other [Please describe]

[FREE FORM BOX]: Please feel free to add any additional or specific details that you feel are relevant to the above question.

12. Where did you experience or witness this harassment or discrimination? Please select all that apply below.

OPTIONS [Listed across the top]

- a. Experienced
- b. Witnessed

On Duty

- a. In my current workplace, while on duty (e.g. at your division or unit)
- b. In my past workplaces, while on duty (within the last 5 years)
- c. On social or digital media, while on duty (e.g. Instagram, WhatsApp, Snapchat etc.)

Off Duty

- d. In my current workplace, while off duty (e.g. at your division or unit)
- e. In my past work assignments or past postings, while off duty (within the last 5 years)
- f. On social or digital media, while off duty (e.g. Instagram, WhatsApp, Snapchat etc.)

Other

- g. At a TPS-sponsored or TPS social event (e.g. after work drinks, party)
- h. Other [Please describe]

13. To the best of your knowledge, approximately how frequently have these incidents that you have experienced or witnessed been occurring over the past 5 years? Please select one answer below.

OPTIONS [Listed across the top]

- a. Experienced
- b. Witnessed

[DOWN THE SIDE/RANDOMIZE]

- a. Very frequently (e.g. daily or almost daily)
- b. Frequently (e.g. occurs multiple times per month)
- c. Occasionally (e.g. occurred once or twice in a six month to one year period)
- d. Infrequently (e.g. occurred only once or twice over a 5 year period)
- e. They have been occurring for as long as I've worked at TPS

14. In situations where you have experienced or witnessed workplace harassment or discrimination, who was conducting the harassment or discrimination? Please select all that apply below.

OPTIONS [Listed across the top]

- a. Experienced
- b. Witnessed

[DOWN THE SIDE/RANDOMIZE]

- a. Harassment or discrimination was carried out by a supervisor against a non-supervisor
- b. Harassment or discrimination was carried out by a non-supervisor against a supervisor
- c. Harassment or discrimination occurred between individuals holding the same rank or role
- d. Other (please describe)
- e. Not sure / don't know

Section 5: Complaints and Resolutions

In this section, we would like to ask some questions about your understanding of the complaints and resolutions processes available to you as a member of TPS. **Please note, all questions are optional and your responses will be kept confidential.**

15. Have you ever made a complaint or reported an incident of harassment or discrimination? Please select all that apply below.
- a. Yes – I have reported harassment or discrimination that I personally experienced to TPS
 - b. Yes – I have reported harassment or discrimination that I witnessed to TPS
 - c. Yes – I have reported harassment or discrimination that I personally experienced at TPS to an external body (e.g. the Human Rights Tribunal of Ontario)
 - d. Yes – I have reported harassment or discrimination that I witnessed at TPS to an external body (e.g. the Human Rights Tribunal of Ontario)
 - e. I am unsure how to report an incident of harassment or discrimination
 - f. Prefer not to answer
16. What was the outcome of the harassment or discrimination that you reported?
- OPTIONS [Listed across the top]**
- a. Strongly Disagree
 - b. Somewhat Disagree
 - c. Somewhat Agree
 - d. Strongly Agree
 - e. I don't know / I'm not sure
- [DOWN THE SIDE/RANDOMIZE]**
- a. My complaint was taken seriously
 - b. My complaint was investigated
 - c. I felt supported by my platoon, unit, team or department
 - d. I felt supported by my direct supervisor
 - e. I felt comfortable discussing my concerns with my supervisor
 - f. My complaint was kept confidential
 - g. The investigation process was free from bias
 - h. The investigation was completed within a reasonable amount of time
 - i. I experienced reprisal or retaliation
 - j. Other (please describe) **[FREE FORM BOX]**
17. You may have somewhat disagreed or strongly disagreed with some of the statements in the previous question. If so, please provide some comments about why you feel this way and what changes you would like to see to the process. Please type your comments below, noting specific examples if possible.

[FREE FORM BOX]

18. What do you believe would be the potential impact of reporting an incident of harassment or discrimination at TPS?

OPTIONS [Listed across the top]

- a. Strongly Disagree
- b. Somewhat Disagree
- c. Somewhat Agree
- d. Strongly Agree
- e. I don't know / I'm not sure

[DOWN THE SIDE/RANDOMIZE]

- a. My report would be taken seriously
- b. My report would be investigated
- c. I would be supported by my platoon, unit, team or department
- d. I would be supported by my direct supervisor
- e. I would feel comfortable discussing my concerns with my supervisor
- f. My report would be kept confidential
- g. The investigation process would be free from bias
- h. An investigation would be completed within a reasonable amount of time
- i. There would be retaliation or reprisal for making a report
- j. Other **[FREE FORM BOX]**

19. You may have somewhat disagreed or strongly disagreed with some of the statements in the previous question. If so, please provide some comments about why you feel this way. Please type your comments below, noting specific examples if possible.

[FREE FORM BOX]

20. Other than reporting an incident of harassment or discrimination, what other avenues would you take to address or resolve these issues within your workplace? Please select all that apply below.

- a. I would speak directly to the members involved
- b. I would ignore it
- c. I would make a note of it in my memo book and take no further action
- d. I would go to a trusted confidant/peer support/mentor in the Service for advice on how to proceed
- e. I would ask a trusted confidant/peer support person/mentor in the Service to intervene on my behalf
- f. I would speak to my Association for advice
- g. I would ask my Association to intervene on my behalf
- h. I would take time off work (e.g. paid or unpaid, stress leave etc.)
- i. I would submit an accommodation request
- j. I would seek a transfer
- k. I would speak to someone in Wellness, Human Resources or EI & HR about my options
- l. I would seek an informal avenue to resolve the issue

- m. I don't know what I would do
- n. Other [FREE FORM BOX]

21. Please indicate your level of agreement with each of the following statements:

[ACROSS TOP]

- a. Strongly Disagree
- b. Somewhat Disagree
- c. Somewhat Agree
- d. Strongly Agree

[DOWN THE SIDE/RANDOMIZE]

- a. I believe that TPS effectively deals with workplace harassment and discrimination issues
- b. I believe that TPS takes action to prevent and address harassment and discrimination within the workplace when complaints are raised
- c. I believe that TPS wants to hear about harassment and discrimination within the workplace
- d. I believe that when harassment and discrimination occurs at TPS, it is reported
- e. I believe that a complaint of harassment and discrimination against leadership will be treated appropriately
- f. I believe that a complaint of harassment and discrimination against management will be treated appropriately
- g. I believe that a complaint of harassment and discrimination against supervisors will be treated appropriately
- h. I feel safe and empowered to speak up if I experience or witness workplace harassment or discrimination
- i. I understand what is expected of me if I hear about workplace harassment or discrimination

22. You may have somewhat disagreed or strongly disagreed with some of the statements in the previous question. If so, please provide some of the reasons for saying that you feel this way. Please type your comments below, noting specific examples if possible.

[FREE FORM BOX]

Section 6: Wellness Programs at Toronto Police Service

In this section, we would like you to provide your view on TPS's workplace wellness programs including how they support individuals and teams experiencing harassment and discrimination, and address these issues in the workplace. **Please note, all questions are optional and your responses will be kept confidential.**

23. Please indicate your level of agreement with each of the following statements:

[ACROSS TOP]

- a. Strongly Disagree
- b. Somewhat Disagree
- c. Somewhat Agree
- d. Strongly Agree
- a. I'm not sure / I don't know

[DOWN THE SIDE/RANDOMIZE]

- a. I am aware of wellness programs available to me if I have experienced or witnessed workplace harassment or discrimination
 - b. I am likely to use wellness programs provided by the Service to address my concerns around workplace harassment and discrimination
 - c. I know where to go if I have questions about wellness programs available to me in the event that I experience harassment or discrimination in the workplace.
 - d. I am satisfied with the number of wellness programs available to me
 - e. I am satisfied with the quality of wellness programs available to me.
24. Which, if any, of the following resources related to harassment or discrimination within the Service have you accessed? Please select all that apply below.
- a. Advice and guidance from peers or leaders
 - b. Wellness/Medical Advisory Services
 - c. Internal Support Networks
 - d. Critical Incident Response Team
 - e. Psychological Services
 - f. Employee and Family Assistance Programs
 - g. Medical or non-medical accommodation requests
 - h. I have not accessed any wellness resources
 - i. I have not experienced harassment or discrimination
 - j. Other **[FREE FORM BOX]**
25. In your own words, if you have engaged with any of the above services, please describe your experience.
- [FREE FORM BOX]**
26. If you did not use any of the above services, please explain in your own words why you did not.
- [FREE FORM BOX]**
27. Please share your perspective with respect to wellness programs for harassment and discrimination issues. Please indicate your level of agreement with each of the following statements:
- [ACROSS TOP]**
- a. Strongly Disagree
 - b. Somewhat Disagree
 - c. Somewhat Agree
 - d. Strongly Agree
- [DOWN THE SIDE/RANDOMIZE]**
- e. I am encouraged by supervisors to access wellness programs for harassment and discrimination

- a. There is no stigma attached to using these programs
- b. My access to/use of these programs or services would be kept confidential
- c. The programs or services are available at convenient times for me
- d. My peers are supportive of colleagues accessing wellness programs
- e. I have enough information about the programs or services to understand how they could help me
- f. The programs or services make a positive improvement to member wellness
- g. The programs or services are available in a convenient location
- h. I feel comfortable accessing these programs or services at TPS Headquarters
- i. Other [FREE FORM BOX]

Section 7: Opportunities for Change

In this section, we would like to like you to provide your view of what, if anything, TPS could be doing differently with respect to workplace wellness, harassment & discrimination. **Please note, all questions are optional and your responses will be kept confidential.**

28. In your opinion, what changes are required or needed to contribute to a workplace free from harassment and discrimination at the Service?

[FREE FORM BOX]

29. In your opinion, what changes are required, if any, to existing TPS wellness programs and services, including the Employee and Family Assistance Program?

[FREE FORM BOX]

Section 8: About yourself

In this final section, we would like to ask some overall questions about you. Please be assured that these questions are for classifying your answers with others who are participating in this survey only. **All questions are optional and your responses will be kept confidential.**

30. I identify my gender as: (Please select one answer below)

- a. Woman (including cisgender/transgender)
- b. Man (including cisgender/transgender)
- c. Trans Man
- d. Trans Woman
- e. Non-Binary/gender variant
- f. My gender identity is: (please describe)
- g. Prefer not to say

31. Which of the following best describes your sexual orientation?
- a. Lesbian
 - b. Gay
 - c. Bisexual
 - d. Trans
 - e. Queer
 - f. Questioning
 - g. Straight
 - h. Other
 - i. Prefer not to say
32. In our society, people are often described by their race or racial background. For example, some people are considered “White” or “Black” or “East/Southeast Asian”, etc. Please select the category that best describes you:
- a. Latino (e.g. Latin American, Hispanic)
 - b. Middle Eastern – Arab, Persian, West Asian (e.g. Afghan, Egyptian, Iranian, Lebanese, Turkish, Kurdish)
 - c. Black (e.g. African, Afro-Caribbean, African-Canadian)
 - d. South Asian (e.g. East Indian, Pakistani, Bangladeshi, Sri Lankan, Indo-Caribbean)
 - e. East/Southeast Asian (e.g. Chinese, Korean, Japanese, Taiwanese, Filipino, Vietnamese, Cambodian, Thai, Indonesian)
 - f. White
 - g. Indigenous (e.g. First Nations, Métis, Inuit)
 - h. Another category not listed above **[FREE FORM BOX]**
 - i. Prefer not to say
33. My current age is:
- a. 18-24 years
 - b. 25-34 years
 - c. 35-44 years
 - d. 45-54 years

- e. 55-64 years
 - f. 65+
 - g. Prefer not to say
34. Do you have a disability?
- a. Visible disability
 - b. Non-visible disability
 - c. No
 - d. Prefer not to say
35. What is your religion and/or spiritual affiliation? Select all that apply:
- a. Buddhist
 - b. Christian
 - c. Hindu
 - d. Jewish
 - e. Muslim
 - f. Sikh
 - g. Indigenous Spirituality
 - h. No religion
 - i. Other **[FREE FORM BOX]**
 - j. Prefer not to say

Focus Group Questions:

PART 1: Describing TPS' Culture

- “What words would you use to describe the culture at TPS?”

PART 2: Harassment and Discrimination Issues

- “What types of harassment and discrimination issues have you experienced or observed while at TPS?”
- “What are some of the root causes (why) and enablers (how) of the aforementioned harassment and discrimination issues at TPS?”

PART 3: Opportunities for Change –Harassment & Discrimination

- “What are some of the changes you would like to see implemented that would address the aforementioned (PART 2) harassment and discrimination issues?”

PART 4: Well-being Issues

- “What are the most significant wellbeing issues service employees are facing?”
- “What types of barriers, if any, do members face in accessing wellness services?”

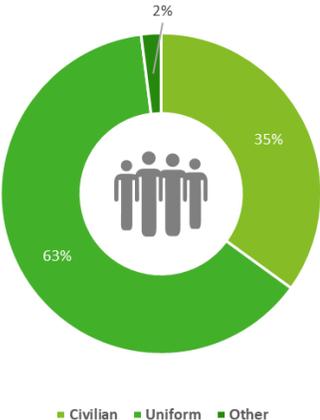
PART 5: Opportunities for Change –Well-being

- “What are some of the changes you would like to see implemented that would address the aforementioned (PART 4) Well-being issues?”

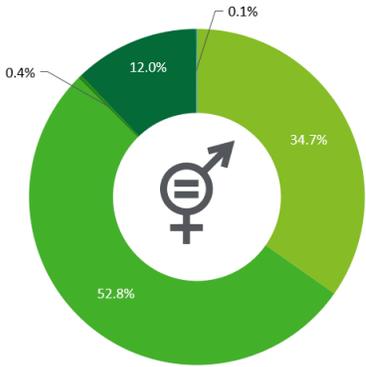
Appendix D: Profile of survey participants

The following represents the demographic distribution of participants in the confidential survey.

 Which of the following best describes your current (including acting) rank within the Service?

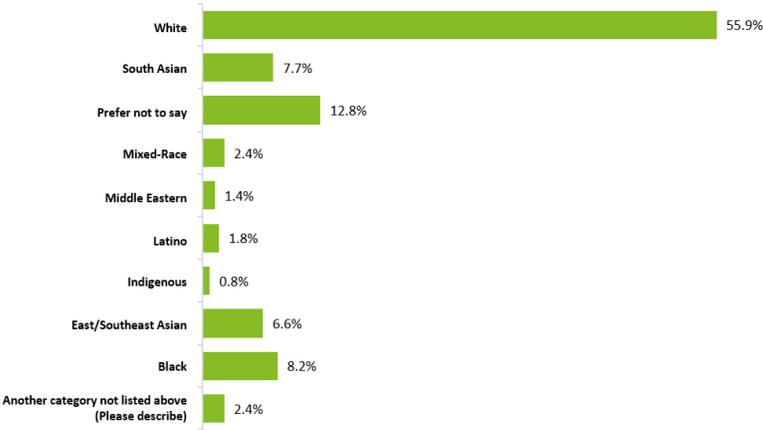


 I identify my gender as:

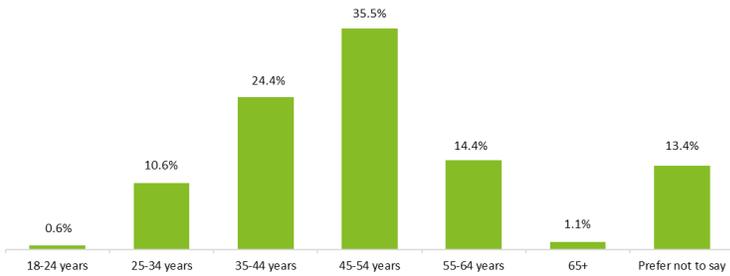


■ Female (including cisgender/transgender) ■ Male (including cisgender/transgender) ■ Non-Binary/gender variant ■ Prefer not to say ■ Trans Man

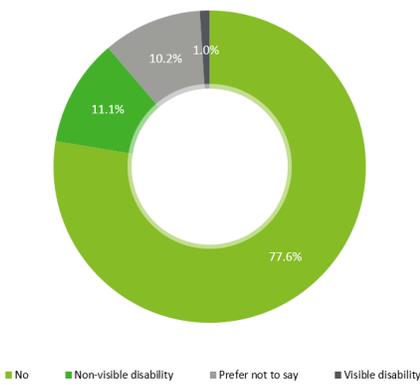
 In our society, people are often described by their race or racial background. Which race category best describes you? Please select all that apply:



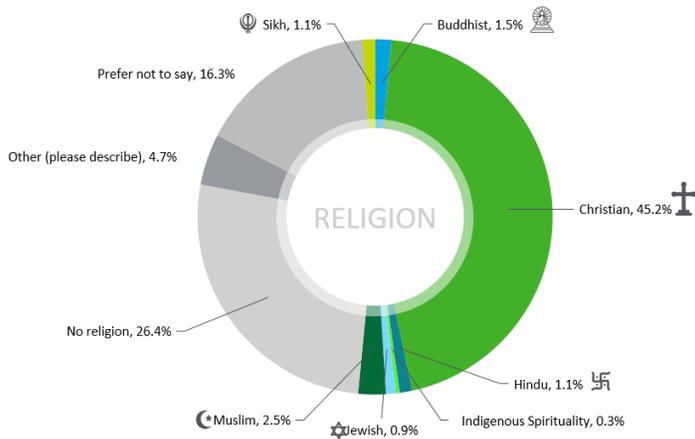
? My current age is:



? Do you have a disability?



? What is your religion and/or spiritual affiliation? Select all that apply:



Appendix E: TPS People & Culture Initiatives

The following is an extract from a July 2021 Report to the Board on Recommendation 30 (of the 81 police reform recommendations approved by the Board in August 2020), a TPS People & Culture Status Report (January 13, 2022) and, People & Culture Connection (a quarterly newsletter launched in January 2022) outlining various measures implemented by TPS following the conclusion of Deloitte’s fieldwork in respect of this report.

Many of these initiatives are reflective of, informed by, or included in Recommendation 30 of the 81 police reform recommendations approved by the Board in August 2020. Recommendation 30 focuses on outcomes associated with how diversity in Human Resources is being prioritized and achieved in the TPS, including with respect to recruitment, hiring and promotion for both Civilian and Uniform positions.

Deloitte has not undertaken any work to assess the implementation or effectiveness of any of these measures, which may or may not be consistent with recommendations proposed by Deloitte.

While there are several initiatives ongoing, below relates specifically to the Workplace Harassment:

Workplace Harassment Program

- As of July 2021, in partnership with Professional Standards (P.R.S.), Equity, Inclusion & Human Rights (E.I.H.R.) has reportedly undertaken several measures to address workplace well-being, harassment and discrimination, including:
 - Co-creation of a new modernized intake and assessment process for workplace harassment and human rights complaints.
 - Ongoing consultative advice and support by E.H.R. to P.R.S. on investigations; and a collaborative approach to identify and address systemic issues and implementation of alternative dispute mechanism.
 - TPS is working with police services in Ontario to develop cross-sector approaches to addresses workplace harassments and discrimination in policing. The intent is to advance best practices as a collective, including developing and implementing shared policies, programs and initiatives. Service co-hosted (with OPP) a Workplace Harassment workshop for police services across Ontario in November 2021 to kick-off collaboration and next steps to improving workplace culture.

Comprehensive and Targeted Equity, Inclusion and Human Rights Training (including sexual harassment training)

- The E.I.H.R. unit provides ongoing equity, inclusion and human rights training for members, new recruits, and newly-promoted uniform members to raise awareness on members’ rights and obligations and to foster an understanding of the concepts of equity and inclusion and how they impact every member in their work. In addition, the pillar has also provided targeted coaching and training to specific groups, units, or divisions to resolve or proactively prevent conflicts. For example, Anti-Black Racism (A.B.R.) training has been presented to all members of Command and the Senior Management Team, as well as Talent Acquisition. This training has also started to be delivered in specific units.
- In addition to A.B.R. training, members of Talent Acquisition have received a suite of training from both E.I.H.R. and C.P.E.U., in order to better understand Lesbian, Gay, Bisexual, Transgender, Queer or Questioning, and Two-Spirit

(L.G.B.T.Q.2.S.+ and Indigenous communities, to ensure any unconscious bias that may be present in the recruitment process is addressed.

- All Senior Officers were required to attend a two-part Equity and Inclusion Training Presentation presented by an independent expert in June 2021.
- The Service has created two programs in partnership with Global Knowledge: the Foundation of Leadership Development (F.L.D.) Program and in, partnership with York University’s Schulich Executive Education Centre, the Advanced Leadership Development (A.L.D.) Program. Both programs, designed around the Service’s Core Values, offer a full day of training on diversity and inclusion, both as leaders within the Service but also community promoters and champions, fostering community engagement.
- T.P.C. is developing and updating its training curricula, with greater emphasis on community experience and additional time dedicated to diversity, inclusion and human rights topics. Supporting this effort included the hiring of two specialists – a Diversity and Inclusion Training Curriculum Coordinator, and an eLearning Specialist/Instructional Designer.
- Training modules regarding Gender Diverse Trans Inclusion have been developed.
 - **Module 1:** *Community Experiences* will be mandatory for civilians, frontline officers and court service officers, and will focus on empathy building towards trans and gender diverse identities; and
 - **Module 2:** *Policies and Procedures* will be mandatory for frontline officers and court services officers and will focus on new and revised policies, procedures and forms.

A Healthy Workplace Strategy

- Members reportedly asked for an enhanced level of fairness, accessibility and transparency when reporting complaints related to workplace harassment and discrimination. Based on this feedback, the Service has designed a new confidential, client-centred, trauma-informed process that will launch in the coming months. According to the TPS “People & Culture Connection” Newsletter, this process is intended to provide greater avenues for members to report concerns, as well as increase opportunities for internal resolutions.

Training & Support for Victims of Workplace Harassment & Discrimination

- Equity, Inclusion & Human Rights (EIHR) group is an existing resource that provides a suite of resolution services, including mediation, coaching, targeted training, motivational interviews, workplace restoration, healing circles and other forms of intervention. Further, the Service has introduced anti-harassment training - specifically focused on sexual harassment - for all members in supervisory roles.
- Bernardi Law Training to all frontline supervisors continues (estimated completion June 2022)

Appendix F: Documents reviewed/relied upon

In conducting this review, Deloitte specifically reviewed and relied up on the following documentation provided by TPS and TPSB.

1. Standards of Conduct (Version 2018.10.16)
2. Procedures:
 - a. Employee and Family Assistance Program (08-01)
 - b. Member Involved in a Traumatic Critical Incident (08-04)
 - c. Critical Incident Stress Handout (08-04_appendix_a)
 - d. Guidelines for the Support and Assistance of Affected Members for Use by Unit Commanders and Critical Incident Response Team/Peer Support Volunteers (08-04_appendix_b)
 - e. Critical Incident Response Team/Peer Support Volunteers Flow Chart (08-04_appendix_c)
 - f. Workplace Safety (08-09)
 - g. Workplace Violence (08-11)
 - h. Workplace Harassment (08-12)
 - i. Workplace Accommodation - Medical (08-13)
 - j. Psychological Health and Wellness (08-14)
 - k. Unit Level Criteria/Conduct Penalties (13_appendix_a)
 - l. Progressive Discipline (13_appendix_c)
 - m. Expunge Police Services Act Conviction (13_appendix_g)
 - n. Uniform External Complaint Intake / Management (13-02)
 - o. Uniform Internal Complaint Intake / Management (13-03)
 - p. Uniform Unit Level Discipline (13-04)
 - q. Police Services Act Hearing (13-05)
 - r. Uniform Complaint Withdrawal (13-06)
 - s. Uniform Suspension from Duty (13-08)
 - t. Civilian Complaint and Discipline Process (13-09)
 - u. Civilian Suspension from Duty (13-10)
 - v. Human Rights (13-14)
 - w. Special Investigations Unit (13-16)
 - x. Notes and Reports (13-17)
 - y. Anonymous Reporting of Discreditable Conduct (13-18)
 - z. Accessibility for Persons with Disabilities (13-20)
 - aa. Workplace Accommodation – Non-Medical (14-19)
 - bb. Leaves of Absence (14-26)
 - cc. Service and Legislative Governance and Legal Agreements (16-01)
 - dd. Collection and/or Use and/or Reporting of Statistics Related to Prohibited Grounds (16-07)
3. TPSB Policies:
 - a. Accommodation
 - b. Complaints
 - c. Conduct of Service Members

- d. Grievance Settlements
 - e. Human Rights
 - f. Occupational Health and Safety
 - g. Protected Disclosure
 - h. Race and Ethnocultural Equity
 - i. Uniforms Work Attire and Equipment
4. Toronto Police Service - Workplace Harassment - 2019 By Audit & Quality Assurance
 5. Workplace Harassment Complaint Process Flow
 6. Reports of Investigation:
 - a. 2018.CIN-0025
 - b. 2015.CIN-0133
 - c. 2019.CIN-0036
 - d. 2018.CIN-0064
 - e. 2018.CIN-0089
 - f. 2018.INT-0349
 - g. 2017.INT-0775
 - h. 2020.INT-0069
 - i. 2020.INT-0087
 - j. 2018.INT-0467
 7. Survey Documents:
 - a. Active Members_July13_2020
 - b. Personnel Survey Questions 2014-2019
 - c. Wellness EIHR - 2019 Personnel Survey Results
 - d. 2019 Personnel Survey Demographics Data
 8. Employment Equity Data:
 - a. Annual Reporting on Uniform Promotions - 2010
 - b. 2010-2016 Employment Equity Summary
 - c. Analysis on Demographic Data - 2019 Cadets Hiring
 - d. Personnel Employment Equity Spreadsheets 2005-2018
 - e. Uniform Hires Year End 2005-2018
 9. List of HRTO documents:
 - a. McWilliam v Toronto Police Services Board and Angelo Costa and TPA, 2020 HRTO 574
 - b. Tribunals Ontario, "Tribunals Ontario: Annual Report 2018-19"
 - c. Honourable John W. Morden, "Independent Civilian Review into Matters Relating to the G20 Summit"
 - d. Ontario Human Rights Commission, "Policy on ableism and discrimination based on disability"
 - e. Frank Iacobucci J., "Police Encounters with People in Crisis", excerpt at para 59
 - f. TPS Internal Correspondence from M. Federico Deputy Chief, "Gap Analysis – Toronto Police Service and the National Standards for Psychological Health and Safety in the Workplace"
 - g. Krieger v Toronto Police Services Board, 2010 HRTO 1361
 - h. Application of the Estate of Richard Rogers
 - i. Response of TPS and TPSB re Rogers
 - j. Estate of Richard Rogers Reply to a Response
 - k. OHRC Notice of Commission Intervention re Rogers
 - l. Application of Andria Cowan
 - m. Responses of Sean Brosnan and TPSB
 - n. HR Proactive Inc., "An Employers Guide to Conducting Harassment Investigations"

- o. Phipps v Toronto Police Services Board, 2009 HRTO 1604
 - p. Ontario Human Rights Commission, “A Collective Impact: Interim report on the inquiry into racial profiling and racial discrimination of Black persons by the Toronto Police Service”
10. TPS Forms:
- a. TPS 217 (Statement: Complaint Response)
 - b. TPS 649 (Internal Correspondence)
 - c. TPS 901 (Policy, Service or Conduct Report)
 - d. TPS 909 (Anonymous Disclosure Dedicated Line (343-7090) Intake Report)
 - e. TPS 930 (Uniform Disciplinary Report)
 - f. TPS 931 (Civilian Disciplinary Report)
11. Wellness Documents:
- a. Employee and Family Assistance Program (EFAP)
 - b. 2018 Annual Report: Healthy Workplace Initiatives
 - c. Critical Incident Response Team: Selection Process
 - d. Employee and Family Assistance Program (EFAP) Brochure
 - e. Informed Consent for Participation Early Career Psychological Wellness Program Toronto Police Service
 - f. Peer Support/Critical Incident Response Team Code of Practice, Program Oversight & Review
 - g. Course: TM0119 - Road to Mental Readiness (R2MR) (Non-Supervisory)
 - h. Race-Based Data Collection, Analysis and Public Reporting
 - i. A Program of Support and Health Promotion for Officers at Increased Risk due to the Demands of the Job
 - j. A Program of Support and Health Promotion for Officers at Increased Risk due to the Demands of the Job
 - k. Unit Policy - Psychological Wellness Program
 - l. Psychological Services Activities
 - m. Role Description EFAP and Peer Support Team Lead Wellness
 - n. Toronto Police College Wellness Curriculum
12. Promotional documents:
- a. Uniformed Promotional Processes Report Highlights by Korn Ferry (2019)
 - b. 14-10 Uniform Promotional Process – Up to and Including the Rank of Inspector
 - c. Uniform Promotion Process Guide
 - d. TPS 818 (Application Form - Uniform Promotion) - 2018
13. Human Rights Tribunal Applications 2013 – 2018

Appendix G: Glossary of terms

Allegation: A claim or assertion that someone has done something illegal or wrong.

Civilian Member: Individual who is employed by TPS but has not been sworn to serve and protect the lives of citizens (e.g., Civilian Member).

Discrimination: Encompassing the following elements, as described by the OHRC, given that discrimination is not defined within the Human Rights Code:

- not individually assessing the unique merits, capacities and circumstances of a person
- instead, making stereotypical assumptions based on a person’s presumed traits
- having the impact of excluding persons, denying benefits or imposing burdens.

Harassment: As defined by the Ontario Human Rights Commission (“OHRC”): “engaging in a course of vexatious comment or conduct that is known or ought reasonably to be known to be unwelcome”.

Members: Members the Toronto Police Service and/or the Toronto Police Board.

Participants: Uniform and Civilians Members of the Service who participated in this review. Refer to Section 3 Scope of Review for more information.

Uniform Member: Member of the Service who has been sworn to serve and protect the lives of citizens (e.g. Police Officers).

Well-being: The physical or mental state of Members, specifically with respect to harassment and discrimination²⁶.

²⁶ Well-being is distinct from “Wellness”, as defined by TPS, and related programs. During the course of Deloitte’s engagement, TPS undertook a broader initiative to enhance Wellness strategy, which was outside the scope of this project.



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FORUM
RESEARCH

Toronto Police Service

Equity & Inclusion Survey
Executive Summary Report

May 26, 2022

EQUITY & INCLUSION

SUMMARY OF SURVEY RESULTS REPORT (FORUM RESEARCH) HIGHLIGHTS

There are different experiences across different Service member demographics – most members recognize and perceive that the Service is improving, but there is more to do and opportunity for greater member engagement

Inclusive Environment

- Majority of respondents think that TPS is offering an inclusive environment to its employees
 - 78% agreed that TPS is making active efforts to build an inclusive environment, and 82% agreed that their colleagues at the TPS are inclusive to diverse members
 - Black (74%), South Asian (66%), and Middle Eastern (60%) respondents were less likely to feel this way than those with White (85%) race/racial backgrounds
 - Police officers (86%) were more likely to agree that their colleagues are inclusive to diverse members compared to civilians (80%)

Inclusiveness of Diverse Members

- Majority of respondents think supervisors/leaders are inclusive to members from diverse groups
 - Top 3 groups being: Women (81%), Black, Indigenous and People of Colour (79%), those who identify as LGBTQ2S+ (77%)
- Women (72%) are less likely to agree supervisors/leaders are inclusive to women than male (87%) respondents
- Police officers were more likely to agree that supervisors/leaders are inclusive to members from diverse groups compared to civilians

EQUITY & INCLUSION

SUMMARY OF SURVEY RESULTS REPORT (FORUM RESEARCH) HIGHLIGHTS

There are different experiences across different Service member demographics – most members recognize and perceive that the Service is improving, but there is more to do and opportunity for greater member engagement

Opinions on Inclusiveness

- Respondents were presented with different statements about diversity and inclusion at the TPS and were most likely to agree with the following:
 - Colleagues treat me respectfully (86%)
 - The TPS is committed to improve relations between people of all backgrounds across the Service (75%)
 - I would characterize the TPS as a supportive work environment (72%)
- For the most part, police officers were generally more likely to agree, compared to civilians, on various statements describing TPS as inclusive, such as:
 - The Service's training curriculum and programs include sufficient training to address issues related to diversity and inclusion (65% civilians compared to 77% police officers)
 - TPS members are likely to intervene when they witness racism and discrimination of diverse members (58% civilians compared to 66% police officers)

Experiences of Exclusion

- 30% of respondents have experienced discrimination when interacting with colleagues/supervisors on or off duty within the past 2 years
- Most common experiences of discriminatory behaviour include:
 - Being ignored after expressing or sharing ideas because of their diverse background (13% of the cases)
 - Having their experiences or qualifications undermined due to their diverse background (13%)
 - Being expected to explain and/or represent a part of their identity on issues related to the community(ies) they belong to (12%)

EQUITY & INCLUSION

SUMMARY OF SURVEY RESULTS REPORT (FORUM RESEARCH) HIGHLIGHTS

There are different experiences across different Service member demographics – most members recognize and perceive that the Service is improving, but there is more to do and opportunity for greater member engagement

Actions Against Discriminatory Behaviour

- Almost three-quarters of respondents (71%) stated they would feel comfortable openly expressing their disapproval if they were to hear a discriminatory joke or statement. However, fewer respondents (65%) would feel comfortable reporting harassment or discrimination to their supervisor and/or another appropriate person that could help.
 - Police officers more likely to feel comfortable in expressing their disapproval against a discriminatory joke (75%) and know the steps in reporting harassment (78%) compared to civilians (70% and 65%, respectively)
- 35% of respondents agreed that sexism is a problem, and 30% agreed that racism is a problem at the TPS. Less than one-fifth of respondents agreed that prejudice against sexual orientation (18%) and against persons with disabilities (17%) is a problem at the TPS.
 - Civilians (33%) more likely to agree racism is a problem in the TPS compared to police officers (27%)

Discriminatory Behaviours

- The most common discriminatory behaviours that members have either witnessed/had knowledge of were:
 - Unprofessional or discriminatory language (41%)
 - A police officer leaving a Unit/Division or the TPS because of harassment or an unwelcoming environment (27%)
- Police officers were more likely to witness the following discriminatory behaviours compared to civilian members:
 - Witness unprofessional or discriminatory language (25% police officers compared to 17% civilians)
 - Witness a member being discriminated against because of their gender (12% police officers compared to 6% civilians)
 - Witness a member being discriminated against because of their race/ethnic origin (9% police officers compared to 6% civilians)

EQUITY & INCLUSION

SUMMARY OF SURVEY RESULTS REPORT (FORUM RESEARCH) HIGHLIGHTS

There are different experiences across different Service member demographics – most members recognize and perceive that the Service is improving, but there is more to do and opportunity for greater member engagement

Progress Over 5 Years

- Almost half (47%) of respondents believe that things have gotten better over the past 5 years in terms of discriminatory behaviour at the TPS. However, there are differences among gender, age, years in the service, racial and police officer /civilian respondents who believe that things have gotten better. Those who believe things have gotten better were more likely to be:
 - Men (52%) compared to women (39%)
 - Aged between 35-64 (49%-51%) compared to 25-34 (39%)
 - Those who have been working at the TPS for more than 11 years (44%-59%) compared to those who have been working for less than 5 years (35%)
 - White (53%) compared to racialized members (e.g., Black – 36%, East/Southeast Asian – 39%, South Asian – 43%)
 - Police officers (53%) compared to civilians (41%)

Recommendations to Promote an Inclusive Workplace at the TPS

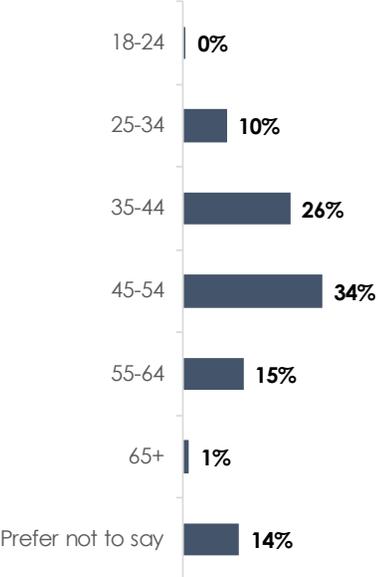
- “Education” and “Leadership” were some of the most mentioned areas where employees made recommendations to promote a healthy, inclusive, and bias-free workplace.
 - *“Continuous training and education in a form of smaller groups. This will allow individuals to be more comfortable participating and expressing concerns, ideas and recommendations.”*
 - *“More diversity in senior command. More promotion of diversity through the ranks.”*
- Civilians more likely to make recommendations around education/training, opportunities for dialogue, and full and impartial investigation of complaints compared to police officers
- Police officers more likely to be satisfied with the efforts of the TPS to promote an inclusive workplace, be more in favour of merit-based promotion, and think these discussions cause more divisiveness compared to civilians

EQUITY & INCLUSION METHODOLOGY

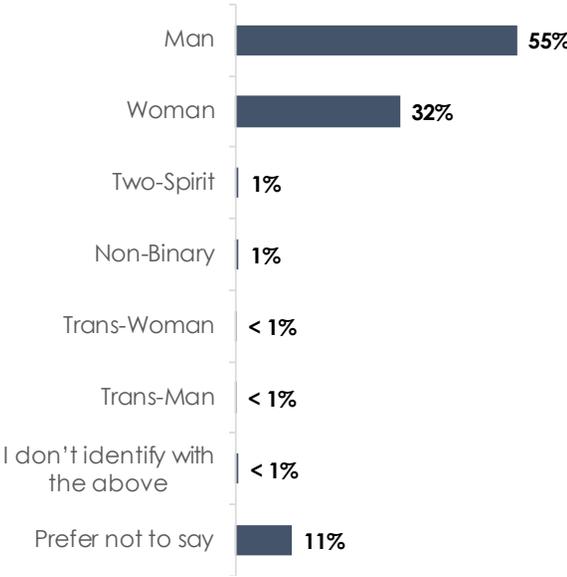
Method	Qualitative: Focus group discussion* Quantitative: Computer Assisted Web Interviewing (CAWI) *Prior to the quantitative phase, 1 focus group discussion was conducted with the following objectives: <ol style="list-style-type: none">1. reviewing the quantitative questionnaire,2. testing reactions to the questionnaire,3. identifying any barriers to participation, and4. brainstorming ideas and solutions for overcoming any identified barriers.
Criteria for Participation	Qualitative / Quantitative: Toronto Police Services employees
Sample Size	Qualitative: 1 focus group discussion with 8 participants Quantitative: n = 1,930; MOE +/- 1.94%; Response rate = 24%** **Good response rate for a voluntary, sensitive topic study.
Average Length	Qualitative: 1.5 hours Quantitative: 17 minutes
Fieldwork Dates	Qualitative: June 10, 2021 Quantitative: June 29 – July 28, 2021

EQUITY & INCLUSION RESPONDENT PROFILE

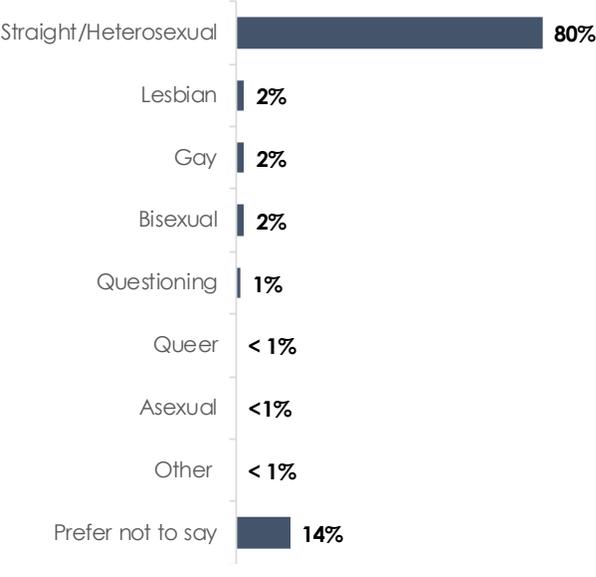
Age



Gender

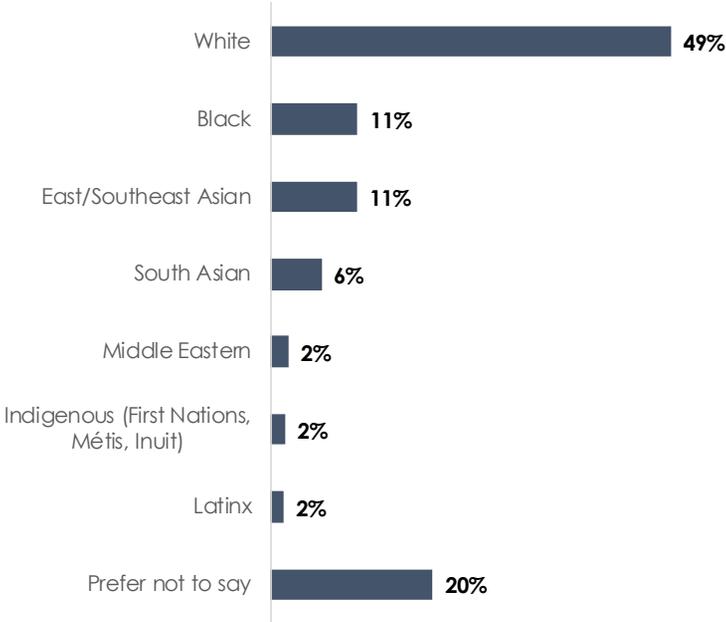


Sexual Orientation

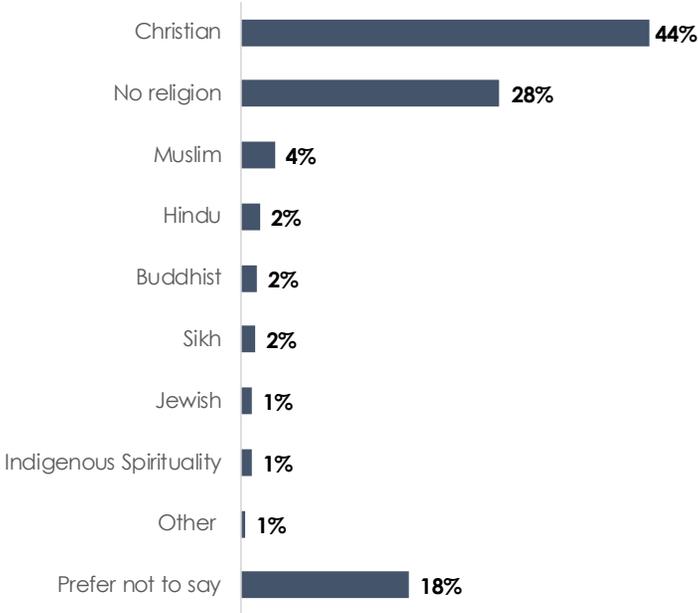


EQUITY & INCLUSION RESPONDENT PROFILE

Race / Racial Background



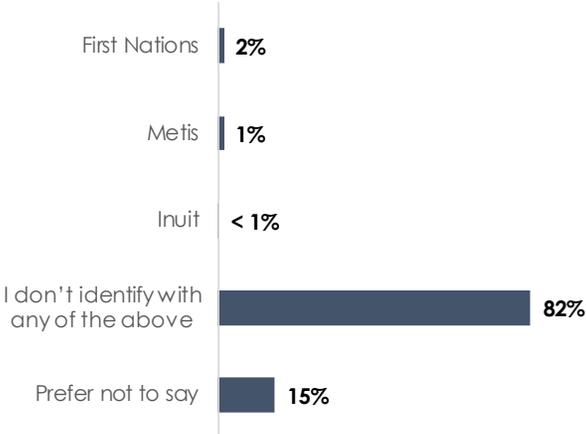
Religion / Spiritual Affiliation*



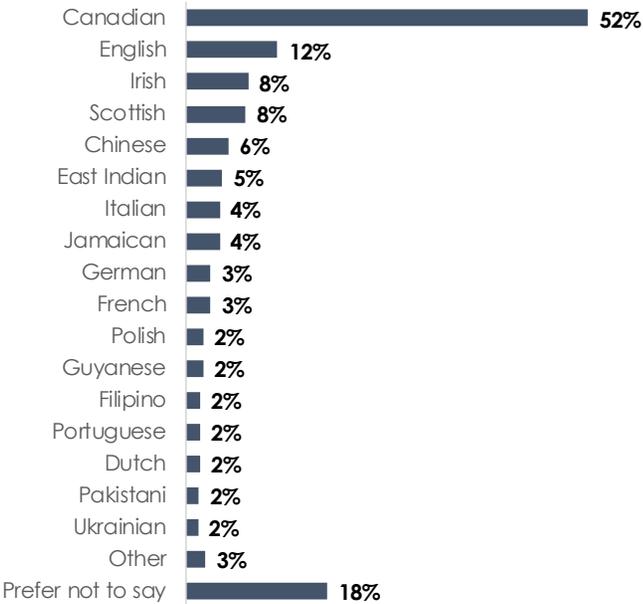
*Visual shows percentages 1% and higher

**EQUITY & INCLUSION
RESPONDENT PROFILE**

Indigenous Origin



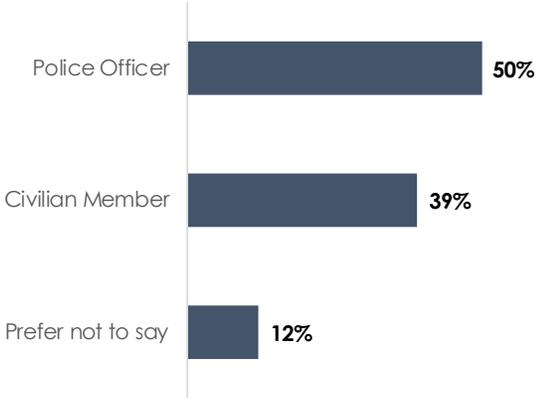
Ethnic / Cultural Origin*



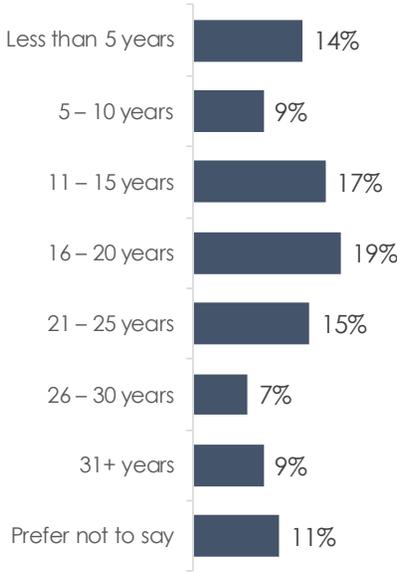
*Visual shows percentages higher than 1%

EQUITY & INCLUSION RESPONDENT PROFILE

Role in TPS

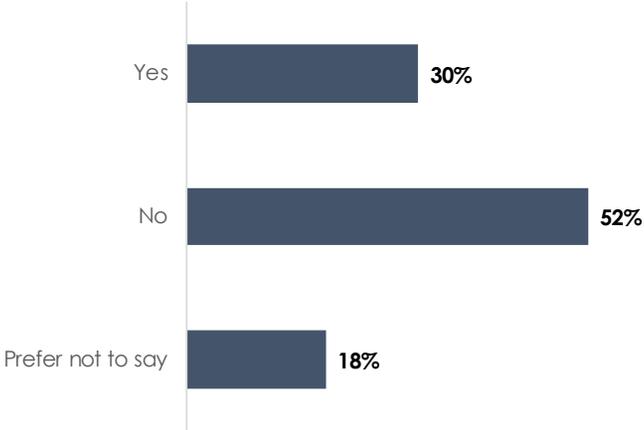


Years in Service

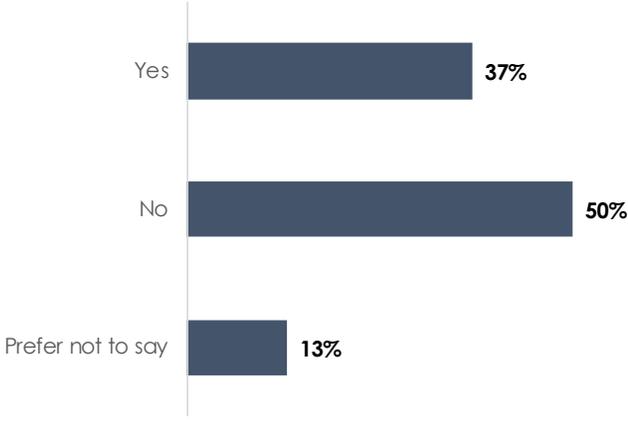


**EQUITY & INCLUSION
RESPONDENT PROFILE**

**Having People Management
Responsibilities**



**Fluency in Languages Other Than
English**



Transforming Workplace Culture in the Police Service

 bernardi

Transforming Police Culture

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Introduction

The Toronto Police Service and the OPP are committed to eradicating harassment and discrimination in police services and to acting as leaders in driving positive change in police culture.

In support of that important goal, on November 15, 2021 the Toronto Police Service and the OPP organized a roundtable meeting of representatives of various police services across the province, as well as the RCMP.



The purpose of the roundtable meeting was twofold:

- i) to discuss challenges in addressing and eliminating harassment and discrimination in the police service; and
- ii) to explore whether and how to work together to achieve the common goal of creating and maintaining psychologically safe and respectful workplaces.

The roundtable was facilitated by The Bernardi Centre. The Bernardi Centre is the training arm of Bernardi Human Resource Law LLP, a human resource law firm that has extensive experience working with police agencies across the province.

In this report, we:

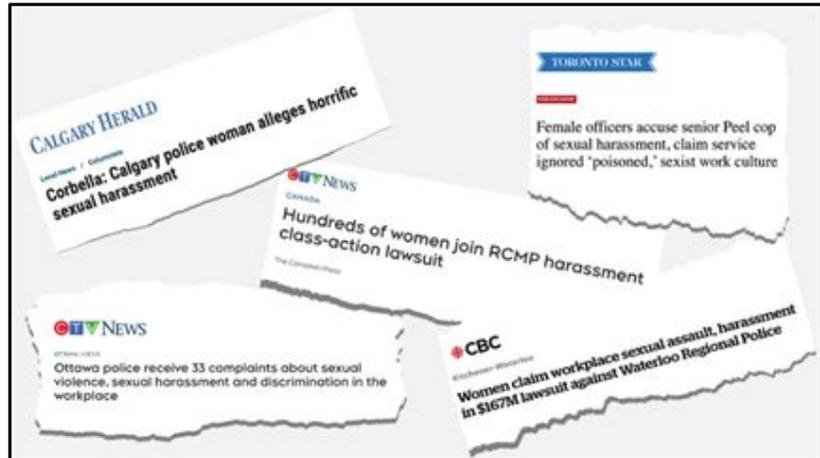
- provide evidence-based information about the persistence of harassment
- share insights and recommendations based on decades of conducting work with police agencies
- summarize the discussions from the November 15th roundtable meeting, including an action plan for moving forward

Current State

Headlines and news programs across the country reveal stories of workplace bullying, harassment and sexual harassment in policing. It is being experienced in police services of all sizes.

There are common themes that emerge from these stories that reveal an overarching culture where:

- stereotypical gender norms are enforced
- sexual comments, innuendoes, gestures and “jokes” are normalized
- demeaning comments or conduct based on sex and gender are frequent
- mobbing (i.e., group bullying) and gender-based harassment exist
- rumours and gossip are common
- the chain of command acts as a barrier to change
- there is a culture of silence keeping people from coming forward
- there is a strong distrust of the internal complaint and investigation process.



THE IMPETUS FOR CHANGE

Society is changing. So too are societal norms and tolerance for harassment and discrimination. Sexual and racial harassment have garnered the most attention, but all forms of harassment are being called out in the workplace. Police culture needs to adapt to reflect changes in societal norms.

In organizations where change is already happening, we are seeing:

- a rejection of authoritarian, rigid chain of command structures
- insistence on respect above strict adherence to authority
- a shift toward more collaborative approaches
- greater emphasis on inclusivity and a call for an end to harassment of all types

Agencies that resist the tide of societal shifts risk organizational and legal repercussions, which are increasingly visible to the public eye. Recent human rights case law in the police sector make it evident that time is up, and change is due.¹

IT IS A PSYCHOLOGICAL HEALTH AND SAFETY ISSUE

The workplace should be a place where members are safe, physically and psychologically. Fortunately, closer attention is being paid to workplace mental health, including in the police service.

Harassment is a barrier to psychological health and safety. The *National Standard for Psychological Health and Safety in the Workplace*² defines civility and respect as:

“ *A workplace where employees are respectful and considerate in their interactions with one another, as well as with customers, clients and the public. Civility and respect are based on showing esteem, care and consideration for others, and acknowledging their dignity.*

A civil and respectful workplace results in:

- greater job satisfaction and perception of fairness
- positive attitudes and improved morale
- better teamwork and engagement in problem resolution
- greater interest in personal development
- enhanced supervisor-staff relationships
- reduction in sick leave and turnover³

The impact of harassment on mental health is significant. Victims of harassment and those who are exposed to it may experience:

- depression, anxiety and PTSD
- drug and alcohol dependency
- physical manifestations of stress
- more sick time and leaves of absence
- diminished safety, morale and productivity

¹ *McWilliam v. Toronto Police Services Board*, 2020 HRTO 574

² The National Standard for Psychological Health and Safety in the Workplace identifies 13 psycho-social factors important to psychological safety one of which is civility and respect

³ Canadian Centre for Occupational Health and Safety:

https://www.ccohs.ca/oshanswers/psychosocial/mentalhealth_risk.html

-
- a breakdown in personal and work relationships

In response, individuals leave the jobs they love by resigning from the service or transferring to different units to escape an intolerable environment.

But it's not just the targets who are impacted. Harassment affects everyone.

“ *The damaging personal effects of harassment are not limited to victims. There is growing understanding that employees who observe or perceive mistreatment in their workplace can also suffer mental and physical harm.*⁴ ”

BARRIERS TO ELIMINATING HARASSMENT

1. Evidence-based research

For decades organizations have tried to eliminate workplace harassment and discrimination. Employers have implemented policies, investigated complaints and provided respect-in-the-workplace training to hundreds of thousands of employees. And yet it persists, with some reports indicating it is getting worse. The question is, “why”?

In 2016 the U.S. Equal Employment Opportunity Commission (EEOC) set out to answer that very question by establishing the *Select Task Force on the Study of Harassment in the Workplace*. Although their focus was on sexual harassment, their findings can be extrapolated to other types of harassment and discrimination, including workplace bullying and racial harassment and discrimination. Their report was released in June 2016.⁵

Because the task force was focused on prevention, it extended its review to behaviours that might not meet the legal definition of harassment but which, if left unchecked, could lead to it.

The task force found that:

- harassment largely goes unreported – harassment victims are more likely to avoid the harasser, downplay the behaviour or ignore it, with a formal complaint being the least likely response
- workplace culture can either allow harassment to flourish or prevent it from happening and leadership plays a critical role in that culture – it truly does start at the top

⁴ *Select Task Force on the Study of Harassment in the Workplace* Report of Co-Chairs Chai R. Feldblum & Victoria A. Lipnic, June 2016

⁵ The task force was comprised of 16 members representing academia from various social science disciplines (sociology, psychology and industrial psychologists), lawyers for both employers and employees, employer and employee advocacy groups and organized labour

-
- strong accountability systems are required, and they must address not only harassment but also incivility and microaggressions, which are erroneously seen as not sufficiently serious to address
 - bystanders need better tools to speak up, and the culture of silence needs to be broken so that everyone works collectively to change the culture

2. Workplace risk factors

The task force identified certain workplace risk factors which increase the likelihood of harassment.⁶ The ones most relevant to policing are noted below.



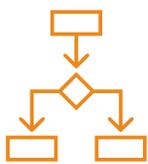
Sexual and gender-based harassment is more prevalent in male dominated workplaces

Homogenous workplaces that lack diversity

Harassment is more likely to occur in workplaces lacking in diversity, whether related to gender, race, colour, sexual orientation or otherwise.

Sexual and gender-based harassment is more common in male dominated workplaces. And racial harassment is more common where the workplace is predominantly composed of one race or ethnic background.

Being outnumbered makes it even harder to speak up against the behaviour.



A strict chain of command makes it harder to speak up

Workplaces with significant power disparities

Where organizations operate under a strict chain of command, authority figures may feel emboldened to exploit those in lower ranks and to close rank against complaints. And lower-ranking employees, especially those in the minority, feel too vulnerable to speak up.

⁶ For more information, please refer to the U.S. EEOC's Chart of Risk Factors for Harassment and Responsive Strategies: <https://www.eeoc.gov/chart-risk-factors-harassment-and-responsive-strategies>



Employees in high-ranking positions are sometimes protected

Workplaces with “high value” employees

The conduct of employees in senior level or higher-ranking positions may be minimized or condoned. And high value employees may perceive themselves to be exempt from workplace rules and immune from consequences.

There is also a tendency to seek greater proof when allegations are made against senior-ranking officials.



Social discord leaks into workplaces

Social discord

Social discord in society at large increases tension and conflict in the workplace. Polarizing and heated discourse may also normalize behaviours that can ultimately lead to harassment. Given the intensity and extent of current social discord, this is a significant risk factor.



Boundaries can get crossed when people are consuming alcohol together

Alcohol consumption

Alcohol consumption reduces social inhibitions and impairs judgement. Where employees frequently socialize and drink together, lines can become blurred and inappropriate behaviour is more likely to occur.

3. The shield of silence

Perhaps the biggest hurdle to combatting harassment is silence. In many organizations, particularly policing, the shield of silence is a powerful barrier to speaking up. Being silenced can also be more psychologically damaging than the harassment itself.

The shield of silence manifests in multiple ways.



There is pressure not to “rat out” others

Being viewed as a “rat”

Calling out bad behaviour can put a target on someone’s back. Those who come forward can be labelled as a rat, troublemaker or kiss-up to management. And they become socially isolated.

Those who don’t “rat” someone out may be seen as more trustworthy.



Complainants’ credibility is sometimes attacked

Credibility discounting

Victims are often subjected to tactics that paint them as not credible. Delays in coming forward, lapses in memory due to traumatic events or ongoing relationships with those who have harassed them are weaponized to suggest complainants lack credibility. But these are common psychological responses to harassment.

People will hesitate to come forward when others are subjected to a campaign to prove they are lying.



Those who complain are seen as untrustworthy

Distrust of complainants

Rather than being supported by their peers, victims of harassment are often ostracized and viewed as less trustworthy. This compounds the impact of the original harassment.



Rank protects rank

Belief the harasser will be protected

People won’t speak up if they believe the harasser will be protected. Sometimes that belief is warranted, particularly when the respondent is in a supervisory capacity.

We commonly hear “rank protects rank”, which prevents people from coming forward.



There can be a backlash against those who complain

Retaliation

Individuals who complain fear, and experience, retaliation. Sometimes this comes in the form of challenges to promotions and career growth because they are tagged as “complainers” who break rank.

Other times the retaliation is social: they are subjected to exclusion, ostracizing, gossip, and character assassination, all of which are incredibly painful.

4. Not paying enough attention to civility and professionalism

We have been told not to “sweat the small stuff” but in our experience, the small stuff matters because it accumulates, increasing the risk of workplace harassment or even violence. If disrespectful conduct is condoned and tolerated in the workplace, it can lead to a workplace culture that is toxic, with corresponding retention issues, increased sick leave, low morale, and increased risk of legal liability.

When incivility becomes normalized there is a far greater risk of harassment. As noted by Lauren Stiller Rikleen in the *Shield of Silence*:

“*...workplace programs designed to meet the letter of the law are generally ineffective. Too often, such programs are premised on the notion that negative behaviours are caused by a lack of knowledge about what conduct is and is not acceptable*⁷

5. Focusing on individuals rather than workplace norms

Historically employees have been given the same piece of advice about workplace behaviour: “know your audience”. The intent is that it is safe to joke or engage in certain behaviour as long as the other party’s comfort level and degree of tolerance is known.

⁷ Rikleen, Lauren Stiller. *The Shield of Silence*. American Bar Association, 2019, at p. 72

In other cases, employees are instructed to be mindful around certain individuals who are viewed as more “sensitive”. In either case, the emphasis is placed on the recipient rather than on workplace norms.

Focusing on professionalism and acceptable workplace behaviours, rather than individual tolerance, correctly places the emphasis on culture and norms and removes the onus on the recipient to instigate change by reporting unwelcome behaviour. It also prevents retaliation against those who are perceived to be taking away the “fun” in the workplace.

6. Leaders lack the skills and tools to address harassment

We often hear leaders tell us they don’t know how to address unprofessional behaviour in the moment. Or how to have the conversation with those who report harassment or are alleged to have engaged in it. Leaders who are not well-equipped, or who don’t feel confident in how to respond, may fail to follow the right steps, condone the behaviour by omission, and put a chilling effect on people’s comfort in coming forward to report.

7. Backlash

We have seen increased backlash against efforts to address harassment and discrimination as well as broader equity, diversity and inclusion measures. This includes comments that “white men can’t get ahead”, negative comments about having to attend anti-harassment training and pushback against efforts to drive positive change.

It is critical to recognize the perception among some groups that they are being attacked or blamed for inequities and that they are now losing out. Doing so can reduce backlash and help drive a shared understanding of the mutual benefits of change.

“ *The magnitude of anti-sexual assault movements like #MeToo and #TimesUp has seeded fear in the minds of young men that they are being discounted, replaced and denigrated, while women gain more momentum and recognition. This mirrors the same kind of backlash we are seeing as white supremacy is increasing as movements like #BlackLivesMatter get traction...The message these men seem to be absorbing is that if marginalized groups have more rights, they will have fewer, which is of course not at all how human rights work.*⁸

⁸ Plank, Liz. *For the Love of Men*. St. Martin’s Griffin, 2019, at p. 52

CHALLENGES SPECIFIC TO POLICING

1. Police culture

Police culture is unique, bringing with it unique challenges and barriers to eliminating harassment and discrimination. We have highlighted some of these below.



Leaders try to maintain friendships with direct reports

Leaders are, or want to be, friends with the people who report to them

Although not unique to policing, mid-level leaders often want to be friends with the people who report to them, or at least want to be liked by them.

And sometimes they actually are friends. They may have been constables at the same or have attended police college together. In smaller communities, their families may also know each other.

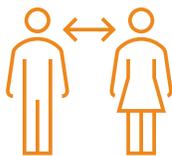
These personal ties create barriers to interrupting and addressing harassment proactively and in the moment.



Having family members in the same service can create an advantage

Family members may work for the same service

Sometimes multiple family members work for the same service. If one of them is a high-ranking officer, they may provide inside knowledge or guidance that gives their other family members a comparative advantage.



Stereotypical gender ideals hurt everyone

Hegemonic masculinity

Hegemonic masculinity is the concept that there is a dominant, socially constructed form of masculinity that is valued above femininity and other expressions of masculinity.

In Western culture, hegemonic masculinity is reflective of an authoritative, hyper-masculine, and heterosexual image of a man, while more feminine traits and behaviours are rejected. This is consistent with the dominant culture in many police services.



Female officers who don't conform are ostracized

When men do not exhibit traits of the dominant form of masculinity, they are often subjected to misogynist or homophobic bullying. This acts as a barrier for male officers to be openly gay, for example, or to express their gender in less stereotypical ways.

Women in policing are disadvantaged through stereotypes and biases that assume:

- nurturing, empathy, or emotional expression are signs women are weak and less competent
- women are physically and emotionally incapable of “real” police work⁹

Women in positions of authority or who don't conform to these norms may be subjected to crude names, exclusion and harassment.



Female officers are socialized to conform to the police culture by accepting their status as “the other” and assimilating into the subculture in order to avoid isolation from the dominant group.¹⁰



Interpersonal conflict is hard for everyone

Expectations to be tough and tolerate interpersonal conflict and teasing

There can be a perception that members should be able to handle conflict and teasing, particularly those on the uniform side, and be immune to the impact of harassment, given the conflict they deal with as part of the job. Our experience has been the opposite.

We have heard from many officers who say they can handle even the most difficult of calls. It is the interpersonal conflict that causes the greatest psychological harm and leads many members to consider whether to stay in policing at all.

⁹ “I Took the Blue Pill: The Effect of the Hegemonic Masculine Police Culture on Canadian Policewomen's Identities”, Lesley Bilkos

¹⁰ *Ibid.*



Having to rely on each other for safety makes it harder to report behaviour

Reliance on each other for safety

Officers rely on each other for their very lives.

This contributes to the reluctance to come forward and report harassment out of fear that no one will have their backs on a risky call.

Relationship boundaries may also be crossed after attending high-stress calls for service. The adrenaline induced from the call itself and the closeness that develops when discussing it repeatedly afterwards, can create an intimacy that would not exist in a typical work relationship.



Relationships outside of work blur the boundaries

Relationships outside of work

Personal relationships outside of work blur the lines and boundaries in terms of what is acceptable in the workplace. It can also make people more hesitant to report someone they consider a friend.

The frequency of personal relationships, including dating and marriage, is an important contributor that should not be overlooked.



Uniform and civilian members are treated differently

Uniform versus civilian

We repeatedly hear of a divide between the uniform and civilian sides with civilians feeling like they are treated as “second-class citizens”.

And there is a sense of not being fully included in workplace initiatives and opportunities for promotions and leadership.

2. Process challenges

As identified during the roundtable discussion, there are specific process barriers faced in policing that make it more challenging to address workplace harassment.



Tight deadlines interfere with restoration efforts

Procedures and timelines hinder restorative efforts

The duty to investigate both incidents and complaints under the *Occupational Health & Safety Act* (OHSA), and the procedures and timelines imposed under the PSA make other interventions and restorative practices such as mediation and conflict resolution difficult.



Multiple processes create challenges

Duplication of processes

There is an overlap between investigations and findings under the OHSA and the *Ontario Human Rights Code* (the Code) versus the *Police Services Act* (PSA). This results in:

- the potential for conflicting findings
- delays, which impede the ability to address the harassment, and which disrupt the unit in which the allegations arose
- an increased psychological burden on both complainants and respondents including complainants potentially having to retell and relive traumatic events



Competing standards of proof can lead to conflicting findings

Competing standards of proof

The standard for findings of harassment under the OHSA and the Code is “balance of probabilities”. This has been expressed as “more likely true than not” or 50% +1. Under the PSA, the standard is “clear and convincing evidence”. This has not been adequately defined by the courts other than to suggest that it means more than “balance of probabilities” and less than “beyond a reasonable doubt”.

As a result, a finding of harassment might be made in one context and not another. In our experience, the standards have also sometimes been misunderstood or misapplied by internal investigators.



Sunset clauses can make progressive discipline harder

Disciplinary standards

The two-year sunset clause on discipline under the PSA can impact the ability to hold people accountable for continued behaviour.

There are also different disciplinary sanctions imposed for civilians versus uniformed officers which create inherent unfairness.



Internal investigators lack adequate training

There is a perception of bias with internal investigators

Challenges with internal investigations

We have frequently heard individuals express concern about potential bias when investigations are conducted internally and a desire for an external process. This was also raised as a concern during the roundtable discussion with some police services moving towards greater involvement of external investigators.

Along with concerns about neutrality, people report a lack of confidentiality during investigations, which causes distrust in the process and acts as a barrier for coming forward.

There is also a lack of adequate training of internal investigators who may not be aware of or adhere to best practices for workplace harassment investigations. This includes the applicable standard of proof, or what behaviours constitute harassment.

While use of external investigators can offset concerns about neutrality and enable police agencies to tap into their expertise, it can be costly and can make a “bigger deal” out of an incident and potentially increase the timeline for completion.

And there is often inconsistency in what is deemed to be harassment and how discipline is meted out for various offences. For example, officers who are well-liked or perceived as having leadership potential may be given a proverbial slap on the wrist that still enables them to be promoted. This leads to a perception of bias and favouritism.

Future State

While there are clearly challenges in addressing harassment and discrimination, and changing any workplace culture is complicated, there is much that can be done. There is no single approach that will address everything. But with a multipronged approach, success is within reach.

Below is a blueprint for changing workplace culture.



STRATEGIES AND RECOMMENDATIONS

1. Improve processes

While processes on their own won't eliminate harassment, they provide a roadmap for how to address it in a consistent manner. They also help provide transparency and aid individuals in seeking remedies.



Provide a simple guide on respect in the workplace

Policies

Under the OHSA employers have a duty to review their harassment policies annually. Regardless of the legal requirement, this is a best practice.

Many of the policies we review in the police service are written in a regulatory style and can be quite dense and hard to navigate. There

is also frequent overlap between policies. This makes it harder to navigate and understand the process.

We recommend eliminating overlap and providing an easy reference guide to the investigation process along with examples of harassment. This could be a flowchart, brochure, or even a video.

Employees want to know what to expect if they file a complaint, have a complaint filed against them, or are asked to be a witness in an investigation. Make that information easy to access.

“*Organizations should not require a strict legal definition to be met before they can respond to conduct that undermines a culture of civility and respect. Behaviours can be identified as unacceptable, regardless of whether they are legally actionable.*¹¹”



Implement a civility policy

We also recommend having a companion policy that deals with workplace civility.

Having a civility policy enables agencies to address and apply consequences to behaviour that may not meet the threshold of harassment, but which could become harassment if it goes unchecked.



Use a committee to triage complaints

Triage complaints

Some services have instituted a practice of triaging complaints prior to commencing an investigation. The triage process can be used to determine whether some other form of restoration or conflict resolution may be appropriate and can aid in determining whether to investigate internally or by using an external investigator.

This can be performed by a small committee that can include both uniform and civilian members. Working with the police association can also help by creating greater transparency and buy-in to the decisions around how and when complaints are investigated.

¹¹ *The Shield of Silence, supra*, at p.125



Have a review committee determine outcomes

Decisions on outcome

Similar to having a committee review incoming complaints and triaging them, a committee can also be used to determine the outcome after an investigation is concluded and the report is issued. This can help ensure consistency, improve neutrality and decision-making and protect confidentiality.



Train internal investigators

Improve investigation processes

Part of the pressure to use external investigators stems from the fact that internal processes are sometimes flawed.

It is critical to ensure that internal investigators have the proper training on best practices in conducting harassment investigations as well as a solid foundation in what is, and is not, harassment and discrimination. Effective training will ensure better and more accurate and consistent findings.

Investigation training should cover:

- the duty of procedural fairness owed to all parties
- trauma-informed investigations
- witness selection (this can avoid interviewing unnecessary witnesses which increases the risk of a confidentiality breach and extends the length of the investigation)
- how to document the process
- making findings
 - the standard of proof
 - assessing credibility
 - what behaviour constitutes harassment
- effective and legally defensible investigation reports



Establish a roster of external investigators

It may also be useful to establish a roster of external investigators.

When establishing a roster, consideration should be given to:

- the requisite skillset (harassment investigations are complex and require an understanding not just of the law but also the psychology of harassment and discrimination and the impact of trauma)
- what type of complaints should be referred to an external investigator (e.g., where the allegations involve a potential human rights breach, are serious in nature, or involve a senior leader)



Employer-initiated complaints can protect individuals

Use employer-initiated investigations where appropriate

Employer-initiated investigations are also an important tool in eliminating harassment as they remove the onus on an individual to file a complaint. The service can determine that an investigation is warranted based on information it receives without necessarily identifying a complainant. This is particularly helpful when dealing with toxic team dynamics.



Increase transparency and communication during the process
Provide wellness supports

Enhance communication and support during investigations

Providing greater transparency and communication around the investigation process helps parties cope psychologically. It also engenders trust in the process. This includes regular updates on the status of an investigation, such as telling the complainant when the respondent has been notified of the investigation and when witnesses are being interviewed.

Investigations are stressful for everyone involved – complainants, respondents and even witnesses. Providing wellness supports throughout the process can ease that stress.

Although there is no duty to provide parties with the report, there is a duty to provide outcomes under the OHSA. This is best accomplished through a conclusion meeting in which the findings are explained, including where necessary, explaining the applicable standard of proof and what constitutes harassment.



Ensure perpetrators receive required education

Follow through on outcomes

If an outcome such as sensitivity training is ordered as part of an investigation, follow through to ensure that the condition is met.

We have seen too many instances where a respondent is ordered to undergo sensitivity training or individual coaching that doesn't end up happening.

2. Address systemic barriers

Too often efforts at eliminating harassment and discrimination focus on addressing the behaviour rather than the causes of it. Identifying, tracking and removing systemic barriers should form the backbone of efforts to drive cultural change.



Track data to identify trends

Data tracking

Peter Drucker famously said: "what gets measured gets managed". That is true of harassment and discrimination as well.

It is important to track:

- the number and type of complaints
- where those complaints are coming from (e.g., is there a problem with a particular unit)
- demographics of complainants and respondents including race and gender
- trends such as an increase/decrease in a particular type of complaint

Data is also important since workplaces with a lot of harassment are also likely to have other forms of bias present including stereotyping, discrimination and inequality.

It may also be helpful to share trends across the sector to provide benchmarks on where your particular service sits and to get a better sense of progress in tackling these issues.

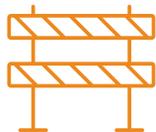


Apply an intersectional lens when evaluating behaviour

Apply an intersectional lens

Often, we speak about race, disability and other forms of prohibited discrimination as distinct and separate from gender, class, and sexuality. What’s missing, according to lawyer and civil rights advocate, Kimberle Crenshaw, who coined the term “intersectionality”, is that some people can be subjected to all of these at once, compounding their already disadvantaged and marginalized position within organizations and leading to double discrimination. As Crenshaw powerfully says, “If you see inequality as a ‘them problem’ or ‘unfortunate other’ problem, that is a problem”.¹²

It is critical to view discrimination through an intersectional lens, recognizing that there are inherent biases against Black, Indigenous and persons of colour (BIPOC) as well as members of the queer and trans communities. This includes examining whether there is a workplace culture that permits microaggressions and condones and normalizes harmful “jokes”.



Address institutional barriers

Focus on diversity, equity and inclusion

Address institutional barriers

To address and overcome systemic barriers:

- advise all employees of the resources and supports available to address bias and discrimination
- evaluate hiring and promotion practices to eliminate barriers: we frequently hear comments that the promotional process is an “old boys’ club” and that the demographics of the existing leadership ranks are merely replicated while others complain that there is “reverse discrimination” with white men being shut out of the hiring and promotional processes
- provide equal access to both formal and informal mentorship

¹² Please refer to the article published by UN Women on July 1, 2020 for further information: <https://www.unwomen.org/en/news/stories/2020/6/explainer-intersectional-feminism-what-it-means-and-why-it-matters>

-
- review investigation reports and discipline decisions to determine whether unconscious bias has crept into the decision-making process

“ *The lack of diversity in powerful roles in institutions reinforces a workplace in which the dominant culture makes and enforces rules, leaving the organization vulnerable to abuses of power that can manifest in negative conduct and improper behaviors.*¹³

3. Raise awareness

It is critical to raise awareness not just of harassment but also of the behaviours that lead to it like microaggressions and incivility.



Implement a full suite of training programs

Training

No organization can “train away” harassment and discrimination. But it is a fundamental part of the respectful workplace toolbox. For it to work it needs to be focused on changing behaviour.

It also needs to be mandatory. Because when training is voluntary, those who need it most are least likely to attend.¹⁴

There are several types of training that should be included in the mix:

- *Skills-development training for mid-level leaders.* They are the linchpin in any efforts to eliminate harassment and discrimination but are often poorly equipped to do so. Teach them how to respond with specific examples and opportunities to practice. Providing them with a tip sheet to use when confronting difficult situations can also help.

¹³ *The Shield of Silence*, supra., at p.135

¹⁴ Williams, Joan C. *Bias Interrupted*. Harvard Business Review Press, 2021, at p.28



Provide service-wide respect training

- *Provide service-wide respect training.* This should be live as opposed to watching a “canned” video so that the presenter can gauge how the information is received, tailor the discussion and answer questions. The training should also focus on incivility and professionalism since those are the building blocks of a psychologically safe workplace. A discussion of gender norms and the impact on the workplace is also an important element of driving positive change.



Help members learn to be UP-standers

- *Bystander training.* Some agencies are exploring the ABLE (Active Bystandership for Law Enforcement) Project. Based in the U.S. it “helps prepare officers to successfully intervene to prevent harm and to create a law enforcement culture that supports peer intervention”.
- Emphasize the importance of moral courage and being an UP-stander instead of a bystander.



Provide resolution conflict tools

- *Crucial conversations/difficult conversations training* to build the skills to handle interpersonal conflict before it festers and grows into harassment. This should be used for both interpersonal conflict and for leaders, whose jobs will inevitably include difficult conversations when holding people accountable.



Help members identify and disrupt bias

- *Implicit bias training.* This training should be focused not just on understanding bias but on disrupting it when it inevitably occurs. Stereotypes and bias are difficult to eliminate but raising awareness and changing behaviour is possible.



“Canned”, online learning is ineffective at changing behaviour: make it live

As noted above, it’s not just the subject-matter of the training that matters. How it is conducted is critical. Poorly executed training is weak at best and damaging at worst. Establishing a shared understanding of harassment is important but the training should also be scenario-based with a focus on skills and scripts for addressing harassment and disrespect as a supervisor, bystander or recipient.

“ *...when trained correctly, middle-managers and first-line supervisors in particular can be an employer’s most valuable resource in preventing and stopping harassment.*¹⁵



Clarify how far the workplace extends

Clarify how far the workplace extends: Sometimes harassment occurs while engaging in social activities outside work such as going out for drinks or playing sports. It can also occur on social media such as Facebook or WhatsApp chat groups. Make it clear that those activities may be considered the workplace and that expectations on respectful engagement transcend the four corners of the workplace.

4. Transform Culture

Transforming culture is important but complicated. It is also not linear: some change will happen in spurts and sometimes there are setbacks. But a sustained effort can ensure ultimate success.



Leaders must act as the standard bearers for a respectful workplace

Leadership

Leaders need to be role models but sometimes they engage in destructive behaviours. This includes both engaging in harassment or disrespect themselves and condoning it by laughing or deciding it’s not important enough to address. It is critical to reinforce the need for leaders to act in the moment, every moment of the day. And to hold them accountable when they don’t meet that expectation.

¹⁵ EEOC Task Force, *supra*



Make respectful engagement a performance criteria

One important strategy is making respectful engagement part of the performance evaluation process for leaders. This includes measuring their own behaviour against workplace values as well as how they prevent and address toxic behaviour within their units. For example, if there are repeated complaints, frequent requests for transfers and a high level of absenteeism within a unit, the leader could be tasked with fixing it and evaluated on efforts to do so.

“ *Leaders must embody the behavioral values of their organization as much as they must meet deadlines, improve products and services and manage people.*¹⁶



Hold people accountable in the moment, every moment of the day

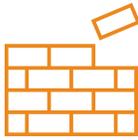
Hold people accountable

Too often consequences aren't proportional to the behaviour. Harassment has a substantial, detrimental impact on victims and the workplace culture. The repercussions for participating should reflect that impact. Consequences that are too lenient don't deter the harasser or others from the behaviour and send a signal that it's accepted. And it causes people not to report it since they fear it won't result in any meaningful change.

“ *...if the goal is to foster a culture of civility and respect, it is necessary to create a climate where negative behaviors are not tolerated and clear standards are set regarding the way people interact with each other as colleagues.*¹⁷

¹⁶ Kusy, Mitchell, and Elizabeth Holloway. *Toxic Workplace!*. John Wiley & Sons, Inc., 2009 at p.99

¹⁷ *The Shield of Silence*, supra at p.64



Promote civility and professionalism

Establish expectations for acceptable workplace behaviour

Sweat the small stuff

In conjunction with the above training, awareness campaigns on civility and respect and the importance of moral courage in eliminating harassment and discrimination can be useful. Setting boundaries and clear guidelines on what is not considered acceptable in the workplace will help individuals stay within the lines. For example, sexual banter and sexualized jokes sometimes become normalized. A best practice would be to make it clear that such conduct is not considered professional in the workplace, regardless of whether it is welcomed by others.

“ *[O]rganizations cannot simply depend on federal guidelines and legalities in establishing policies about respectful behavior. The leadership of an organization must both determine what are unacceptable behaviors and set out the consequences of persons who consistently engage in them.*¹⁸



People are more likely to report harassment if they feel it is safe to do so

Make it safe to report

Be vigilant to ensure that confidentiality is maintained, and retaliation is prevented.

Let parties know that they have the right to be free of retaliation and let them know how to report it if it occurs. This includes witnesses who may also fear retaliation for participating.

And if there is a confidentiality breach or retaliation occurs, address it immediately and hold people accountable, to build trust in the process.

¹⁸ *Toxic Workplace!, supra.*



Help people resolve conflict before it festers and grows

Engage restorative practices

Several agencies have created workplace conflict resolution specialists or units to help resolve conflict before it festers into harassment. This can be effective as a means of quickly resolving issues in a way that enables people to continue to work together harmoniously.

Another practice is to conduct workplace culture assessments. These can be done organization-wide or for particular units where there have been reports of increased conflict, harassment or discrimination. Such assessments are effective at identifying root causes and determining a tailored response.



Work with the police association to achieve positive change

Work closely with the police association

Encourage the police association to be part of the solution.

Eliminating harassment and discrimination is a shared goal and it can be more easily achieved by working closely with the police association. This can be particularly important with respect to workplace training initiatives, culture assessments and policy development.



Focus on the champions who can help drive positive change

Find the champions

We often focus on the bad actors – those who violate policies by harassing or disrespecting others. But we should also focus on the other end of the spectrum – the potential champions of a respectful culture. Empower and encourage them to help create a respectful and psychologically safe workplace.

WORKING TOGETHER

At the end of the roundtable the discussion turned to where to go from here. There was consensus that the conversation was valuable and that working together is beneficial. Several participants noted the value of getting internal buy-in from the top to participate in this process.

Some suggestions on how to effectively work together include:

- having regular meetings and focusing on particular issues in-depth in each meeting (e.g., intake processes, workplace restoration, training and what a fair investigation process looks like)
- conducting a survey to determine key priorities for the deep-dive meetings
- establishing norms around best practices for eliminating and addressing harassment and discrimination
- sharing resources and data on trends
- determining best practices, to achieve consistency
- uniting to lobby for improvements to legislation
- educating adjudicators and arbitrators on the impact of harassment on individual victims and the workplace as a whole

CONCLUSION

While changing workplace culture and norms can be complex and challenging, by taking a multipronged and sustained approach, positive change is possible.

“

As the myriad recommendations and research examples indicate, there is a roadmap for eliminating harassment and other negative behaviors in the workplace, and it starts with changing workplace culture. The specific ways to accomplish this change may vary from workplace to workplace, but the answers exist and are accessible to any organization with engaged leaders willing to commit to the effort.¹⁹

¹⁹ *Ibid*, at p.173

ABOUT BERNARDI

We are a group of lawyers, investigators, conflict resolution specialists and HR professionals whose mission is to create psychologically safe and healthy workplaces.

For more than 25 years we have been on the ground working with thousands of employees, supervisors, managers, union representatives and HR professionals. Through that work we have developed a deep understanding of the different perspectives and challenges of each group and workplace culture we serve.

We have a strong background in police culture, gained through our work assisting multiple police agencies across the province of all sizes by:

- conducting respect-in-the-workplace training
- training leaders on how to create and maintain a harassment-free workplace
- providing training on diversity and inclusion, unconscious bias and anti-racism
- investigating complaints of sexual and gender-based harassment, bullying, workplace violence, racial and systemic discrimination, and code of conduct violations, among others
- developing policies on respect and professionalism in the workplace
- reviewing and advising on harassment and respect policies and procedures
- training internal workplace investigators
- conducting individual sensitivity training
- providing coaching, conflict resolution and mediation
- conducting workplace culture assessments (including surveys and focus group meetings)

Transforming workplaces so that people and organizations can thrive

Contact:

905.486.1993

| lbernardi@hrlawyers.ca

| hrlawyers.ca

Appendix

PARTICIPATING SERVICES

These police services, among others, participated in the November 15, 2021 roundtable:

- Barrie Police Service
- Halton Regional Police Service
- Hamilton Police Service
- Ontario Provincial Police
- Ottawa Police Service
- Peel Regional Police
- Toronto Police Service
- Waterloo Regional Police Service
- York Regional Police



Toronto Police Services Board Report

May 25, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Receipt of Donations

Recommendation:

It is recommended that the Board approve the acceptance of the donations requested in this report.

Financial Implications:

There are no financial implications relating to the recommendation contained within this report. The ongoing veterinary care, training, and maintenance for the horses will be funded by the Service's operating budget. This funding has already been set aside as part of the current and future operating budget expenditures approved for the Mounted Unit (M.T.D.U.).

Background / Purpose:

There are three separate donors who each intend to make a \$15,000 donation to the Service for a total donation of \$45,000.

The donors are making these donations in order for the Service to purchase 3 new horses and related equipment. This is how the donors wish these funds to be used.

Discussion:

M.T.D.U. is a uniform support unit that is part of Emergency Management & Public Safety Operations, operating under Public Safety Operations as part of Specialized Operations Command.

This donation will allow the Service to replace retiring horses as well as related aging equipment.

The Donors have also been checked on police databases, which include intelligence sources. These checks demonstrate that the donors are not in any type of real or perceived conflict with the Service or the Board. These checks also demonstrate that accepting these donations would not impugn the reputation of the Service or the Board. This recommendation complies with Service Donation Policy 18-08 governing corporate community donations.

The Mounted Unit

The target for a healthy herd is 24 to 28 mounts; the current population is 24 with one horse set to retire in the near future. This donation will greatly improve the herd strength and also allow M.T.D.U. to take advantage of the current pricing before an expected increase takes effect. M.T.D.U. has historically paid approximately \$8,500 (plus tax) per horse and, as prices are rising, the unit is finding it increasingly difficult to source suitable animals in this price range.

This donation is expected to cover the cost of three new horses and related equipment to ensure the M.T.D.U is running at full capacity.

Donors:

The donors have indicated their motivation for this donation is a strong civic duty as well as their desire to support the Service in its ability to provide policing services in specialized units. The donations are being made by the following:

1. Mizrahi Inc. of Toronto - \$15,000 business donation
2. Maple Leafs Sports & Entertainment Ltd (MLSE) of Toronto - \$15,000 business donation
3. 2319251 Ontario Inc of Toronto - \$15,000 business donation

Conclusion:

These donations will help the Service meet its requirements to replace retiring horses that are no longer serviceable. It will also contribute to community building and community safety with the specialized functions that these horses provide.

The donation will not only be used to cover the base cost of the horses but will also be used to replace some related equipment that is aging.

Checks have been conducted and there is nothing to indicate that the donations should not be accepted. This recommendation is consistent with the Service Donation Policy 18-08 governing corporate community donations.

A copy of the donor declaration forms are attached as an appendix.

Acting Deputy Chief of Police Myron Demkiw, Specialized Operations Command, will be in attendance to answer any questions that the Board may have with respect to this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office



Toronto Police Service

40 College Street, Toronto, Ontario, Canada. M5G 2J3
(416) 808-2222 FAX (416) 808-8202
Website: www.TorontoPolice.on.ca



James Ramer
Chief of Police

File Number:

Donor's Declaration Form (To be signed at the time of donation)

I/We, MLSE, hereby solemnly declare that the donation and/or in-kind donation amount of and/or appraised amount of \$ 15,000, was donated to the City of Toronto (City) and Toronto Police Service (TPS) for community benefits which encompass projects, money, assets or activities that provide a public good.

The Donor acknowledges that all donations and/or in-kind donations, made to the City or the TPS meet the following criteria:

1. the donation must be given unconditionally and voluntarily without any expectation of benefit;
2. the donation cannot be used to influence the outcome of an outstanding approval, permit or license application or award of a procurement call; and
3. the City shall be notified in writing if they, their organization, or company are currently involved in a planning approval or procurement process with the City or one of its agencies.

The Donor acknowledges that the donation, information about the donation and this Donor's Declaration Form are subject to the Municipal Freedom of Information and Protection Act and may be disclosed in accordance with the Act.

_____ I/We or my/our organization have no outstanding approval, permit or licenses application or award of a procurement call with the City or the TPS.

OR

X _____ I/We or my/our organization do have one or more outstanding approval, permit or license application or award of a procurement call with the City or the TPS.

DATED at 1:12pm this 25 day of May, 2022. Signed: Nick Eaves Digitally signed by Nick Eaves
Date: 2022.05.25 13:14:07
+0400

Print Name of Donor & Donating Organization:

_____ MLSE _____ 50 Bay Street #500, Toronto
(Donor Name - Print) (Donating Organization) (Donor/Organization Address)

Are you a Registered Charity: Yes No (If Yes, Charity Registration Number: _____)

For Internal Use:			
Member receiving donation:	<u>Campoli, Steve</u> (Surname, G1 - Print)	<u>S/Sgt</u> (Title)	<u>7379</u> (Employee No.)
Signed:		Date:	<u>2022/05/25</u> (yyyy/mm/dd)
Unit Commander:	<u>D. BELANGER</u> (Surname, G1 - Print)	<u>Supt.</u> (Title)	<u>5072</u> (Employee No.)
Signed:		Date:	<u>2022.05.25</u> (yyyy/mm/dd)



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(416) 808-2222 FAX (416) 808-8202
Website: www.TorontoPolice.on.ca



Office of the Chief of Police

File Number:

Donor's Declaration Form

(To be signed at the time of donation)

I/We, Mizrahi Inc., hereby solemnly declare that the donation and/or in-kind donation amount of and/or appraised amount of \$ 15,000.00 was donated to the City of Toronto and Toronto Police Service for community benefits.

Currently, to the best of my knowledge, I/We and my/our organization do not have any outstanding approval, permit or license, including procurement decision, from the City or its agencies. I/We understand that community benefits encompass projects, money, assets or activities that provide a public good.

I/We declare that the donation amount is given to the City of Toronto and the Toronto Police Service unconditionally and voluntarily.

DATED at Toronto this 10th day of March, 2022.

Signed: [Signature] Date: 2022/03/10
(YYYY/MM/DD)

Print Name of Donor & Donating Organization:

Sam Mizrahi Mizrahi Inc.
(Donor Name - Print) (Donating Organization)

Member Receiving Donation: Campoli, Steve S/Sgt 7379
(Surname, G1 - Print) (Title) (Employee No.)

Signed: [Signature] Date: 2022/04/28
(YYYY/MM/DD)

Unit Commander: D. BELANGER Supt 5072
(Surname, G1 - Print) (Title) (Employee No.)

Signed: [Signature] Date: 2022.04.28
(YYYY/MM/DD)



Toronto Police Service

40 College Street, Toronto, Ontario, Canada. M5G 2J3
(416) 808-2222 FAX (416) 808-8202
Website: www.TorontoPolice.on.ca



Office of the Chief of Police

File Number:

Donor's Declaration Form

(To be signed at the time of donation)

I/We, 2319251 Ontario Inc., hereby solemnly declare that the donation and/or in-kind donation amount of and/or appraised amount of \$ \$15,000 was donated to the City of Toronto and Toronto Police Service for community benefits.

Currently, to the best of my knowledge, I/We and my/our organization do not have any outstanding approval, permit or license, including procurement decision, from the City or its agencies. I/We understand that community benefits encompass projects, money, assets or activities that provide a public good.

I/We declare that the donation amount is given to the City of Toronto and the Toronto Police Service unconditionally and voluntarily.

DATED at _____ this 22 day of April, 2022.

Signed: [Signature] Date: 2022/04/22
(YYYY/MM/DD)

Print Name of Donor & Donating Organization:

(Donor Name - Print) 2319251 Ontario Inc
(Donating Organization)

Member Receiving Donation: Campoli, Steve S/Sgt 7379
(Surname, G1 - Print) (Title) (Employee No.)

Signed: [Signature] Date: 2022/04/27
(YYYY/MM/DD)

Unit Commander: D. BELANGER Supt. 5072
(Surname, G1 - Print) (Title) (Employee No.)

Signed: [Signature] Date: 2022.04.28
(YYYY/MM/DD)



Toronto Police Services Board Report

May 25, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Vendor Pre-qualification for Records Management System

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) approve Niche Technologies as a pre-qualified vendor for the potential provision of a Records Management System (R.M.S.) for a period of three years commencing upon approval of the Board, and with no financial or other obligations on the part of the Board.

Financial Implications:

There are no immediate financial implications or financial obligations resulting from the Board's approval of the pre-qualified vendor.

The Toronto Police Service's (Service) capital program does not include any funding for a new R.M.S. Accordingly, subject to the Board's approval to move forward with the sole pre-qualified vendor, a business case will be developed for the project and incorporated into the Service's 2023-2032 capital budget request for consideration by the Board.

Background / Purpose:

The Service's R.M.S. is a critical business system that touches many parts of the organization.

After a review of the Service's information and technology capabilities, including an assessment of the ability of the current R.M.S. to match up against the Service's evolving needs and goals of digital transformation, it was determined that an exploration of the status quo versus alternatives was required, and in the best interests of the Service. The objective of this process was to find a solution that would reduce the administrative burden on officers, improve the flow of information through the organization, increase interaction with and openness to the public, and streamline processes to enhance organizational agility and security.

To facilitate this objective, the Service recently issued a Request for Pre-Qualification (R.F.P.Q.) to pre-qualify vendors for the provision of a new R.M.S.

The purpose of this report is to advise the Board of the results of the R.F.P.Q., obtain approval for the pre-qualification of a vendor for the provision of a new R.M.S., and outline next steps.

Discussion:

R.F.P.Q. # 2021-05 was issued on MERX by the Service's Purchasing Services Unit on November 15, 2021, and closed on December 10, 2021. The objective of the R.F.P.Q. was to pre-qualify vendor(s) for the provision of a new R.M.S. All pre-qualified proponents would be eligible to participate in a possible subsequent Request for Proposal (R.F.P.) competition. This window would be open for a period of up to 36 months.

If only one vendor pre-qualified through the R.F.P.Q. process, then the Service, at its sole discretion and without any obligation or commitment, could commence negotiations with that vendor, again within the 36-month window.

The Service received five responses to the R.F.P.Q. from:

- Versaterm
- Niche
- Mark43
- Motorola
- Axon

Evaluation Process:

The evaluation process involved four stages. The purpose and outcome at each stage are summarized below.

Stage 1 of the process was a review to assess compliance with the mandatory requirements listed in the R.F.P.Q. and was evaluated using a pass/fail grading. Each proponent was evaluated on:

- whether the product has the functionality/capability as stated in the mandatory requirements;
- whether each mandatory function/capability is currently installed and used by a policing agency larger than 2,000 officers; and
- whether each mandatory function/capability has an 'in-production' release date earlier than the R.F.P.Q. publish date.

Stage 1 Outcome:

Two proponents, Versaterm and Niche passed Stage 1 and moved on to Stage 2.

Stage 2 required that proponents demonstrate their product, including an in-depth demonstration of the mandatory requirements, an overview of the proponent's proposed project approach should they eventually be selected to provide a new R.M.S., and a product road map.

Stage 2 Outcome:

- Versaterm and Niche presented their R.M.S. solution to the evaluation team, which was comprised of nine evaluators from the Service's Information Technology Services (I.T.S.) pillar and other Service business units.
- Following an evaluator consensus meeting, the evaluation team concluded that Versaterm did not pass this stage as it did not demonstrate 12 of the mandatory functionalities/capabilities identified in the R.F.P.Q.
- Niche met all of the mandatory functionalities/capabilities and proceeded to Stage 3

Stage 3 required reference checks of the solution to validate functionality/capability.

- Two Service's Senior Officers from I.T.S. performed the reference checks with four policing agencies currently using Niche's R.M.S.

Stage 3 Outcome:

Based on the results of the reference checks, Niche passed this stage and moved to Stage 4.

Stage 4, subject to Board approval to move forward, is the final stage of the R.F.P.Q. process and involves a discussion with the remaining proponent on the solution costs, including acquisition, implementation, operating, etc. The purpose of this stage is to assist the Service in the creation of a business case for the project, for inclusion in the Service's 2023-2032 capital program request.

Next Steps:

The vendors who responded to the R.F.P.Q will be notified of the results and a notice will be posted on MERX.

Meetings and discussions will commence with Niche to firm up broader system functionalities, capabilities and requirements, and identify the estimated costs, both one-time and on-going, to acquire, implement and operate the system.

Based on information that comes out of those discussions, a business case will be developed for the project.

Assuming moving forward with the project is still viable, value-added and beneficial to the Service's operations and provision of efficient and effective public safety services,

the project will then be included in the Service's 2023 operating and/or capital budgets, for consideration by the Board.

It is important to note that as per the terms of the R.F.P.Q., pre-qualification does not include a commitment on the part of the Service to select, acquire, purchase or negotiate a contract or proceed with an R.F.P., or award a contract in whole or part.

Fairness Monitor:

The Service has engaged a fairness monitor to review the procurement process to ensure it was fair, open and transparent. Once the fairness monitor has completed its review, the Board will be advised if any issues are identified.

Conclusion:

This report outlines the results of the Service's recent R.F.P.Q. for a R.M.S., and proposed next steps in the process, and is requesting approval from the Board to pre-qualify Niche for the potential provision of a new R.M.S.

Mr. Colin Stairs, Chief Information Officer and Mr. Tony Veneziano, Chief Administrative Officer will be in attendance to answer any questions from the Board.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office



Toronto Police Services Board Report

May 26, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Contract Award to General Auto Parts for Miscellaneous Automotive Parts and Supplies

Recommendation:

It is recommended that the Toronto Police Services Board (Board):

1. approve a contract award to General Auto Parts for miscellaneous automotive parts and supplies for a two-year term from July 1, 2022 to June 30, 2024, with the option to extend for an additional two one-year periods, at an estimated cost of for \$2.4 Million (M), excluding taxes, over the four-year period;
2. authorize the Chair to execute all required agreements and related documents on behalf of the Board, subject to approval by the City Solicitor as to form; and
3. authorize the Chief of Police to exercise the two additional one-year option periods, subject to continuing business need, budget availability, and satisfactory performance by the vendor.

Financial Implications:

The average estimated annual spend for miscellaneous automotive parts and supplies is \$0.6M (excluding taxes). The funding for this requirement is included in the Toronto Police Service's (Service) approved 2022 operating budget. The approximate total value of the award over the term of the contract, including the two one-year extensions, is \$2.4M. Funds will be included in future operating budget requests for this purpose.

Background / Purpose:

The purpose of this report is to request the Board's approval of a contract award for the provision of miscellaneous automotive parts and supplies required by the Service's Fleet and Materials Management unit, to ensure Service vehicles are properly maintained and repaired in a timely fashion.

Discussion:

The Service's Purchasing Services unit issued a Request for Quotation (R.F.Q.) # 1500742-22 for the supply and delivery of miscellaneous automotive parts on MERX on April 8, 2022 – the R.F.Q. closed on May 11, 2022. Out of the 15 suppliers that downloaded the R.F.Q. from MERX, two bids were received from the following bidders:

- East Court Ford Lincoln; and
- General Auto Parts.

The bid from East Court Ford Lincoln was disqualified because it did not include pricing for the two options years, which was a mandatory requirement of the R.F.Q.

The 13 other suppliers that downloaded the R.F.Q. from MERX were contacted to ask why they did not submit a bid. At time of submission of this Board report responses had been received from six of the 13 suppliers. The reasons provided for not submitting a bid were as follows:

- Some bidders could not quote / did not supply all parts listed in the R.F.Q., which was a requirement of the R.F.Q.;
- Some bidders were not able to complete the bid in the allotted time, and decided not to request for an extension given the stated inquiries/addendum deadline; and
- Some bidders did not supply aftermarket parts, which was a requirement of the R.F.Q., but rather only Original Equipment Manufacturer (O.E.M.) parts.

The R.F.Q. requested bidders to provide pricing over the four-year period of the contract, including option periods, for the top 250 auto parts used by the Service based on expenditure records for 2020 and 2021. The bid from General Auto Parts for the "basket of parts" used by the Service was approximately \$1.04M over the four-year period.

The submission was reviewed by members of the Fleet unit, and it was determined that General Auto Parts was the compliant bidder meeting all specifications.

Conclusion:

It is therefore recommended that the Board approve a contract award to General Auto Parts for miscellaneous automotive parts and supplies for a two-year term from July 1, 2022 to June 30, 2024, with the option to extend for an additional two one-year periods, at an estimated cost of for \$2.4 million (M) excluding taxes over the four-year period.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office



Toronto Police Services Board Report

April 05, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

**Subject: Annual Report: 2021 Activities and Expenditures of
Community Consultative Groups**

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive this report.

Financial Implications:

A total of \$30,000 was allocated to the Community Consultative Groups from the Board's Special Fund during 2021 (as outlined in Table 1). Unspent funds totalling \$8,837.21, as outlined in the Appendix A, have been returned to the Board's Special Fund.

Upon receipt of the Community Consultative Process Annual Report, each committee will receive \$1,000 in 2022, with the exception of the Chief's Youth Advisory Committee which will receive \$2,000. This will result in the Board's Special Fund being reduced by \$30,000.

Background/Purpose:

In accordance with the Board's Community Consultative Groups Policy, and provisions set out in the Special Fund Policy, each consultative group will receive \$1,000 in annual funding from the Board's Special Fund, following the receipt of an annual report from each consultative group detailing the activities and expenditures from the previous year.

The purpose of this report is to provide the Board with an annual review of the activities and accounting of the Community Consultative Groups during the period of January 1, 2021, to December 31, 2021.

Community Consultative Process:

The Mission Statement of the Toronto Police Service Consultative Committee processes is:

“To create meaningful partnerships through trust, understanding, shared knowledge and effective community mobilization to maintain safety and security in our communities.”

Community Consultative Groups include the following:

- Community Police Liaison Committees (C.P.L.C.);
- Community Consultative Committees (C.C.C.);
- Chief’s Advisory Council (C.A.C.); and
- Chief’s Youth Advisory Committee (C.Y.A.C.).

The community consultative process is not meant to provide another level of police oversight but rather to establish a process that affords opportunities for enhanced community safety involving community based activities and leadership, the mutual exchange of information and the development of joint problem solving initiatives.

Community Consultative Groups are governed by the Toronto Police Service’s Community Consultation and Volunteer Manual which sets out expectations and standardized mandated activities. Some of those requirements are as follows:

- Meet at least four times per year;
- Set goals and objectives consistent with Service priorities at the beginning of each calendar year;
- Hold one town hall forum jointly with police annually;
- Implement one value-added community-police project per year consistent with Service priorities;
- Participate in the annual Community Police Consultative (C.P.C.) Conference for Consultative members;
- Keep minutes of all meetings;
- Prepare a financial statement for the Committee Executive when requested; and
- Complete a year-end Activity and Annual Performance Evaluation Report.

Community Police Liaison Committees (C.P.L.C.):

A Community Police Liaison Committee is mandated and established in each of the sixteen policing divisions.

The purpose of the C.P.L.C. is to provide advice and assistance to the local Unit Commander on matters of concern to the local community, including crime and quality of life issues. The C.P.L.C. is also consulted as part of the divisional crime management process established by Service Procedure 04-18 entitled “Crime and Disorder Management,” a process which includes assisting the local Unit Commander in establishing annual priorities.

The composition of each C.P.L.C. differs across the city, as each Unit Commander is required to establish a committee that reflects the unique and diverse population served by a particular policing division. C.P.L.C. participants include representation from various racial, cultural or linguistic communities, social agencies, businesses, schools, places of worship, local youth and senior groups, marginalized communities, and other interested entities within the local community. Each C.P.L.C. is co-chaired by a Senior Officer and a community member.

Community Consultative Committees (C.C.C.):

A Community Consultative Committee is meant to serve and represent specific communities throughout the city. The membership is drawn from various organizations within each of these communities, and serves as a voice on wider policing issues such as cultural awareness, recruiting, training, community engagement and crime prevention initiatives and strategies. C.C.C.s promote harmony, dialogue and understanding between the Service and the communities they serve.

The Service currently maintains a C.C.C. for the following communities:

- Aboriginal;
- Asia Pacific;
- Black;
- Chinese;
- French;
- Lesbian, Gay, Bisexual, Trans, Queer, Two-Spirited (L.G.B.T.Q.2.S.+);
- Muslim;
- Persons with Disabilities;
- Seniors; and
- South and West Asian.

Each C.C.C. is co-chaired by a Senior Officer/Civilian Toronto Police member and a community member.

Chief's Advisory Council (C.A.C.) and Chief's Youth Advisory Committee (C.Y.A.C.):

The Service operates a third level of consultation at the Chief of Police level. The C.A.C. and the C.Y.A.C. exist to provide a voice for various community representatives, from businesses to social agencies, spanning the various diverse communities as well as youth, on a wide variety of issues.

Reporting:

Each Community Consultative Group is required to include a year-end report and accounting for expenditures made from the Board's funding received during the year. The funds are generally used for crime prevention initiatives, community outreach, community events, 'value-added' community projects and administrative meetings.

Expenditures have been recorded and verified within the Systems Application and Products in Data Processing (S.A.P.) accounting software used by the Service, with additional verification done at the unit level as well as by the Service's Finance and Business Management unit.

Similar to 2020, this year, Community Consultative Groups were again faced with a unique situation from the COVID-19 Pandemic as substantial restrictions were enforced to protect everyone's health and safety. These restrictions have prevented our Community Consultative groups from fully utilizing their funding as they have in previous years. Despite the impact of the virus, our community members still pushed forward to do well within their respective communities, and have shown that they are resilient and helpful in times of crisis.

The Community Partnerships and Engagement Unit successfully hosted its annual Community Police Conference via webinar. Consultative Groups continued to hold their meetings virtually keeping communities informed and educated.

They continue to contribute their efforts in providing resources within their communities.

2021 Funding Allocation:

A total of \$30,000 was allocated to the Community Consultative Groups from the Board Special Fund during 2021 as outlined in Table 1:

Table 1- 2021 Funding Allocation

	Committee	Amount
1	Aboriginal Community Consultative Committee	\$1,000.00
2	Asia Pacific Community Consultative Committee	\$1,000.00
3	Black Community Consultative Committee	\$1,000.00
4	Chief's Advisory Counsel	\$1,000.00
5	Chief's Youth Advisory Committee	\$2,000.00
6	Chinese Community Consultative Committee	\$1,000.00
7	French Community Consultative Committee	\$1,000.00
8	L.G.B.T.Q.2+. Community Consultative Committee	\$1,000.00
9	Muslim Community Consultative Committee	\$1,000.00
10	Persons with Disabilities Community Consultative Committee	\$1,000.00
11	Seniors Community Consultative Committee	\$1,000.00
12	South and West Asian Community Consultative Committee	\$1,000.00
13	11 Division Community Policing Liaison Committee	\$1,000.00
14	12 Division Community Policing Liaison Committee	\$1,000.00
15	13 Division Community Policing Liaison Committee	\$1,000.00
16	14 Division Community Policing Liaison Committee	\$1,000.00
17	22 Division Community Policing Liaison Committee	\$1,000.00

18	23 Division Community Policing Liaison Committee	\$1,000.00
19	31 Division Community Policing Liaison Committee	\$1,000.00
20	32 Division Community Policing Liaison Committee	\$1,000.00
21	33 Division Community Policing Liaison Committee	\$1,000.00
22	41 Division Community Policing Liaison Committee	\$1,000.00
23	42 Division Community Policing Liaison Committee	\$1,000.00
24	43 Division Community Policing Liaison Committee	\$1,000.00
25	51 Division Community Policing Liaison Committee	\$1,000.00
26	52 Division Community Policing Liaison Committee	\$1,000.00
27	53 Division Community Policing Liaison Committee	\$1,000.00
28	55 Division North Community Policing Liaison Committee (formerly 54 Division)	\$1,000.00
29	55 Division South Community Policing Liaison Committee (formerly 55 Division)	\$1,000.00
Grand Total:		\$30,000.00

Appendix “A” attached to this report provides a summary of activities and expenditures for each of the consultative groups in 2021. The total expenditure was \$21,258.96 of which \$96.17 was over the allocated budget amount. Committees that have exceeded the allotted budget are responsible for covering any surplus. As a result, the adjusted expenditure was \$21,162.79 and \$8,837.21 has been returned to the Board’s Special Fund.

Conclusion:

The Service remains committed to an effective and constructive Community Consultative Program with community stakeholders in an atmosphere based on mutual trust, respect and understanding. The current Community Consultative Process, sustained financially through the Board’s Special Fund, is one method utilized by the Service to advance the goal of an empowered community.

Constructive partnerships and positive outcomes that occur as a result of community-police interaction remain the cornerstone of a successful police service, leading to a safer community and meeting the following goals of the Service:

- Be where the public needs the Service the most
- Embrace partnerships to create safe communities
- Focus on the complex needs of a large city

Acting Deputy Chief Kim Yeandle, Community Safety Command, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office

APPENDIX A

COMMITTEE	11 Division Community Police Liaison Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	A/Superintendent Tim Crone and Inspector Joyce Schertzer (T.P.S. Co-Chairs) Deborah Wilson (Civilian Co-Chair)	
NUMBER OF MEETINGS	7 (Virtual)	
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)	
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> Expand participation in C.P.L.C. with a focus on participation from the three neighbourhoods that have Neighbourhood Community Officers. More awareness for the public to utilize the T.P.S. citizen online reporting tool. Improve communication tools - looking into creating and implementing digital communication tools. 	
INITIATIVES	<ul style="list-style-type: none"> Cram the Cruiser – Back to School Supplies to be donated by community to support local youth. Purpose is to fill the scout car with items. 	
CRIME MANAGEMENT PROCESS	<ul style="list-style-type: none"> C.P.L.C. members regularly advised of crime trends and year to year statistics by Crime Analyst. C.P.L.C. promotes community policing and partnerships with 11 Division officers. C.P.L.C. meetings held via WebEx due to COVID-19. 	
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown		Quantity
Amount		
Funds donated to The RedWood Shelter – Donation will be used towards “Fill the Fridge” – assisting families moving out of the shelter with a month of groceries.	N/A	\$600.00
Total Expenditures		\$600.00
Amount to be returned		\$400.00
COMMITTEE	12 Division Community Police Liaison Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	Superintendent Ron Taverner and Inspector Jim Gotell (T.P.S. Co-Chairs)	

	Barbara Spyropoulos (Civilian Co-Chair)
NUMBER OF MEETINGS	11 (Virtual)
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)
GOALS AND OBJECTIVES	Unity: Where we all work together to create a community in which it is safe to work, live, and play.
INITIATIVES	<ul style="list-style-type: none"> • Crime prevention postings during meetings, by email, and on Facebook. • Frequent presentations at C.P.L.C. meetings by different units of T.P.S.. • The Unity Project: spearheaded by Spice Isle Association. First outreach: food drive for Weston King Neighbourhood Center and Falstaff. • Strong partnership with our Neighbourhood Officers. • Assisted with developing 12 Division's F.O.C.U.S. table. • Assisted #Engage416 with respect to contacts, local information, and resources for clients. • The Unity Project: spearheaded by Spice Isle Association. Second outreach: food drive expanded to Syme Woolner. • Support for Indigenous Park Project. • Participation in the Ice Cream Party @ Pink Alley. • Assisted and participated in Weston Youth POPS including a cooking competition. • Promoted the collection of hockey equipment for First Nations led by PC Alfonso Carter. • Distribution of arts supply donation to local agencies who deal with children. • Partnered with the T.T.C.-led toy drive, food drive, and coat drive. • Partnered with Auxiliary officers for food drives late in the year. • Partnered with Weston King Neighbourhood Centre (WKNC) to distribute food to people in need. • Donated gloves to WKNC for people in need. • Donated food to the volunteers for Christmas dinner for the single persons at the Mainstay supportive housing complex. • Organized gifts and food for families in need identified by Neighbourhood Officers and the #Engage 411 team. • Participated in Weston Winterfest. • Provided children's gifts for Spice Isle Association Christmas. • Kept everyone connected throughout this difficult year.
CRIME MANAGEMENT PROCESS	Monthly updates at C.P.L.C. meetings
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)	

Itemized Breakdown		Quantity	Amount
Storage Unit rental		1	\$13.56
Reusable grocery bags for food distribution by N.C.O.'s and WKNC		2	\$112.89
Coat Drive donation to T.T.C.		1	\$200.00
Gloves for WKNC		1	\$255.37
Food, gift cards, gifts for singles dinner, N.C.O. and #Engage416 families and Spice Isle children		6	\$417.70
Total Expenditures			\$999.52
Amount to be returned			\$0.48
COMMITTEE	13 Division Community Police Liaison Committee (C.P.L.C.)		
EXECUTIVE MEMBERSHIP	A/Superintendent Susan Gomes and Inspector Darren Alldrit (T.P.S. Co-Chairs) Andrew Kirsch (Civilian Co-Chair)		
NUMBER OF MEETINGS	5 (Virtual)		
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)		
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> Enhance safety throughout our community. Establish and maintain a meaningful community-police partnership. Be proactive in community relations, crime prevention, and communicating initiatives. Work together in identifying, prioritizing and problem solving local issues. Create and continue on-going partnerships with youth in our community, keeping them engaged and supported. 		
INITIATIVES	<ul style="list-style-type: none"> Accessible Camera Database (in planning phase) Transparency through a new C.P.L.C. website 		
CRIME MANAGEMENT PROCESS	<ul style="list-style-type: none"> C.P.L.C. regularly advised of crime trends. C.P.L.C. regularly advised of traffic trends, complaints and consulted for traffic strategies. Meetings follow a crime management meeting style, with slide decks. 		
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)			
Itemized Breakdown		Quantity	Amount
C.P.L.C. Branded Canopy (Community Initiative Equipment)		1	\$1,000.00
Total Expenditures			\$1,000.00
Amount to be returned			\$0.00
COMMITTEE	14 Division Community Police Liaison Committee (C.P.L.C.)		
EXECUTIVE MEMBERSHIP	Supt. Domenic Sinopoli and Inspector Tyrone Hilton (T.P.S. Co-Chairs)		

	Co-Chairs - Hans Bathija & Randall Kerr,(Civilian Co – Chairs)		
NUMBER OF MEETINGS	5 (Virtual)		
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)		
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> • Promotes healthy strong working relationships with various B.I.A.'s, Community Partners and Resident Associations. • Engages dialogue on various police issues and provides safety tips. • Sets goals, objectives and target dates • Support at risk youth in identified neighbourhoods (AP, Parkdale & Kensington) with Engage416 (Gun & Gang Task Force). • Increased traffic enforcement to reduce traffic-related deaths & injuries as part of Vision Zero. • Provide support for Respite Centres and those who reside/regularly visit them & encampments. • Proactive involvement in Community Events. • 14 Division C.P.L.C. Scholarship Fundraising. 		
INITIATIVES	<ul style="list-style-type: none"> • Improve awareness of Crime Prevention Initiatives. • Marketing and Promoting 14 Division Youth Scholarship Fundraising Initiatives on behalf of the sub-committee. • Raising Funds through various venues, i.e. BIA Donations. • Reaching out to school principals to market scholarship to schools with some assistance of CRU/N.C.O. Officers. • Revitalization of Alexandra Park Community Centre through covering up offensive tagging. 		
CRIME MANAGEMENT PROCESS	<ul style="list-style-type: none"> • C.P.L.C. members regularly advised of crime trends and year to year statistics by Crime Prevention Officer, PC Gordon Reid, on how to obtain their own statistics via the online T.P.S. Public Safety Portal. • Assistance is provided on an as needed basis for more specific time lines. • C.P.L.C. promotes community policing and partnerships with 14 Division Officers. • 		
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)			
	Itemized Breakdown	Quantity	Amount
	Paint Brush Expenses (Revitalization of Alexandra Park Community Centre Grounds)	2 Gallons Paint & 2 Paint brushes	\$132.00
	Whistles/Flashlight combination pack – for community engagement at events	100	\$723.00
	Total Expenditures		\$855.00
	Amount to be returned		\$145.00
COMMITTEE	22 Division Community Police Liaison Committee (C.P.L.C.)		

EXECUTIVE MEMBERSHIP	A/Superintendent Tim Crone (T.P.S. Co-Chair) Marlene Cater (Civilian Co-Chair)
NUMBER OF MEETINGS	4 – Full member and 3, Executive members only. All meetings conducted through WebEx and Zoom.
NUMBER OF TOWN HALL MEETINGS	2 – “Keep Yourself Safe” – Cyber safety seminar and “Garnett Janes C.C.T.V. Proposal & New Toronto Community Safety Concerns”. Meetings were virtual
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> • To build strong partnerships between 22 Division Officers (Neighbourhood Officers/CRU/SET/CPO) and C.P.L.C. area representatives. • To maintain communication with all members so they can keep their community informed. • To participate in community events to foster strong community-police partnerships.
INITIATIVES	<ul style="list-style-type: none"> • At the request of Sgt. Jongdong, the Executive team met with him virtually to discuss the expansion of the Neighbourhood Officers program within 22 Division. The Executive team suggested that he work with three specific C.P.L.C. members to receive feedback on how the program is currently working for the two areas supported by the N.C.O. team. • “Keep Yourself Safe” Cyber Security Town Hall virtual meeting organized by C.P.L.C. member Sylvia Kwan. • C.P.L.C. members on site to support N.C.O.’s with Bicycle Rodeo – Mabelle Community. The Executive team worked with the N.C.O. team to design and get labels printed for application on water bottles to be given to participants. • C.P.L.C. members on site, morning and afternoon shifts, to support N.C.O.’s with Bicycle Rodeo events at East Mall and West Mall. • C.P.L.C. members Angela Thomas and Deqa Nur participated in the Equity, Inclusion, and Human Rights unit’s WebEx Member Engagement session to provide their thoughts on promoting equity and inclusion within T.P.S. and communities. • C.P.L.C. Executive members in attendance to support N.C.O. “Movie Night” initiative in the Mabelle community. Introductions were given and there was discussion between community members, N.C.O. and TCH staff throughout the night. • C.P.L.C. Executive members in attendance to support N.C.O. “Movie Night” initiative in the East Mall community.

	<ul style="list-style-type: none"> • C.P.L.C. Executive and members participated in the virtual Annual Community Police Consultative (CPC) Conference. • C.P.L.C. members participated in the 22 Division T.P.S./T.T.C. “Stuff the Bus” Toy Drive. The C.P.L.C. contributed \$1, 035.74 towards the purchase of toys, which members selected themselves, for this great event. \$535.74 came from its T.P.S. Funding and \$500 came from the TD Bank Small Business Group after the C.P.L.C. solicited support from them. The team was able to get Toys R us to provide a 15% discount. The additional monies from the discount were used to purchase additional toys. Our Treasurer, working with Sgt. Laramy, expanded this year’s Toy Drive to also include a Food Drive initiative for the Daily Bread Food Bank which resulted in the collection of almost 4 Police vans full of food being delivered to Daily Bread. 	
CRIME MANAGEMENT PROCESS	<ul style="list-style-type: none"> • T.P.S. News Releases communicated to 22 Division Neighbourhoods through the Nextdoor platform. Platform now includes well over 11,000 residents. • Subsequent emails sent to members through 22 Division Neighbourhood Watch groups such as Markland Watch & South Etobicoke Watch. • Virtual meetings and webinars were held throughout the year with C.P.L.C. members, T.P.S. members and Community members. 	
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount
Ionos – Website fee	1	\$24.00
Ionos – Monthly Email service fees @ \$2/month	8	\$16.00
500 Vinyl stickers for N.C.O. & C.P.L.C. use	1	\$237.20
Costco Gift Card for Sgt. Laramy’s Women’s Shelter Support initiative	1	\$200.00
ToysRUs – Toys purchased for T.T.C./22Div. Stuff the Bus Event	Numerous	\$535.74
Total Expenditures		\$1,012.94
Amount to be returned		\$0.00
COMMITTEE	23 Division Community Police Liaison Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	Superintendent Ron Taverner and Inspector Kelly Skinner (T.P.S. Co-Chairs) Donata Calitri-Bellus (Civilian Co-Chair)	
NUMBER OF MEETINGS	7 (Virtual)	
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)	

GOALS AND OBJECTIVES	<p>Goals: The Committee's efforts are aimed to enhance quality of life for residents, support ongoing efforts to provide effective outreach, build trust in the community and work in concert with other social agencies to provide services within the communities of 23 Division.</p> <p>Objectives:</p> <ul style="list-style-type: none"> • Increase traffic enforcement to support Vision Zero • Crime prevention • Reduce gun violence • Assist and refer those in need to the appropriate agencies • Community outreach 	
INITIATIVES	<ul style="list-style-type: none"> • Cram-a-Cruiser Holiday Food Drives (4 Events) <ul style="list-style-type: none"> ○ Nov 27th, Dec 4th, Dec 11th and Dec 18th ○ Food was collected at local grocery stores and distributed to various food banks, shelters and community centres throughout the division. 	
CRIME MANAGEMENT PROCESS	<p>Crime management is a standing item at every C.P.L.C. meeting. A T.P.S. representative, often the C.P.O., will lead a discussion on current crime trends in the division in order to facilitate awareness and develop community mobilization strategies. C.P.L.C. members are entrenched and engaged with their local communities and will bring their crime-related concerns forward during C.P.L.C. meetings. T.P.S. representatives and C.P.L.C. members will collaboratively develop and implement crime prevention strategies that target high-crime areas and pertinent issues.</p>	
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount
Web Hosting (for D23 C.P.L.C. website)	1	\$120.00
Domain Name (for D23 C.P.L.C. website)	1	\$45.19
Canned Food Items (contributed at our Cram-a-Cruiser event)	1	\$237.58
Toys (donated to MP Kristy Duncan's Office)	1	\$597.23
Total Expenditures		\$1,000.00
Amount to be returned		0.00
COMMITTEE	31 Division Community Police Liaison Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	Superintendent Ron Khan and Inspector Keith Smith (T.P.S. Co-Chair) Mark Tenaglia (Civilian Co-Chair)	
NUMBER OF MEETINGS	C.P.L.C. General Community Meetings (Virtual): 5 C.P.L.C./Community Organization/Agency Meetings (online and in-person): 65 C.P.L.C. Executive Meetings: 7	

NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> • Establish and support inclusive representation on the 31 Division C.P.L.C. • Assist police with crime prevention education. • Participate in community events to strengthen existing relationships and develop new community relationships; conduct presentations, host community safety meetings and the divisional Open House. • Address issues faced by youth and offer support; expand the 31 Division Bursary Program. • Educate on issues like fraud, abuse, scams, and traffic safety. • Improve the use of social and traditional media. • Expand our Laptops for Learning Program. • Continue our Women’s Life Group Mentorship Program. • Work with 31 Division Neighbourhood Community Officers to develop a Men’s Mentorship Program – Men of Valour. • Make Your Future – Activities are currently on hold due to COVID. • Tastes and Sounds of Jane and Finch – Activities are currently on hold due to COVID.
INITIATIVES	<ul style="list-style-type: none"> • Liaise with PC Isabelle Cotton, Community Partnerships and Engagement Unit, and Black Community Consultative Committee (B.C.C.C.) regarding youth engagement programs. • Create program partnership with Junior Achievement and the 31 Division C.P.L.C. • Work with B.C.C.C. and Toronto Black Farmers to plan events and programs for 2021. • Food Hamper Initiative – Delivered food hampers throughout 31 Division along with the Neighbourhood Community Officers. • Attend Shoreham Court with Neighbourhood Community Officer PC Mike Bottero and distribute turkeys to the community. • Meeting at Carmine Stefano Community Centre, 3100 Weston Road, with members of 12 Division C.P.L.C., 31 Division officers and the T.P.S. Board Chair, for a tour of Weston Road areas in relation to indigenous history. • Attend Sheppard and Jane area for door knocking, and distribution of door knockers, to invite residents to the C.P.L.C. General Community Meeting (virtual). • Attend multiple locations in 31 Division throughout the year to meet and distribute laptops to community members as part of the Laptops for Learning Initiative. • Participate in the Yusuf’s Day of Hope Organization by attending the Taric Islamic Centre at 99 Beverly Hills Drive. • Participate in the backpack and school supply distribution for 31 Division/C.P.L.C. Back to School Event by attending Greenwin apartment at 160 Chalkfarm Drive, Jane and Finch Boys and Girls Club. • Attend #Engage416 community meeting about the effects of social media in relation to gang recruitment and human trafficking.

- Participate in 31 Division meeting involving Neighbourhood Community Officers, Toronto Community Housing, and members of Midaynta Community Services.
- Host online meeting with C.P.L.C. and Co-Chairs of Community Consultative Committees (C.C.C.) for discussion on collaboration and best practices; a C.P.L.C./C.C.C. survey form, created by Civilian Co-Chair Mark Tenaglia, was available for attendees to complete for the purpose of sharing information about yearly activities - a positive way to engage, promote discussion and awareness amongst all C.P.L.C./C.C.C. groups.
- Provide support and food to a family who had lost their mother to a homicide on Niska Road.
- Participate in the Humber Summit Community Meeting where there were discussions about the Toronto Police Service's Public Safety Portal and associated social media risk factors.
- Attend MVR Cash and Carry, Food Distributor Service at 3655 Weston Road with Greenwin Corporation; accept and distribute food to the 31 Division community with the Neighbourhood Community Officers.
- Attend Regent Park Community Centre, 402 Shuter Street, and participate in #Engage416 community meeting to discuss gun violence.
- Participate in the Christmas Toy Drive with the Rama Foundation at Warehouse Event Venue, 35 Carl Hill Road.
- Participate in "Kitchen 24 Blitz for Christmas" at Kitchen 24, 100 Marmora Street, by assisting in meal preparation and distribution of meals within the community.

DETAILS OF INITIATIVES

- **31 DIVISION WEBSITE** – The maintenance and updating of the **31 Division Website** www.31division.ca to ensure constant communication with our community. There were 6,939 site visits and 13,216 page views to our website from December 31, 2020, to January 1, 2021. Site developed and maintained by our Civilian C.P.L.C. Co-Chair Mark Tenaglia.
- **LAPTOPS FOR LEARNING** – The **Laptops for Learning Initiative** was created out of the principle that no child should fall behind on his/her education because of a lack of resources. Through the program, laptops, donated by Greenwin Corporation and our community partners, were given to local students facing challenges with remote learning due to inadequate access to technology. See www.31division.ca/laptops-for-learning for more information.
- **WOMEN'S LIFE GROUP** – The **Women's Life Group Initiative** is a 10-week program created specifically for young women in 31 Division as a safe place to have open discussions about life issues and for mentorship.
- **GET TO KNOW YOUR N.C.O.'s (DOOR-HANGERS)** – The **Get to Know Your N.C.O.'s Initiative** was designed to bring greater awareness to the 31 Division Neighbourhood Community Officers. Our C.P.L.C. Co-Chair designed and printed door-hangers with

information about our N.C.O. Program, with a QR Code for easy accessibility. Once scanned, the user is directed to <http://www.31division.ca/N.C.O.'s> where one can view more details about our N.C.O.'s. The C.P.L.C. printed 7,500 door-hangers, which our N.C.O.'s handed out to the community on a regular basis throughout the year, and at community events. The initiative/program was successful as traffic to the website increased.

- **C.P.L.C./COMMUNITY COMMUNICATION PILOT** – The ***C.P.L.C./Community Communication Pilot Initiative*** was implemented for the C.P.L.C. General Community Meeting scheduled for Wednesday, May 19, 2021. Door-hangers and posters were created and utilized to inform the community about our community meeting. This was a test to see how best to have a greater reach in our division. The posters and door-hangers were designed with a QR Code, which drove the user to www.31division.ca to access the meeting invitation details. Our C.P.L.C. and Neighbourhood Community Officers engaged the community by knocking on doors and introducing themselves to build positive relationships. The pilot was successful. We had new residents attend the C.P.L.C. General Community Meeting on Wednesday, May 19, 2021, and overall traffic to our website increased.
- **OUTDOOR SAFE PLAY INITIATIVE** – Of the many successes we have had over the course of 2021, one of the biggest was the ***Outdoor Safe Play Initiative***. Throughout the summer, Neighbourhood Community Officers and members of the C.P.L.C. attend both Shoreham Park and the Grandravine Community Centre, where children and parents gather outside, enjoying outdoor play. There would be barbecues, socializing, and giveaways, all to encourage community-building. The goals are three-fold, namely: i) To encourage unity within the 31 Division neighbourhoods by getting officers into the communities, allowing them to make connections and develop relationships through communication and conduct basic follow-ups to non-investigative radio calls. This helps to initiate contact which helps create an environment where trust can gradually be established over time. ii) To encourage dialogue amongst the community to build trusting relationships; the pandemic and gun violence has created isolation, fear and distrust within our communities, with mothers reporting to our officers that the community does not fear the police, but rather they fear how their community will react if they are seen talking to the police. It is important to bring the community together to develop trust amongst themselves so they can rely, and have confidence, in each other. iii) To increase the visibility of the police; Safe Play resulted in the high visibility of police officers on a *consistent* basis to children and families, and also to those individuals involved in gang culture/violence. The officers could be seen helping families, emitting positivity, not just to those receiving the help, but potentially to those observing. The consistency also assisted officers in getting to know the families living in the neighbourhood should any youth get involved in crime or fall victim to recruitment into gangs in the future.

	<ul style="list-style-type: none"> • SUMMARY – In 2021, our officers and our C.P.L.C. members have focused on working and participating with their community partners and stakeholders – Toronto Community Housing, Black Community Consultative Committee, Junior Achievement, Greenwin Corporation, Toronto Black Farmers, City Councillors, Kitchen 24, No Frills, MVR Food Distribution, to name a few. These invaluable relationships assist us in providing the proper resources and supports for people in need, whether it be FOCUS, Safe T.O. or gang exit strategies like #Engage416. Overall, an outstanding and progressive year, with more to look forward to in 2022.
CRIME MANAGEMENT PROCESS	<ul style="list-style-type: none"> • Weekly divisional crime management meetings • General C.P.L.C. meetings • C.P.L.C. members regularly advised of crime trends

**EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING
(1,000.00)**

Itemized Breakdown	Quantity	Amount
<p>C.P.L.C./Community Communication Initiative, when door-hangers and posters were created, printed, and distributed to the community by our C.P.L.C. and Neighbourhood Community Officers inviting residents to the 31 Division General Community virtual meeting on Wednesday, 2021 May 19. Cost for printing door-hangers.</p>	1,000 door hangers	\$98.94
<p>Outdoor Safe Play Initiative attended by C.P.L.C. and Neighbourhood Community Officers. Small dollar store handouts given to the neighbourhood children during one of these exceptional community-building events. Very successful initiative.</p>	20 items (bracelets, necklaces, play-doh, bubbles)	\$46.83
<p>31 Division Student Bursary Award Ceremony, held on Thursday, 2021 July 15. Decorations were purchased for the divisional community room and in front of the station. Each student and one relative attended the division at scheduled times, in 15 minute increments. This allowed them the opportunity to receive their bursary in the community room, and have photos taken with the T.P.S. horses in front of the station, while maintaining COVID safety rules. This was an excellent event and recipients and their families were very appreciative: htT.P.S.://www.31division.ca/congratulations-to-our-student-leadership-bursary-award-recipients.</p>	N/A - Balloons, decorations	\$51.87

<p>The maintenance and upkeep of the 31 Division Website http://www.31division.ca by our Civilian Co-Chair Mark Tenaglia is constant and demanding. Created in 2019, it has proved to be a vital source of information to our community. The costs associated to the maintenance of this initiative include Web Hosting, Site Hosting and Domain Registration. All expenses and content are monitored and approved by the Manager of the T.P.S. Information Technology Services Unit.</p>	<p>One Web Hosting, One Site Hosting, One Domain Registration</p>	<p>\$379.57</p>
<p>Get to Know Your N.C.O.'s Initiative, with door-hangers printed and distributed by our C.P.L.C. and Neighbourhood Community Officers inviting residents to visit http://www.31division.ca/N.C.O.'s and learn more about our N.C.O.'s, with photos of our teams for Downsview-Roding, Glenfield Jane-Heights and Black Creek neighbourhoods, as well as contact information. Cost for printing door-hangers.</p>	<p>7,500 door hangers</p>	<p>\$341.91</p>
<p>Purchase of canned food items as part of the Kitchen 24 Blitz for Christmas involving food preparation and the distribution of meals to the 31 Division community. Please refer to the attached link for more information about this exciting event, attended by 31 Division & E.T.F. Command, 31 Division officers, our C.P.L.C. members, and many community volunteers: http://www.31division.ca/combating-food-insecurity-this-holiday-season.</p>	<p>71 cans of tuna @\$1.00 each</p>	<p>\$71.00</p>
<p>Total Expenditures</p>		<p>\$990.12</p>
<p>Amount to be returned</p>		<p>\$9.88</p>
<p>COMMITTEE</p>	<p>32 Division Community Police Liaison Committee (C.P.L.C.)</p>	
<p>EXECUTIVE MEMBERSHIP</p>	<p>Superintendent Bryan Bott and Inspector Shannon Dawson (T.P.S. Co-Chairs) Stephan Baklarian (Civilian Co-Chair)</p>	
<p>NUMBER OF MEETINGS</p>	<p>5 (Virtual)</p>	
<p>NUMBER OF TOWN HALL MEETINGS</p>	<p>0 (Cancelled due to COVID-19)</p>	
<p>GOALS AND OBJECTIVES</p>	<p>Be proactively involved in community relations, crime prevention, and community improvement</p>	
<p>INITIATIVES</p>	<ul style="list-style-type: none"> • Seneca Scholarship <ul style="list-style-type: none"> ◦ C.P.L.C. matches the amount given to a student. • Student Leadership Award <ul style="list-style-type: none"> ◦ \$500 scholarships are given to two eligible graduating Grade 12 students who demonstrate exemplary community involvement. • Holiday Toy & Food Drive 	

	<ul style="list-style-type: none"> ○ Items and food were delivered to various shelters and groups in the division. <p><i>Please note: Initiatives were paid with funds from 32 Division's C.P.L.C. account, which is maintained via community donations.</i></p>	
CRIME MANAGEMENT PROCESS	Members are regularly advised of crime trends.	
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount
N/A		
Total Expenditures		0.00
Amount to be returned		\$1,000.00
COMMITTEE	33 Division Community Police Liaison Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	Superintendent Bryan Bott and Inspector James Mackrell (T.P.S. Co-Chairs) Christine Crosby (Civilian Co-Chair)	
NUMBER OF MEETINGS	8 (Virtual)	
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)	
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> • Promote working relationships with the community. • Promote Traffic and pedestrian safety. • Promote Senior Safety. • Promote and encourage Crime Prevention Through Environmental Design (C.P.T.E.D.) • Proactive involvement in community events. • Communication and updates on crime indicators and traffic issues. 	
INITIATIVES	<ul style="list-style-type: none"> • Food drive for Sparroway Community and Community food banks. • Cram-A-Cruiser (food donations collected) • Holiday Toy Drive (Supported Sparroway Community and Costi shelter) • Project Backpack (purchased 50 back packs and worked with community partners to help fill back packs with school supplies for the Costi shelter youth) • Coat Drive (ongoing winter 2022) 	
CRIME MANAGEMENT PROCESS		
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount
No Frills (Shop #1) – For Food Drive Initiative		227.04
No Frills (shop #2) – For Food Drive Initiative		100.81
Staples (backpacks)		499.01

No Frills (shop #3) – For Food Drive Initiative		196.37
** Money spent over our allotted \$1000 came from cash donations **		
Total Expenditures		1,023.23
Amount to be returned		0.00
COMMITTEE	41 Division Community Police Liaison Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	Superintendent Warren Wilson and Inspector James Hung (T.P.S. Co-Chairs) Chair Holly de Jong (Civilian Co-Chair)	
NUMBER OF MEETINGS	9 (Virtual)	
NUMBER OF TOWN HALL MEETINGS	3 (Virtual)	
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> • Promote healthy and strong working relationships with various BIA's Community Partners • Engage dialogue on various police issues – safety tips • Proactive involvement in community events • Information sharing with the communities 	
INITIATIVES	<p>Our initiatives focused on improving awareness of crime prevention and education of C.P.L.C. members and guests on crime and disorder/traffic issues, youth/senior programs and charity programs. As soon as the COVID-19 restrictions were lifted, the following initiatives were resumed:</p> <ul style="list-style-type: none"> • Life Skills to Succeed (A positive and interactive success program for youth to build life skills and career). • Black History Month Celebration. • Project Jingle Campaign (Security purse bells were handed out to seniors during this project as part of crime prevention). • Christmas Food Hampers (Assist Councillor Thompson's office in delivering Christmas food hampers to families in need). • Toy Drive (Hand out toys to children during Christmas season). • Feed Scarborough (Work with food bank to gather food bags for people in need). • Education Bank (Provide school supplies to school age children). • - ProAction Hockey League (Assist 54/55 Divisions with teaching 7-11 years hockey). 	
CRIME MANAGEMENT PROCESS	C.P.L.C. members are regularly informed of crime trends and year to year statistics by Detective Sergeant and NSU Staff Sergeant. C.P.L.C. promotes community policing and partnerships with 41 Division N.S.U. and N.C.O. officers.	
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount

Face masks for C.P.L.C. members for safety purposes	25	\$171.72
Security purse bells for Project Jingle Campaign	500	\$217.22
Halloween tickets given to less fortunate youths	25	\$250.00
Thank-you plaques for members for their contribution towards Christmas Food Hampers Initiative	4	\$217.17
Expenses for Project Jingle Campaign Kickoff		\$76.95
Total Expenditures		\$933.06
Amount to be returned		\$66.94
COMMITTEE	42 Division Community Police Liaison Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	Superintendent Stacy Clarke and Inspector Greg Watts (T.P.S. Co-Chairs) Simon Ip (Civilian Co-Chair)	
NUMBER OF MEETINGS	10 (9 Virtual and 1 in-person in December for Christmas dinner)	
NUMBER OF TOWN HALL MEETINGS	1 Community Town Hall meeting with host Councillor Cynthia Lai in September 2021 and Hate Crime with C.C.C.GTA in September 2021	
GOALS AND OBJECTIVES	<p>1. <u>Be Where the Public Needs the Service the Most</u> Goal: 42 C.P.L.C. will continue to participate in, and build on community engagement with members of the public through many initiatives, with an emphasis on the most vulnerable, namely youth and the elderly. Action plan: Ensure that crime prevention and safety initiatives in neighbourhoods focus on seniors, youth and traffic safety. 42 C.P.L.C. along with the 42 Crime Prevention Officer & Traffic officers will inform and educate citizens on crime trends and safety tips, along with road safety and the Vision Zero plan, including: Road Safety Seminar presentations and videos during virtual meetings and town halls throughout the communities. Crime Prevention material is developed and shared throughout the C.P.L.C. network.</p> <p>Desired outcome: creating safer neighborhoods and communities.</p> <p>2. <u>Embrace Partnerships to Create Safe Communities</u> Goal: Conduct outreach to community agencies within 42 Division to solicit involvement and membership with the 42 C.P.L.C. activities and goals. Action plan: Utilizing our healthy and strong working relationships with various B.I.A.'s, community partners and resident associations, as well as working with partners to develop, translate and disseminate timely information and crime prevention information in different languages.</p>	

	<p>Desired outcome: To have better and more informed community members from all backgrounds.</p> <p>3. <u>Focus on the Complex Needs of a Large City</u> Goal: Continue the 42 C.P.L.C. Student scholarship and awards program to provide financial support and assistance to student(s) who have demonstrated leadership and commitment to their community, with special attention to students from racialized communities. Action plan: One of the most valuable programs is the C.P.L.C. student scholarship and awards program. Through fundraising and donations from local businesses, the 42 C.P.L.C. has been able to provide monetary student awards and student scholarships. The students are selected based on academics, extracurricular activity, community involvement and financial need.</p> <p>Desired outcome: continue to support students with financial assistance for post secondary education.</p> <p>Goal: Continue to support and provide assistance to community programs that support our most vulnerable residents, elderly and children, with special attention to our at-risk neighbourhoods and communities.</p> <p>Action plan: The 42 C.P.L.C. has a community outreach committee that will continue to organize several community outreach sessions throughout the year, including a drive- thru for food/clothing donations.</p> <p>Desired outcome: Making a difference in the lives of the most vulnerable.</p>						
<p>INITIATIVES</p>	<ul style="list-style-type: none"> • Improve awareness of Crime Prevention. • Marketing and promoting 42 Division Student Award and Scholarship fundraising initiatives. 						
<p>CRIME MANAGEMENT PROCESS</p>	<p>C.P.L.C. members were advised of crime and disorder trends, crime prevention tips and year-to-year statistics by D/Sgt Crilly and S/Sgt Heaney during meetings held virtually during 2021. Promoted community policing and partnerships with 42 Division neighbourhood community officers</p>						
<p>EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)</p>							
<p>Itemized Breakdown</p> <p>Purchased golf shirts and masks with 42 C.P.L.C. logo for C.P.L.C. members and assets in October 2021, approved by Supt. Clarke. This will assist in having C.P.L.C. members identifiable as such when at events, and increase awareness of the C.P.L.C.</p>	<table border="1"> <thead> <tr> <th data-bbox="971 1633 1219 1667">Quantity</th> <th data-bbox="1219 1633 1395 1667">Amount</th> </tr> </thead> <tbody> <tr> <td data-bbox="971 1667 1219 1701">30 shirts</td> <td data-bbox="1219 1667 1395 1701">\$999.88</td> </tr> <tr> <td data-bbox="971 1701 1219 1734">75 masks</td> <td data-bbox="1219 1701 1395 1734"></td> </tr> </tbody> </table>	Quantity	Amount	30 shirts	\$999.88	75 masks	
Quantity	Amount						
30 shirts	\$999.88						
75 masks							

	Total Expenditures	\$999.88
	Amount to be returned	.12
COMMITTEE	43 Division Community Police Liaison Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	Superintendent David Rydzik and Inspector LeeAnn Papizewski (T.P.S. Co-Chairs) James Thomas (Civilian Co-Chair)	
NUMBER OF MEETINGS	11 (Virtual)	
NUMBER OF TOWN HALL MEETINGS	1 – (Virtual) to introduce Neighbourhood Community Officers (N.C.O.'s) to the Danzig street community.	
GOALS AND OBJECTIVES	<p>1. Life skills, mentorship workshop and workforce preparation to help address youth, gun and gang violence.</p> <p>2. Collaborate with a local gym to train at-risk youth alongside 43 division police officers to help improve youth mental health and wellness.</p> <p>3. Increased collaboration with Chief Community Consultative Committees (C.C.C.'s) to engage the community.</p> <p>4. Senior connect to help address pedestrian safety issues amongst the senior population.</p> <p>5. C.P.L.C. promotion and inclusive representation to proactively promote the committee in order to seek/recruit a more fulsome and inclusive representation.</p> <p>6. Community support to help reduce the impact of the pandemic on marginalized communities.</p>	
INITIATIVES	<p>1. Life skills, mentorship workshop and workforce preparation – Helped organize a virtual job fair for young students looking to get into the job market.</p> <p>2. Tie up with a local gym to train at-risk youth alongside 43 division police officers – Organized collaboration with local gym to train at-risk youth, but could not be executed due to COVID-19 related restrictions and pushed to 2022.</p> <p>3. Increased collaboration with the Black C.C.C. to support 15 marginalized families (children from St. Boniface school) with donations of supplies and toys for young children around the holiday season.</p> <p>4. Senior connect – Road, traffic and pedestrian safety measures discussed with seniors and advertised across the division. In-person initiatives pushed to 2022 due to COVID-19 restrictions.</p>	

	<p>5. C.P.L.C. Promoted the C.P.L.C. by conducting community walks with the N.C.O./CSU officers engaging 43 Division's neighbourhoods and assisting local businesses with crime prevention matters.</p> <p>6. Provided community support throughout 2021 with initiatives such as beach waterfront clean up, Mother's Day baskets at Rosalie Hall (an outreach centre for young mothers with infants), assisting in a toy drive for young children and providing food supplies through gift cards donations to at-risk families through N.C.O.'s.</p>	
CRIME MANAGEMENT PROCESS	C.P.L.C. members were advised of crime trends and monthly statistics by the 43 division team during all virtual meetings in 2021. Promoted community policing and partnerships with 43 division officers.	
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount
C.P.L.C. bags for distribution to the community (the bags provide crime prevention pamphlets and supplies)	113	\$498.31
Gift cards for marginalized families (4 gift cards worth \$50 each and 12 gift cards worth \$25 each). Families identified by Neighbourhood Community Officers as needing assistance during the holiday season.	16	\$500.00
		\$998.31
		\$1.69
	Total Expenditures	
	Amount to be returned	
COMMITTEE	51 Division Community Police Liaison Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	Superintendent Peter Moreira (T.P.S. Co-Chair) Karen Marren (Civilian Co-Chair)	
NUMBER OF MEETINGS	9 C.P.L.C. General Meetings (Virtual) 8 C.P.L.C. Executive Meetings (Virtual)	
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)	
GOALS AND OBJECTIVES	Increase information to public on how/when to report incidents to police.	
INITIATIVES	<ul style="list-style-type: none"> • Continued distribution (when allowable) of "How to Report" infographics • "Stay Safe" C.P.L.C. 51 Division Toques. 	
CRIME MANAGEMENT PROCESS	<ul style="list-style-type: none"> • Weekly Divisional Crime Management Meetings • update C.P.L.C. members On crime trends 	

EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount
Artik (Sportsman Knit 8" Toque)	80	\$995.53
	Total Expenditures	\$995.53
	Amount to be returned	\$4.47
COMMITTEE	52 Division Community Police Consultative Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	Superintendent Greg Cole and Inspector Brett Nicol (T.P.S. Co-Chairs) Melanie Dickson Smith (Civilian Co-Chair)	
NUMBER OF MEETINGS	3 (Virtual)	
NUMBER OF TOWN HALL MEETINGS	2 (Virtual) Hosted an educational awareness Webinar with a guest speaker from The Organized Crime Enforcement Unit who briefed the committee on Centralized Shooting Response Teams and shooting incidents and how community members can assist. 52 Division Community Response Unit, specifically the divisional Traffic Unit and the Crime Prevention Unit hosted a question and answer session.	
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> • To foster a strong and positive working partnership with the Toronto Police Service in order to maintain and preserve community safety in our division. • Engage with community focused service organizations and charities within 52 Division and develop sustainable projects and relationships. <ul style="list-style-type: none"> ○ Our subcommittee established guidelines for this in 2020. ○ We have selected Seeds to Hope Foundation as our first organization. • Host one town hall forum with 52 Division that addresses community concerns such as personal and public safety, traffic, crime prevention strategies, etc. Topic TBD. 	
INITIATIVES	The C.P.L.C.'s 2021 Value Added Project to establish a working group to serve with Seeds of Hope Foundation (S.O.H.) was postponed due to the global COVID pandemic. Seeds of Hope Foundation is located at 6 St. Joseph Street and is a registered charity who cares for the homeless and marginalized men and women of the community who have fallen on hard times through mental illness, addictions, physical and/or mental abuse and poverty. The C.P.L.C. remain committed to partner with the Seeds of Hope Foundation in the near future. We continue to stay in touch with SOH regularly and will explore other ways to engage with Seeds of Hope's community.	

CRIME MANAGEMENT PROCESS	C.P.L.C. is an integral part of the Crime Management process. We have utilized the C.P.L.C. throughout the year to share our identified concerns with regards to the 7 Major Crime Indicators. The Chair of the C.P.L.C. has participated in our CTOM briefings on occasion and we continue to invite external specialized units to lecture officers and C.P.L.C. members in current trends arising from the pandemic. These efforts will continue in 2022.
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EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount
\$1000 returned to the Board due to the pandemic lockdown resulting in cancellations		
Total Expenditures		\$0.00
Amount to be returned		\$1,000.00

COMMITTEE	53 Division Community Police Liaison Committee (C.P.L.C.)
EXECUTIVE MEMBERSHIP	A/Superintendent Susan Gomes and Inspector Darren Alldrit (T.P.S. Co-Chairs) Daly McCarten (Civilian Co-Chair)
NUMBER OF MEETINGS	2 (Virtual)
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)
GOALS AND OBJECTIVES	Continue to build community member involvement, to share and discuss issues and proactively formulate crime prevention tactics.
INITIATIVES	Continuing to grow and expand on the new format for the Neighbourhood Watch program. Crime Prevention/ Community Safety Officer, PC Timothy Somers, along with Community Captains, continue working with the effective Neighbourhood Watch Program local that had initially been created in Lawrence Park.
CRIME MANAGEMENT PROCESS	C.P.L.C. promotes community policing and partnerships with 53 Division Officers. Officers are able to report back to the C.P.L.C. current data and outcomes. 53 Division NSO's use community input to assist in building their impact on Community Safety.

EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount

	Total Expenditures	0.00
	Amount to be returned	\$1,000.00
COMMITTEE	55 Division Community Police Liaison Committee (C.P.L.C.)	
EXECUTIVE MEMBERSHIP	Superintendent Reuben Stroble (T.P.S. Co-chair) Peter Themeliopoulos (Civilian Co-Chair)	
NUMBER OF MEETINGS	10 (Virtual)	
NUMBER OF TOWN HALL MEETINGS	Participated in Councillor Fletcher's Town Hall (Virtual)	
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> • To be proactively involved in community relations, crime prevention and community improvement. • To continue to foster new community relationships and heighten visibility of the C.P.L.C. especially during COVID-19. • Liaise with community contacts and agencies, engage, inform and seek input from the community on various areas of concern and C.P.L.C. initiatives. • To continue with the youth writing initiative; awarding a deserving student with Police Officer for a Day, as well as the youth Scholarship Program. • Continue to support and safe guard our seniors through education and online initiatives. • To hold a Town Hall Meeting, in conjunction with Councillor Fletcher. • Increase outreach in the community by supporting both C.R.U. Officers, Neighbourhood Officers and events. 	
INITIATIVES	<ul style="list-style-type: none"> • Although the year proved challenging again, the 55 Division C.P.L.C. worked together (virtually) and were able to continue the great work on the Community Newsletter. The 55 Division Newsletter continues to be met with positive feedback and interest from the community. Three editions were released to the Community this year giving the public an update on what 55 Division has been doing, sharing good-news stories and updates on traffic initiatives, the Neighbourhood Community Officer Program and crime prevention programs. Going forward there is a plan to create a C.P.L.C. website which will allow ease of information sharing with the Community on the great work and initiatives being done. • The committee was happy to support the Y.W.C.A. this year with a monetary donation of \$500 from our general account where a number of supplies were purchased and distributed to those in need. • The 55 Division C.P.L.C. – Valerie Mah Scholarship was very successful in awarding 10 high school students with 	

	<p>a \$500.00 bursary award to assist with their post-secondary education.</p> <ul style="list-style-type: none"> • The fundraising committee worked hard and had a very successful year raising money to support the bursary, all due to the generosity of local businesses. • Please note: This C.P.L.C. receives \$2,000 due to the amalgamation of D55 and D54. All of these funds have been returned due to the significant fund raising that is noted above.
CRIME MANAGEMENT PROCESS	<ul style="list-style-type: none"> • C.P.L.C. are regularly advised of crime trends and of divisional statistics, initiatives and projects. • The C.P.L.C. provide input on community concerns and issues to the Unit Management. • C.P.L.C. are consulted on activities in their communities and how best we can serve them.
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (2,000.00)	
Itemized Breakdown	Quantity Amount
N/A	
Total Expenditures	0.00
Amount to be returned	\$2,000.00
COMMITTEE	Aboriginal Peacekeeping Community Consultative Committee (A.P.C.C.C.)
EXECUTIVE MEMBERSHIP	S/Superintendent Lauren Pogue and S/Superintendent Rob Johnson (T.P.S. Co-Chairs) Frances Sanderson (Civilian Co-Chair)
NUMBER OF MEETINGS	10 (Virtual)
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> • The Aboriginal Peacekeeping office to have more officers and to increase the size of the office. Sub-Committee has been put forward to further discuss this and implement a report as to the history and why the committee sees this as an important goal each year. • Review of the Aboriginal Liaison Officers There has to be consistency among the service for the ALO to report to. Should include the APU officer. Provide cultural training/education Not every division requires an ALO To have further education for supervisors and Unit Commanders who are overseeing the ALO program. • Building better relationships with the youth within our community.

	<p>Assess this by continued partnerships within the TDSB and other agencies.</p> <ul style="list-style-type: none"> • National Indigenous Peoples Day This is a time for community to celebrate with the Toronto Police Service. Continue to bridge the gap between the Indigenous community and the police, building stronger partnerships and trust within community. • Acknowledging the Aboriginal Peacekeeping Unit within the Toronto Police Service Museum. Would allow better understanding on the history of the service and its relationship with the First Peoples.
INITIATIVES	<p>Due to the COVID-19 pandemic, events have been recorded and posted on social media:</p> <ul style="list-style-type: none"> • National Indigenous Peoples Day which was held on June 21 • A day for Truth and Reconciliation Day September 30 • Missing and Murdered Indigenous Women Girls/2 Spirited display outside the Aboriginal Peacekeeping office.
CRIME MANAGEMENT PROCESS	0
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)	
Itemized Breakdown	
	Quantity
	Amount
Sharing Circle	N/A
Toronto Council Fire - Indian Residential School Survivor Event	N/A
Native Women's Resource Centre – Trans/2Spirited Christmas gift	N/A
Total Expenditures	
	\$998.45
Amount to be returned	
	\$1.55
COMMITTEE	Asia Pacific Community Consultative Committee (A.P.C.C.C.)
EXECUTIVE MEMBERSHIP	S/Superintendent Randy Carter and Inspector Katherine Stephenson (T.P.S. Co-Chairs) Will Cho (Civilian Co-Chair)
NUMBER OF MEETINGS	8, plus 1 Executive meeting (Virtual)
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)
GOALS AND OBJECTIVES	1) Expand our membership to include more than one member of our 10 communities which Includes broadening the membership +1 for each community at the table.

	<p>2) Communication of the Know your Rights messaging from the Police and Community Engagement Review (P.A.C.E.R.) committee.</p> <p>3) Communication of information to assist in mental health awareness and support.</p> <p>a. The pandemic has created challenges for some members of our communities and we can help provide linkage to supports.</p> <p>4) Share the T.P.S. strategies for Gun and Gang Violence and Traffic Safety.</p> <p>a. All committee members to share/post this message within their communities in Toronto.</p>		
INITIATIVES	<p>1) Leading a celebration of Asian Heritage Month.</p> <p>2) A virtual town hall on Gun and Gang Violence, Mental Health Awareness and Traffic Safety.</p> <p>3) Focus on helping with local community charities relative to our 10 communities.</p>		
CRIME MANAGEMENT PROCESS	Crime management in line with Service Priorities		
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)			
Itemized Breakdown			
	Quantity	Amount	
Happy Together Project – gifts for children	5	\$265.42	
Basket of Hope Project – Various bulk item foods, rice sticks, coconut milk, instant noodles, instant soup	12 cases	\$720.00	
Total Expenditures		17	\$985.42
Amount to be returned			\$14.58
COMMITTEE	Black Community Consultative Committee (B.C.C.C.)		
EXECUTIVE MEMBERSHIP	S/Superintendent Mark Barkley and Superintendent Ron Khan (T.P.S. Co-Chairs) Sarah Ali (Civilian Co-Chair)		
NUMBER OF MEETINGS	9 (Virtual)		
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)		
GOALS AND OBJECTIVES	Mental health		
INITIATIVES	<ul style="list-style-type: none"> • Youth mental health retreat (Pro Action), Christmas food baskets. • Attended many community events city-wide. 		

CRIME MANAGEMENT PROCESS		
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount
Business cards and Pamphlets	250	\$124.16
Website domain start up	N/A	\$185.29
Paid Zoom Subscription for 2021 large meetings	N/A	\$383.07
Community Christmas Food Donations	N/A	\$300.00
Total Expenditures		\$992.52
Amount to be returned		\$7.48
COMMITTEE	Chief's Advisory Council (C.A.C.)	
EXECUTIVE MEMBERSHIP	Not Active	
NUMBER OF MEETINGS	0	
NUMBER OF TOWN HALL MEETINGS	0	
GOALS AND OBJECTIVES	N/A	
INITIATIVES	N/A N/A	
CRIME MANAGEMENT PROCESS	N/A	
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (1,000.00)		
Itemized Breakdown	Quantity	Amount
N/A		
Total Expenditures		0.00
Amount to be returned		1,000.00
COMMITTEE	Chief's Youth Advisory Committee (C.Y.A.C.)	
EXECUTIVE MEMBERSHIP	Superintendent David Rydzik and Inspector Andy Singh (T.P.S. Co-Chairs) Zenah Hussun (Civilian Co-Chair)	
NUMBER OF MEETINGS	8 - The C.Y.A.C. was formed in September 2021.	
NUMBER OF TOWN HALL MEETINGS	1 - Youth town Hall/ Discussion in Regent Park	
GOALS AND OBJECTIVES	<ul style="list-style-type: none"> • Be proactively involved in connecting with marginalized youth. • Present on social media (Instagram and Twitter). • 'Know your Rights' Awareness. • Outreach to homeless and vulnerable youth, including youth organizations. • Youth discussions regarding gun violence. 	

	<ul style="list-style-type: none"> • Outreach to L.G.B.T.Q.2.S.+ youth. Open conversation between police and youth. • Proactively promoting the mandate of #Engage416 with youth. • Youth mental health awareness. • Promoting the YIPI program and opportunities for youth within the T.P.S.. 	
INITIATIVES	<ul style="list-style-type: none"> • Youth Gun Violence event with #Engage416 and 51 N.C.O.'s. • L.G.B.T.Q.2.S.+ Know Your Rights discussion with police officers and youth. • Initiative to partner with organizations and N.C.O.'s to do outreach to vulnerable and homeless youth. • C.Y.A.C. social media 	
CRIME MANAGEMENT PROCESS		
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING (2,000.00)		
Itemized Breakdown		
Refreshments for L.G.B.T.Q.2.S.+ event	N/A	\$148.74
L.G.B.T.Q.2.S.+ Masks	35	\$45.18
Blankets for homeless youth	41	\$693.31
Refreshments for the youth gun violence town hall	N/A	\$633.35
Honorariums for speakers	4	\$400.00
Total Expenditures		\$1,920.58
Amount to be returned		79.42
COMMITTEE	Chinese Community Consultative Committee (C.C.C.C.)	
EXECUTIVE MEMBERSHIP	Superintendent Warren Wilson and Inspector James Hung (T.P.S. Co-Chairs) Alex Yuan (Civilian Co-Chair)	
NUMBER OF MEETINGS	12 (Virtual)	
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)	
GOALS AND OBJECTIVES	Develop, maintain and work with community partnerships to improve safety in the Chinese community.	
INITIATIVES	<p>Gun & Gang (G&G) reduction initiative – Pathway to Success: The goal of this initiative is to steer youths away from the gun and gang lifestyle by introducing them to a collection of resources providing guidance from the very starting point of one's career path. There are G&G prevention and banking videos, including step-by-step information and links on how to apply for a Social Insurance Number or open a bank account, and information on job placement programs and co-op opportunities.</p> <p>Mental wellness support initiative:</p>	

	The goal of this initiative is to work collaboratively with Mental Health agencies in the community to offer information on valuable mental health support programs and step-by-step guides on how to access mental health related resources.
CRIME MANAGEMENT PROCESS	The membership regularly discussed crime trends and solutions to address issues and concerns in the communities.
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B..) FUNDING (1,000.00)	
Itemized Breakdown	Quantity Amount
Guns and Gangs reduction information USB package	100 \$931.72
Total Expenditures	\$931.72
Amount to be returned	\$68.28
COMMITTEE	Disabilities Community Consultative Committee (D.C.C.C.)
EXECUTIVE MEMBERSHIP	Superintendent Scott Baptist and Inspector Justin Vander Heyden (T.P.S. Co-Chairs) Melissa Vigar (Civilian Co-Chair)
NUMBER OF MEETINGS	6 (Virtual)
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)
GOALS AND OBJECTIVES	To build stronger relationships with members of our community with disabilities, and the organizations that represent them.
INITIATIVES	C.C.C. provided ongoing input to enhance the Service's Vulnerable Persons Registry (VPR). C.C.C. provided input regarding the accessibility audit.
CRIME MANAGEMENT PROCESS	None due to COVID-19 restrictions.
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B..) FUNDING (1,000.00)	
Itemized Breakdown	Quantity Amount
N/A	\$0.00
Total Expenditures	\$0.00
Amount to be returned	\$1,000.00
COMMITTEE	French Community Consultative Committee (F.C.C.C.)
EXECUTIVE MEMBERSHIP	Director Svina Dhaliwal and Inspector Keith Smith (T.P.S. Co-chairs) Christine Page (Civilian Co-Chair)
NUMBER OF MEETINGS	9 (Virtual)
NUMBER OF TOWN HALL MEETINGS	1(Virtual)

GOALS AND OBJECTIVES	<ul style="list-style-type: none"> • Host a Town Hall meeting on crime prevention • Collaborate with the Black Community Consultative Committee (B.C.C.C.) on a Toronto Police Service Initiative. • Increase outreach to Francophone communities. 		
INITIATIVES	<ul style="list-style-type: none"> • Crime Prevention Information Session on Personal Safety during the month of December for the approximately 20 women and their children residing at the "La maison" Women's Shelter for victims of domestic violence. Crime Prevention Tool Kits, gift bags, and toys for children provided. 		
CRIME MANAGEMENT PROCESS	None.		
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B..) FUNDING (1,000.00)			
Itemized Breakdown		Quantity	Amount
T.P.S. Museum (30 key chains, 30 hand sanitizers, 1 pen)		61	\$255.00
Amazon.ca (30 reflective arm bands, 30 sets of hand warmers, 30 hand creams, 30 lip balms, 30 pieces of candy and chocolate)		150	\$374.60
Toys R Us (various toys for kids, tissue paper and re-usable bags)		12	\$320.29
Toys R Us (2 mini robot toys for pre-teens)		2	\$50.06
Total Expenditures			\$995.95
Amount to be returned			\$0.05
COMMITTEE	L.G.B.T.Q.2.S.+ Community Consultative Committee (L.G.B.T.Q.2.S.+ C.C.C.)		
EXECUTIVE MEMBERSHIP	Superintendent Lisa Crooker (T.P.S. Co-Chair) Christopher Hudspeth (Civilian Co-Chair)		
NUMBER OF MEETINGS	12 (Virtual)		
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)		
GOALS AND OBJECTIVES	More wholesome engagement with the police and community, and rebuilding the C.C.C. to make new connections within the community.		
INITIATIVES	Supported the Missing and Missed Implementation Team (M.M.I.T.), as well as the Gender Diverse Trans Inclusion Project (G.D.T.I.). Community events; International Day Against Homophobia, Transphobia and Biphobia (I.D.A.H.O.B.I.T.), and Trans Day of Remembrance.		
CRIME MANAGEMENT PROCESS	None.		
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B..) FUNDING (1,000.00)			
Itemized Breakdown		Quantity	Amount
Creative Arts Programming in coordination with the C.Y.A.C.		1	\$966.73
Total Expenditures			\$966.73
Amount to be returned			\$33.27

INITIATIVES	As per a recommendation in Toronto Seniors Strategy 2.0, members of the C.C.C. are currently working to create “Age-friendly police training”. (Conversations were paused due to COVID-19).		
CRIME MANAGEMENT PROCESS	None due to COVID-19 restrictions.		
EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B..) FUNDING (1,000.00)			
Itemized Breakdown		Quantity	Amount
N/A (Due to COVID-19 restrictions)			\$0.00
Total Expenditures			\$0.00
Amount to be returned			\$1,000.00
COMMITTEE	South and West Asian Community Consultative Committee (S&W Asian C.C.C.)		
EXECUTIVE MEMBERSHIP	Superintendent Riyaz Hussein and Inspector Paul Rinkoff (T.P.S. Co-Chairs) Raja Kanga (Civilian Co-Chair)		
NUMBER OF MEETINGS	6 group meetings; 3 executive meetings (Virtual)		
NUMBER OF TOWN HALL MEETINGS	0 (Cancelled due to COVID-19)		
GOALS AND OBJECTIVES	<ol style="list-style-type: none"> 1. Continue to recruit membership to the committee; in particular, youth who have influence in the community. 2. Continue to attend South and West Asian Community Events; in particular in the Thorncliffe Park Area and address local issues. 3. Work with Gun and Gang Task Force to develop educational material for parents. 4. Continue to have a positive influence via media presentations on television and radio relating to messages of the Chief and Command and Priorities of the Service. 5. Develop relationships with other committees. 6. Continue to create dynamic, engaging online conference and Webinars with topics that are significant to the South West Asian community. This year’s topics were: domestic violence, traffic safety, elder abuse and Covid-19 support. 		
INITIATIVES	Gift baskets created for three South and West Asian Domestic Violence Organizations to disseminate to clients		
CRIME MANAGEMENT PROCESS	Crime management in line with Service Priorities.		

**EXPENDITURES FROM TORONTO POLICE SERVICES BOARD (T.P.S.B.) FUNDING
(1,000.00)**

Itemized Breakdown	Quantity	Amount
Baskets containing personal hygiene and clothing items	24	\$1,060.00
Total Expenditures		\$1,060.00
Amount to be returned		0.00



Toronto Police Services Board Report

May 11, 2021

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Special Constable Appointments and Re-Appointments – June 2022

Recommendation:

It is recommended that the Toronto Police Services Board (Board) approve the agency-initiated appointment and re-appointment requests for the individuals listed in this report as special constables for the Toronto Community Housing Corporation (T.C.H.C.), the Toronto Transit Commission (T.T.C.) and the University of Toronto (U of T), subject to the approval of the Ministry of the Solicitor General (Ministry).

Financial Implications:

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

Background / Purpose:

Under Section 53 of the *Police Services Act*, the Board is authorized to appoint and re-appoint special constables, subject to the approval of the Ministry. Pursuant to this authority, the Board has agreements with T.C.H.C., T.T.C. and U of T governing the administration of special constables (Min. Nos. P153/02, P289/13 and P571/94 refer).

The Service received requests from T.C.H.C., T.T.C. and U of T to appoint the following individuals as special constables (Appendix 'A' refers):

Table 1 Name of Agency and Special Constable Applicant

Agency	Name	Status Requested	Current Expiry Date
T.C.H.C.	Kelly BECK	Appointment	N/A
T.C.H.C.	Sumanth MUTHUSWAMY	Appointment	N/A

Agency	Name	Status Requested	Current Expiry Date
T.C.H.C.	Anil K. REKHI	Appointment	N/A
T.T.C.	Michael ANGEL ORTIZ	Appointment	N/A
T.T.C.	Denzel BROWN	Appointment	N/A
T.T.C.	Summer DALY	Appointment	N/A
T.T.C.	Teresa HUI	Appointment	N/A
T.T.C.	Shawn KANHAI	Appointment	N/A
T.T.C.	Damir KAPETANOVIC	Appointment	N/A
T.T.C.	Pawandeep KAUR	Appointment	N/A
T.T.C.	Jordan KOSLOWSKI	Appointment	N/A
T.T.C.	Shaun McARDLE	Appointment	N/A
T.T.C.	James McNEILL	Appointment	N/A
T.T.C.	Yalda MIRZAEI	Appointment	N/A
T.T.C.	Matthew SIMON	Appointment	N/A
T.T.C.	Kelly SIMPSON	Appointment	N/A
T.T.C.	Jeremio SUVENDRAKUMAR	Appointment	N/A
T.T.C.	Kyle TANEV	Appointment	N/A
U of T St. George	Jenna Nicole GLEN	Re-Appointment	August 28, 2022

Discussion:

Special constables are appointed to enforce the *Criminal Code* and certain sections of the *Controlled Drugs and Substances Act*, *Trespass to Property Act*, *Liquor Licence & Control Act* and *Mental Health Act* on their respective properties within the City of Toronto.

The agreements between the Board and each agency require that background investigations be conducted on all individuals who are being recommended for appointment and re-appointment as special constables. The Service's Talent Acquisition Unit completed background investigations on these individuals, of which the

agencies are satisfied with the results. Re-appointments have been employed by their agency for at least one 5-year term, and as such, they are satisfied that the members have satisfactorily carried out their duties and, from their perspective, there is nothing that precludes re-appointment.

The agencies have advised the Service that the above individuals satisfy all of the appointment criteria as set out in their agreements with the Board. The T.C.H.C., T.T.C. and U of T's approved and current complements are indicated below:

Table 2 Name of Agency, Approved Complement and Current Complement of Special Constables

Agency	Approved Complement	Current Complement
T.C.H.C.	300	166
T.T.C.	145 ¹	90
U of T St. George Campus	50	34

Conclusion:

The Service continues to work together in partnership with T.C.H.C., T.T.C. and U of T to identify individuals to be appointed and re-appointed as special constables who will contribute positively to the safety and well-being of persons engaged in activities on their respective properties within the City of Toronto.

Acting Deputy Chief Myron Demkiw, Specialized Operations Command, will be in attendance to answer any questions that the Board may have with respect to this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*copy with original signature on file at Board Office

¹ Compliment approved by Toronto City Council.

Toronto Community
Housing Corporation
931 Yonge Street
Toronto, ON
M4W 2H2



April 27, 2022

Special Constable Liaison Office
40 College Street
Toronto, Ontario
M5G 2J3

DELIVERED VIA ELECTRONIC MAIL

Re: Request for Toronto Police Services Board Approval for Appointment of Special Constables

In accordance with the terms and conditions set out in the Memorandum of Understanding between the Toronto Police Services Board and Toronto Community Housing, the Board is authorized to appoint special constables, subject to the approval of the Ministry of the Solicitor General.

The following individuals are fully trained, meeting all Ministry requirements, and have shown they possess the required skills and ability to perform at the level required to be a special constable. Both new appointments and re-appointments have undergone a background check, conducted by the Toronto Police Service, and we are satisfied with the results of those checks. Re-appointments have been employed by Toronto Community Housing for at least one 5-year term, and as such, we are satisfied that the members have satisfactorily carried out their duties and, from our perspective, there is nothing that precludes reappointment.

Name	Type	Current Term Expiry
Kelly BECK	New Appointment	N/A
Sumanth MUTHUSWAMY	New Appointment	N/A
Anil REKHI	New Appointment	N/A

It is requested that the Board approve this submission and forward the applicants to the Ministry of the Solicitor General for appointment of a five-year term.

Should you require any further information, please contact Kristina Seefeldt, Specialist-Compliance, Training & Quality Assurance at 416-268-8365.

Respectfully,

A handwritten signature in black ink, appearing to read 'Allan Britton', written over a light grey rectangular background.

Allan Britton

Acting Senior Director, Community Safety Unit
Acting Chief Special Constable | Badge #31194

Toronto Community Housing

931 Yonge St, Toronto, ON M4W 2H2

T: 416 981-4116

torontohousing.ca



Toronto Transit Commission
1900 Yonge Street, Toronto, ON M4S 1Z2
416-393-4000

May 3, 2022
Sergeant Jay McCall
Special Constable Liaison Office
40 College Street
Toronto, Ontario
M5G 2J3

Sergeant McCall,

Re: Request for Toronto Police Services Board Approval for Appointments of Special Constables for Members of the Toronto Transit Commission:

In accordance with the terms and conditions set out in the Memorandum of Understanding between the Toronto Police Services Board and the Toronto Transit Commission, the Board is authorized to appoint special constables, subject to the approval of the Ministry of the Solicitor General.

The following individuals are fully trained, meeting all Ministry requirements, and have shown they possess the required skills and ability to perform at the level required to be a special constable. Both new appointments and re-appointments have undergone a background check, conducted by the Toronto Police Service, and we are satisfied with the results of those checks. Re-appointments have been employed by the Toronto Transit Commission for at least one 5-year term, and as such, we are satisfied that the members have satisfactorily carried out their duties and, from our perspective, there is nothing that precludes reappointment.

Name	Type	Current Term Expiry
Michael ANGEL ORTIZ	New Appointment	N/A
Denzel BROWN	New Appointment	N/A
Summer DALY	New Appointment	N/A
Teresa HUI	New Appointment	N/A
Shawn KANHAI	New Appointment	N/A
Damir KAPETANOVIC	New Appointment	N/A
Pawandeep KAUR	New Appointment	N/A
Jordan KOSLOWSKI	New Appointment	N/A
Shaun McARDLE	New Appointment	N/A
James McNEILL	New Appointment	N/A
Yalda MIRZAEI	New Appointment	N/A
Matthew SIMON	New Appointment	N/A
Kelly SIMPSON	New Appointment	N/A
Jeremio SUVENDRAKUMAR	New Appointment	N/A
Kyle TANEV	New Appointment	N/A

Jaye Robinson, Chair
Joanne De Laurentis, Vice-Chair
Richard J. Leary, Chief Executive Officer

Brad Bradford, Commissioner
Shelley Carroll, Commissioner
Fenton Jagdeo, Commissioner
Cynthia Lai, Commissioner

Ron Lalonde, Commissioner
Jennifer McKelvie, Commissioner
Denzil Minnan-Wong, Commissioner
Julie Osborne, Commissioner



It is requested that the Board approve this submission and forward the applicants to the Ministry of the Solicitor General for appointment of a five-year term.

Should you require any further information, please contact Trevor Timbrell, Staff Sergeant (Acting) Training and Logistical Support at 416-393-2107.

Respectfully,

A handwritten signature in black ink, appearing to read 'A. Dixon', with a long horizontal flourish extending to the right.

Andrew Dixon
Head, Special Constable Service



University of Toronto
CAMPUS SAFETY
SPECIAL CONSTABLE SERVICE

21 Sussex Avenue, Suite 100, Toronto, Ontario M5S 1J6

Tel: (416) 978-2323 Fax: 416-946-8300

April 21, 2022

To: Special Constable Liaison Office

From: Michael Munroe

Subject: Request for Toronto Police Services Board approval for Re-Appointment of Special Constables

In accordance with the terms and conditions set out in the Agreement between the Toronto Police Services Board and the University of Toronto, the Board is authorized to appoint and re-appoint special constables subject to the approval of the Ministry of the Solicitor General.

The individual named below is fully trained, meeting all Ministry requirements, and has shown they possess the required skills and ability to perform at the level required to be a special constable. Both new appointments and re-appointments have undergone a background check, conducted by the Toronto Police Service, and we are satisfied with the results of those checks.

Name	Type	Current Term Expiry
Jenna GLEN	Re-Appointment	August 28, 2022

Re-appointments have been employed by University of Toronto for at least one 5-year term, and as such, we are satisfied that this member has satisfactorily carried out their duties and, from our perspective, there is nothing that precludes reappointment.

Regards

Michael Munroe – Director



Toronto Police Services Board Report

May 31, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: 2022 Operating Budget Variance for the Toronto Police Service, Period Ending March 31, 2022

Recommendation:

It is recommended that the Toronto Police Services Board (Board) forward a copy of this report to the City of Toronto (City) Chief Financial Officer and Treasurer, for information and inclusion in the variance reporting to the City's Budget Committee.

Financial Implications:

At its January 11, 2022 meeting, the Board approved the Toronto Police Service's (Service) budget request at \$1,100.6 Million (M) (Min. No. P2022-0111-3.2 refers).

Subsequently, City Council, at its February 17, 2022 meeting, approved the Service's 2022 operating budget at \$1,118.2M. The Council-approved budget reflects an increase of \$17.6M for the estimated impacts of COVID-19 in 2022.

As at March 31, 2022, the Service is projecting a favourable variance of \$9.7M, mainly as a result of projected higher than budgeted uniform and civilian separations. Table 1 provides a breakdown of the projected variance, by feature category. Details regarding these categories are discussed in the sections that follow.

Table 1 – 2022 Variance by Feature Category

Category	2022 Budget (\$Ms)	Actual to Mar 31/22 (\$Ms)	Projected Year-End Actual (\$Ms)	Fav / (Unfav) (\$Ms)
1- Salaries	\$842.0	\$190.2	\$824.3	\$17.7
2- Premium Pay	\$46.2	\$19.9	\$67.1	(\$20.9)
3- Benefits	\$243.6	\$66.6	\$241.2	\$2.4
4- Non Salary	\$89.6	\$34.0	\$93.6	(\$4.0)
5- Contributions to / (Draws from) Reserves	\$2.9	\$0.0	\$2.9	\$0.0
6- Revenue	(\$106.1)	(\$11.4)	(\$109.1)	\$3.0
Total Net Before Grants	\$1,118.2	\$299.3	\$1,120.0	(\$1.8)
7- Net Impact of Grants	\$0.0	(\$1.0)	(\$11.5)	\$11.5
Total Net	\$1,118.2	\$298.3	\$1,108.5	\$9.7

Background / Purpose:

The purpose of this report is to provide the Board with the Service’s 2022 projected year-end variance as at March 31, 2022, and provides high-level explanations of variances in each feature category.

Discussion:

Although the Service is projecting a significant favourable variance, there are many factors that could impact the level of expenditures/revenues in the coming months, and which are difficult to predict. Some of these are:

- Since COVID-19 restrictions have been largely lifted, the Service is anticipating an increase in special events and demonstrations which will have a greater impact premium pay spending as a result of staffing shortages.
- Global supply chain issues have resulted in delays in obtaining and paying for police equipment and supplies, the net effect of which is difficult to predict.
- While the Service has been attempting to fill job vacancies, the ability to fill these vacancies through recruitment has been challenging as there has been a sector wide issue of significantly reduced applicant pools. Also, separations increased significantly at the end of 2021 and continue to occur at an accelerated pace in 2022 – both for uniform officers and civilians, creating more vacancies and impacting service levels. As a result, the Service will continue to rely on premium pay to address operational needs and will bolster its hiring efforts by increasing recruitment resources and exploring other marketing and outreach strategies.

- The Service incurred costs associated with the Freedom Convoy. While the Service has requested the recovery of these costs from the Province, the recovery has not yet been received.

It should be noted that expenditures do not all follow a linear pattern and therefore year-to-date expenditures cannot be simply extrapolated to year-end. Rather, the projection of expenditures to year-end is done through an analysis of all accounts, taking into consideration factors such as expenditures to date, future commitments expected and spending patterns. In addition, the Service receives significant amounts of in-year grant funding and revenues from grant funding can offset related expenditures, resulting in in-year savings.

1 - Salaries:

As can be seen in Table 2 below, the total salary budget is \$842M with a projected spending of \$824.3M, resulting in a favourable variance of \$17.7M in this category. Part of the favourable variance is a result of the Service's COVID-19 vaccination policy. For both uniform and civilian salaries, there has been reduced spending due to members put on unpaid absence for not complying with the vaccination policy. The vaccination policy states that effective November 30, 2021, any member who is not fully vaccinated against COVID-19, and/or any member who has failed to disclose their vaccination status to the Service's Wellness Unit, will have rendered themselves unable to perform their duties, and placed on unpaid absence. There are currently 100 Service members (civilian and uniform) on unpaid absence. While these members are expected to return to work by mid to late June 2022, salary spending has been reduced for the first half of the year, as a result of these members being on unpaid absence.

Table 2 - Salaries Expenditures

Expenditure Category	2022 Budget (\$Ms)	Actual to Mar 31/22 (\$Ms)	Projected Year-End Actual (\$Ms)	Fav / (Unfav) (\$Ms)
Uniform Officers	\$621.7	\$142.2	\$613.2	\$8.5
Civilians	\$220.3	\$48.0	\$211.1	\$9.2
Total Salaries	\$842.0	\$190.2	\$824.3	\$17.7

Uniform Officers - Salary expenditures are primarily impacted by the number of new officers hired each year and the number of officers retiring or resigning each year, and how these vary from budget. The timing of hires and separations can also significantly impact expenditures.

- The 2022 approved budget assumed that there would be 200 uniform officer separations during the year. To date, 83 officers have separated from the Service, as compared to the 67 that was assumed in the budget for the same time period (16 more than anticipated). As a result, the year-end projected separations has been increased to 225, reducing salary expenditures.

- The Service experienced higher-than-anticipated separations at the end of 2021 (224 actual separations, 9 more than the 215 budgeted separations), also resulting in reduced expenditures.
- There has also been a greater-than-budgeted number of members on unpaid leaves (e.g. maternity and parental, secondment and central sick).

The 2022 approved budget includes funding for 174 uniform hires with class sizes of 80 in April, 50 in August, 30 in December and 14 lateral hires. Due to the higher-than-anticipated separations, the Service has increased the April class to 86 and is looking to increase the August and December classes to 120 each and/or increase lateral hires, if possible, should class sizes of 120 not be achievable.

Actual separations are monitored monthly, and the Service will reassess future recruiting efforts, based on the actual pace of hiring and separations. However, it is important to note that the Service's Talent Acquisition unit is also facing some resource and other challenges, impacting its ability to hire good candidates that meet the Service's standards. In addition, the Service has been challenged in attracting qualified applicants. The applicant pools have been substantially reduced over recent years and the Service has placed a focus on this issue which is sector wide and not isolated to us. In order to increase the applicant eligibility pool and remove systemic barriers to marginalized groups, the Service has removed college and university credit minimums. As the Service has significant training resources, successful candidates can receive the equivalent education in the early part of their careers through the Toronto Police College and will grow and learn throughout their entire careers through on the job experience, mentoring and continuous training and learning opportunities. .

As at the end of March 2022, the Service was at about 4,870 uniform officers compared to a target strength of 4,988. The impact of the above variances results in a net overall uniform salary favourable variance of \$8.5M. However, the lower than target uniform strength has significantly impacted staffing levels, reducing the Service's surge capacity, flexibility and ability to effectively meet operational requirements.

Civilians - The 2022 approved budget includes funding to continue hiring various civilian positions to return to approved staffing levels. This includes Communications Operators, Special Constables and other civilian vacancies that support the frontline and/or other mandated activities. While the Service has been hiring to fill key positions, many of the positions have been filled through internal promotions, creating other cascading vacancies. In addition, year-to-date civilian separations are 50% higher than that experienced in 2021 (57 vs 38), and a number of staff are on unpaid absence due non-compliance with the Service's vaccination policy. As a result, the Service is currently at 2,239, or 141 below its funded civilian strength of 2,400. Therefore, the Service is projecting savings of \$9.2M in civilian salaries.

Longer-than-anticipated hiring timelines and cascading vacancies will put pressure on premium pay expenditures as the Service ensures required services are provided and necessary work continues.

2 - Premium Pay:

The total premium pay budget is \$46.2M with a projected spending of \$67.1M resulting in an unfavourable variance of \$20.9M in this category.

Table 3 – Premium Pay Expenditures

Expenditure Category	2022 Budget (\$Ms)	Actual to Mar 31/22 (\$Ms)	Projected Year-End Actual (\$Ms)	Fav / (Unfav) (\$Ms)
Uniform Officers	\$40.8	\$17.7	\$58.9	(\$18.1)
Civilians	\$5.4	\$2.2	\$8.2	(\$2.8)
Total Premium Pay	\$46.2	\$19.9	\$67.1	(\$20.9)

Uniform Officers - There is a base level of uniform premium pay inherent to policing. Premium pay is incurred for:

- extended tours of duty (e.g., when officers are involved in an arrest at the time their shift ends);
- court attendance scheduled for when the officer is off-duty; and
- call-backs (e.g., when an officer is required to work additional shifts to ensure appropriate staffing levels are maintained or for specific initiatives).

The Service's ability to deal with and absorb the impact of major unplanned events (e.g., demonstrations, emergency events, and homicide / missing persons) relies on the use of off-duty officers which results in premium pay costs. However, due to declining uniform staffing levels the Service's ability to manage both unplanned and planned events is becoming increasingly challenging. The recent redeployment of the Community Response Units to the Neighbourhood Community Officer Program has reduced the capacity for the Service to respond to unplanned events with on duty resources. As a result, the Service has commenced planning for a group of off duty resources to return on call-backs in order to provide the surge capacity required in order to ensure adequate resources are available to respond during major unplanned events.

The 2022 operating budget includes an opening premium pay pressure of approximately \$10M, as the Service experienced an unfavourable premium pay variance of \$6.4M in 2021 and the 2022 operating budget submission included a \$3.5M reduction to the premium pay budget in order to keep the Service's budget increase to a minimum. The unfavourable variance occurred in 2021, despite the fact COVID-19 resulted in significant savings due to limited court openings for part of the year and reduced special events as result of the pandemic. Now that the majority of the COVID-19 restrictions have ended, it is anticipated that premium pay requirements will increase in the coming months as special events return. In addition, the Service expects an increase in demonstrations and protests over the summer months.

subject to cost increases and active and eligible retired member utilization rates and therefore projections are subject to change.

O.M.E.R.S. /C.P.P. /E.I. /E.H.T. -Favourable variances of \$3.2M in this category are a result of reduced staffing levels and associated salaries.

Sick Pay Gratuity /C.S.B. /L.T.D. - No variance is projected at this time. The majority of costs in this category are funded from reserves and any expenditure differentials would result in a net zero impact.

Other - The unfavourable variance of \$1.3M in this category is mainly as a result of a \$1.2M unfavourable variance in W.S.I.B. The Service has been experiencing an increase in W.S.I.B. costs, similar to other emergency services across the City and Province. This increase is primarily due to impacts of Bill 163, Supporting Ontario's First Responders Act regarding Post Traumatic Stress Disorder. Although the 2021 and 2022 operating budgets were increased in anticipation of the increasing costs, the rate of cost increase has been greater than originally projected. The Service is undergoing a review of W.S.I.B. costs and its administrative processes as part of its Wellness Strategy.

4 - Non-Salary:

The total Non-Salary budget is \$89.6M with a projected spending of \$93.6M, resulting in a \$4M unfavourable variance. Table 5 summarizes the major categories, and each is discussed below.

Table 5 – Non-Salary Expenditures

Non Salary	2022 Budget (\$Ms)	Actual to Mar 31/22 (\$Ms)	Projected Year-End Actual (\$Ms)	Fav / (Unfav) (\$Ms)
Vehicles (e.g. gas, parts)	\$13.8	\$4.5	\$16.9	(\$3.1)
Information Technology	\$36.1	\$22.9	\$36.1	\$0.0
Contracted Services	\$13.1	\$1.0	\$13.5	(\$0.4)
Other	\$26.6	\$5.6	\$27.1	(\$0.5)
Total Non Salary	\$89.6	\$34.0	\$93.6	(\$4.0)

Vehicles (e.g., gas, parts) - The unfavourable variance of \$3.1M is mainly due to \$2.7M unfavourable variance in gasoline due to significant in-year price increases. This cost will continue to be monitored very closely.

Information Technology (I.T.) - This category funds the maintenance and support of the Service's computer infrastructure. No variance is projected at this time.

Contracted Services - A portion of this budget is funded from reserves (e.g., the Legal and Modernization reserves) and these types of expenditures can fluctuate from year to year; however, these expenditures are offset by equal draws from reserves. The projected variance is to fund continuing equity and inclusion training initiatives.

Other - The “Other” category is comprised of multiple items that support staffing and policing operations. The largest expenditures are in the areas of training, operating impacts from capital, uniform and outfitting and equipment purchases. Other items in this category include various supplies and services such as fingerprint supplies, traffic enforcement supplies, expenses to support investigations, photocopying and translation services. The projected unfavourable variance of \$0.5M is due to increased costs to police the Freedom Convoy demonstrations (e.g. tow truck rental and operators) and costs for joint policing projects. The costs for the joint projects are being funded from other services, as discussed in the revenue section below.

Due to COVID-19, the Service needs to ensure its members have the equipment and supplies to keep them and the community safe as they do their work. Even though the majority of restrictions have been lifted, there is an on-going need to purchase gloves, masks, sanitizer and other supplies, equipment and services to keep our members, their workspace, their vehicles and equipment, free from contamination.

5 - Contributions to / (Draws from) Reserves:

As part of the annual operating budget process, the Board and Council approve contributions to and draws from reserves. The various reserves are established to provide funding for anticipated but varying expenditures incurred by the Service, to avoid large swings in costs from year to year.

The net contributions to / draws from Reserve budget is \$2.9M, and a net zero variance is projected in this category. Table 6 identifies the categories of Reserves and activity in each Reserve.

Table 6 – Reserves

Reserve	2022 Budget (\$Ms)	Actual to Mar 31/22 (\$Ms)	Projected Year-End Actual (\$Ms)	Fav / (Unfav) (\$Ms)
Collective Agreement Mandated - Central Sick, Sick Pay Gratuity & Post-Retirement Health				
Contribution to Reserve	\$14.3	\$0.0	\$14.3	\$0.0
Draw from Reserve	(\$25.4)	\$0.0	(\$25.4)	\$0.0
Net Impact				\$0.0
Legal, Modernization and Cannabis				
Contribution to Reserve	\$0.9	\$0.0	\$0.9	\$0.0
Draw from Reserve	(\$7.7)	\$0.0	(\$7.7)	\$0.0
Net Impact				\$0.0
Vehicle & Equipment				

Contribution to Reserve	\$20.8	\$0.0	\$20.8	\$0.0
Draw from Reserve	n/a	n/a	n/a	n/a
Net Impact				\$0.0
Net Contribution to / (Draws from) Reserves	\$2.9	\$0.0	\$2.9	\$0.0

The Service contributes to and/or draws from the following reserves: City Sick Pay Gratuity; City Cannabis; Vehicle and Equipment; Central Sick; Post-Retirement Health; and Legal.

The adequacy of reserves is reviewed annually, based on the Service's estimated spending and asset replacement strategies. Contributions are made and expensed to the operating budget accordingly. At this time, no variance is anticipated.

6 - Revenue:

A favourable variance of \$3.0M is projected in this category. The major revenue categories are summarized in Table 7 below.

Table 7 – Revenues

Revenue Category	2022 Budget (\$Ms)	Actual to Mar 31/22 (\$Ms)	Projected Year-End Actual (\$Ms)	Fav / (Unfav) (\$Ms)
Provincial Recoveries	(\$55.7)	(\$1.1)	(\$55.7)	\$0.0
Fees and Recoveries (e.g., paid duty, secondments, vulnerable sector screening.)	(\$25.0)	(\$4.3)	(\$25.8)	\$0.8
Paid Duty - Officer Portion	(\$24.7)	(\$4.2)	(\$24.7)	\$0.0
Miscellaneous Revenue	(\$0.7)	(\$1.8)	(\$2.9)	\$2.2
Total Revenues	(\$106.1)	(\$11.4)	(\$109.1)	\$3.0

Provincial Recoveries – These recoveries consist of the provincial uploading of court security and prisoner transportation and the Public Safety Response Team. No variance is projected at this time.

Fees and Recoveries - The Service experienced a reduction in revenues during 2020, as there was less demand for paid duties and vulnerable sector screenings as a result of COVID-19. In preparing the 2022 operating budget, it was anticipated that revenue losses due to COVID-19 would continue. While revenues have not fully returned to pre-pandemic levels, year-to-date recoveries indicate that revenues have made a partial return to pre-pandemic levels and the Service is projecting a \$0.6M favourable variance. The Service is projecting favourable recoveries of \$0.2M from outside agencies to facilitate expenditures for joint projects.

Paid Duty – Officer Portion - A zero variance is projected at this time; however, any variance would have an overall net zero impact, as this portion of the paid duty recovery is directly offset by the salaries earned by paid duty officers.

Miscellaneous Revenue – The favourable variance represents recoveries from Ottawa for expenses incurred as a result of the Freedom Convoy (\$0.8M), and the recovery of other premium pay expenses incurred on behalf of other jurisdictions (\$1.4M).

7 - Grants:

A favourable variance of \$11.5M is projected in this category. Table 8 summarizes the grants portion of the Service’s budget.

Table 8 – Grants

Grants	2022 Budget (\$Ms)	Actual to Mar 31/22 (\$Ms)	Projected Year-End Actual (\$Ms)	Fav / (Unfav) (\$Ms)
Guns & Gangs				
Expenses	\$4.9	\$0.3	\$1.9	\$3.0
Revenues	(\$4.9)	(\$0.9)	(\$4.8)	(\$0.1)
Net impact				\$2.9
Community Safety & Policing				
Expenses	\$0.0	\$3.1	\$3.9	(\$3.9)
Revenues	\$0.0	(\$2.9)	(\$10.7)	\$10.7
Net impact				\$6.8
Other				
Expenses	\$0.2	\$0.8	\$1.5	(\$1.3)
Revenues	(\$0.2)	(\$1.4)	(\$3.3)	\$3.1
Net impact				\$1.8
Net Impact From Grants	\$0.0	(\$1.0)	(\$11.5)	\$11.5

Grant funding generally results in a net zero variance, as funds are provided for expenditures to achieve specific purposes. However, a net favourable variance is projected in this category since a number of permanent, funded positions are assigned to provincially supported programs and as a result are covered by the grant, and these

positions were not all backfilled. Savings are projected mainly due to the Guns and Gangs grants (\$2.9M) and the Community Safety & Policing grants (\$6.8M). The remaining savings are across several other Provincial grants such as the Children at Risk of Exploitation (C.A.R.E.) grant and the Provincial Strategy to Protect Children from Sexual Abuse and Exploitation on the Internet grant.

The Service is usually aware of grant opportunities prior to budget approval; however, revenue and expenditure budgets cannot be set up if the grant contracts are not approved. In addition, as the provincial fiscal year ends on March 31st, versus December 31st for the Service, unspent provincial grant funding from 2021 is carried forward into the first quarter of 2022. The amounts being carried forward are not finalized until well after year-end. As a result, the base budgets for grants are often zero and the grants are reflected as in-year funding.

As the Service receives other grant funding during the year, future variance reports will reflect these spending plans as the grant applications are approved and agreements are finalized.

Conclusion:

As at March 31, 2022, the Service is projecting a favourable variance of \$9.7M. Although the 2022 budget includes estimates for financial impacts of COVID-19, these costs are difficult to accurately predict. Expenditures and revenues will continue to be closely monitored throughout the year, recognizing that unanticipated events could require increased action and response to keep our communities safe. However, it is important to note that the decreased staffing levels, mainly due to increased separations and hiring challenges, contribute to the surplus, but are impacting the Service's surge capacity and ability to deal with unplanned events and day to day operational service requirements, as well as special projects and other important initiatives.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office



Toronto Police Services Board Report

May 25, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

**Subject: Capital Budget Variance Report for the Toronto Police Service -
Period Ending March 31, 2022**

Recommendations:

It is recommended that the Toronto Police Services Board (Board) forward a copy of this report to the City of Toronto's (City) Chief Financial Officer and Treasurer, for inclusion in the City's overall capital variance report to the City's Budget Committee.

Financial Implications:

At its January 11, 2022 meeting, the Board approved the Toronto Police Service's (Service) 2022-2031 capital program at a net amount of \$30.7 Million (M) and gross amount of \$60.5M for 2022 (excluding carry forwards from 2021), and a 10-year total of \$219.6M net and \$646.8M gross (Min. No. P2022-0111-3.3 refers). Subsequently, City Council, at its February 17, 2022 meeting, approved the Service's 2022-2031 capital program at the same level as the Board approved amount. Attachment A provides a detailed list of all approved projects in the 10-year program.

Table 1 provides a summary of available funding in 2022 (including carry forward funding from 2021) and projected expenditures. Of the \$82.9M in available gross funding in 2022, \$58.6M is projected to be utilized. The 2022 estimated gross spending rate is 71%. The entire under-expenditure of \$24.4M, will be carried forward to 2023.

Table 1 – Summary of 2022 Budget and Expenditures (M's)

Category	2022 Gross	2022 Net
2022 approved program	\$60.5	\$30.7
2021 carry forward funding	\$22.4	\$11.8
Total 2022 available funding	\$82.9	\$42.5
2022 Projection	\$58.6	\$27.6
Variance to available funding	\$24.4	\$14.9
Carry forward to 2023	\$24.4	\$14.9
Spending rate	71%	65%

Note: Due to rounding, numbers presented may not add up precisely. These figures include the budget transfers noted in this report.

Background / Purpose:

The purpose of this report is to provide the Board with the status of the Service's capital projects as at March 31, 2022. Attachment A provides a detailed list of all approved projects in the 10-year program. Attachment B provides the Service's capital variance report as at March 31, 2022 including spending rates and project status. The body of this report includes project updates for key, on-going projects, and includes high-level project descriptions for new projects within the 2022-2031 program.

COVID-19 Impact on Capital projects:

There have been some delays in various projects due to COVID-19 restrictions and other challenges, such as supply chain issues. The Service continues to monitor the impacts of COVID-19 on projects in the capital plan in order to ensure any action required is undertaken.

Key Highlights / Issues:

As part of its project management framework, the Service tracks project risks and issues to determine the status and health (i.e., Green, Yellow, and Red) of capital projects. The overall health of each capital project is based on budget, schedule and scope considerations. The colour codes are defined as follows:

- Green - on target to meet project goals (scope/functionality), on budget and on schedule and no corrective action is required; spending rate of 70% or more of the budget.
- Yellow - at risk of not meeting certain goals, some scope, budget and/or schedule issues, and minimal corrective action is required; spending rate is 50% to 70% of budget.

- Red - high risk of not meeting goals, significant scope, budget and/or schedule issues, and extensive corrective action is required; spending rate is less than 50% of budget.

Capital projects fall under the following four main categories:

- Debt-funded facility projects;
- Debt-funded information technology modernization projects;
- Debt-funded replacements, maintenance and equipment projects; and
- Reserve-funded lifecycle maintenance projects.

The remainder of this report discusses each capital project in detail.

Table 2 provides a high-level summary of 2022 spending for each capital project and carry forward funds to 2023.

Table 2 - 2022 Capital Budget Variance Report as at March 31, 2022 (\$000s)

	2022 Cash Flow		Variance (Over)/ Under	Spending Rate	Carry Forward to 2023	Overall Project Health
	Available to Spend	Projected Actuals				
<u>Debt - Funded Projects</u>						
<i>Facility Projects:</i>						
Long Term Facility Plan - 54/55 Amalgamation; New Build	1,054.0	21.2	1,032.8	2%	1,032.8	Red
Long Term Facility Plan - 41 Division; Communication Center Consulting	19,925.0	9,150.0	10,775.0	46%	10,775.0	Red
Long Term Facility Plan - Facility and Process Improvement	1,083.2	729.0	354.2	67%	354.2	Yellow
Long Term Facility Plan - Consulting	878.0	450.0	428.0	51%	428.0	Yellow
<i>Information Technology Modernization Projects:</i>						
Transforming Corporate Support (HRMS, TRMS)	1,721.9	600.0	1,121.9	35%	1,121.9	Red
ANCOE (Enterprise Business Intelligence, Global Search)	391.4	258.2	133.2	66%	133.2	Yellow
Body Worn Camera - Phase II	920.8	920.8	0.0	100%	0.0	Green
Next Generation (N.G.) 9-1-1	7,000.0	6,452.8	547.2	92%	547.2	Green
<i>Replacements/ Maintenance/ Equipment Projects:</i>						
State-of-Good-Repair - Police	6,017.9	5,017.9	1,000.0	83%	1,000.0	Green
Radio Replacement	2,729.1	2,238.8	490.3	82%	490.3	Green
Automated Fingerprint Identification System (A.F.I.S.) Replacement	1,106.7	1,106.7	0.0	100%	0.0	Green
Mobile Command Centre	1,735.0	949.7	785.3	55%	785.3	Yellow
Connected Officer LR - DC Funding	1,180.0	1,180.0	0.0	100%	0.0	Green
Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement	400.0	400.0	0.0	100%	0.0	Green
Total Debt - Funded Projects	46,382	29,575	16,807	64%	16,807	
<i>Lifecycle Projects (Vehicle & Equipment Reserve)</i>						
Vehicle Replacement	9,060.1	8,933.7	126.4	99%	126.4	
IT- Related Replacements	16,600.3	9,361.5	7,238.8	56%	7,238.8	
Other Equipment	10,888.9	10,691.7	197.2	98%	197.2	
Total Lifecycle Projects	36,549.4	28,986.9	7,562.5	79%	7,562.5	
Total Gross Expenditures	82,931.9	58,562.0	24,369.9	71%	24,369.9	
<i>Less other-than-debt Funding</i>						
Funding from Developmental Charges	(3,900.6)	(1,960.2)	(1,940.4)	50%	(1,940.4)	
Vehicle & Equipment Reserve	(36,549.4)	(28,986.9)	(7,562.5)	79%	(7,562.5)	
Total Other-than-debt Funding	(40,450.0)	(30,947.1)	(9,502.9)	77%	(9,502.9)	
Total Net Expenditures	42,481.9	27,614.9	14,867.0	65%	14,867.0	

Note: the above numbers reflect the budget transfers noted in this report.

Debt-Funded Facility Projects:

Due to the ongoing pandemic, there have been delays in planned construction schedules, including labour and critical supply-chain disruption and delays in obtaining required permits. These factors continue to play a significant role in the progress and cost of the Service's facility-related projects.

In late 2021, the Service hired a consultant to develop a strategic building and office/operational space optimization program that assesses current space utilization and forecasts the short and long-term requirements of the Service with respect to its current building portfolio. The facility-related capital program will be updated for future years as more information becomes available.

54/55 Divisions Amalgamation (Red):

This project provides for the amalgamation of 54 and 55 Divisions (built in 1951 and 1972 respectively) into one consolidated facility at the former Toronto Transit Commission's (T.T.C.) Danforth garage site located at 1627 Danforth Avenue.

- An architect has been selected to be the prime consultant for this project, and conceptual design work has started.
- The drafting and issuance of the Construction Management Request for Proposal (R.F.P.) to select a qualified construction manager is being held until the concept design is developed and priced by the cost consultant so as to provide a better understanding of the likely cost of the facility.
- The cost consultant has identified that the cost of construction has increased considerably due to the increased costs of labour and materials as a result of the ongoing pandemic and other construction factors, primarily the cost of an underground parking structure.
- The Service is in the process of reviewing other potential options and will keep the Board informed.

41 Division (Red):

The current 41 Division facility is approximately 60 years old. Due to its aging infrastructure and poor operational configuration, this facility was identified as a priority in the Long Term Facility Replacement Program a number of years ago. Assessments performed have confirmed that it is not economically feasible to address the ongoing building deficiencies through renovations or to retrofit the existing 41 Division to accommodate the current needs of the Service.

- This new divisional building is being constructed in phases on the existing 41 Division site - operations will continue on the site while construction is ongoing.

- The detailed design phase has been completed. The project is now in the working drawing stage which is estimated to be completed by the third quarter of 2022.
- At the request of the City, the project team has spent the past several months modifying and value engineering the building's design in order to achieve net zero emissions. The new 41 Division will be the first net zero emissions building in the Service's asset base. All costs associated with achieving Net Zero Emissions will be recovered through the City's environment and energy department (Sustainable Energy Plan Financing).
- All interior renovations and personnel moves to enable the main project to commence are complete. Site mobilization, sequential permits and construction tenders have commenced. The demolition permit has been received, with demolition of the existing south bar scheduled for the second quarter of 2022. The balance of the trades work will be tendered in the third quarter of 2022. The Board will be updated on budget impacts following receipt of the tender submissions from the various sub-contractors.
- Community feedback has informed the design of the division's public spaces. Facilities Management is liaising with local City councillors for future Town Hall information sessions with the community.
- The health status of this project is Red as a result of delays due to permitting the Site Plan Approval process and the redesign requirements to achieve Net Zero Emissions. Of the available funding of \$19.9M, \$9.2M will be utilized in 2022 (a spending rate of 46%) and the remaining \$10.8M will be carried forward to 2023.

Communication Centre Consulting (Red)

This project provides funding to acquire external expertise to assist the Service with a comprehensive review of all requirements for a new Communications Centre, taking into account the impact of Next Generation (N.G.) 9-1-1 and other key considerations.

- The existing location for Communications Services (C.O.M.) has reached maximum capacity for personnel, workspace and technology. The current facility cannot accommodate the anticipated expansion that will be required because of N.G. 9-1-1.
- The analysis being conducted includes the impact of technological changes from N.G. 9-1-1, population growth, shifts in calling behaviour (text versus voice, videos), staffing requirements, location, size, and backup site.
- The new Communications Centre building feasibility study is now complete, and indicates that the estimated cost for a new Communications Centre facility will be significant (at \$100M+). This project is not included in the Service's capital program, and funding for this project should be jointly coordinated with the other City emergency services. The Service will work with City Finance, Toronto Fire

and Toronto Paramedic Services to that end, for the development of the 2023-2032 capital program.

- The health status of this project is Red due to the estimated spending rate of 42%. Of the available funding of \$240K, \$100K will be utilized in 2022 and the remaining \$139.5K will be carried forward to 2023.

Long-Term Facility Plan – Facility and Process Improvement (Yellow)

Aligned with both The Way Forward report and the police reform recommendations approved by the Board, this project funds the review of operational processes, focusing on opportunities to improve the efficiency and effectiveness of service delivery. The review of operational processes continues to focus on opportunities to improve service delivery.

- The installation and implementation of remote appearance video bail was completed at 23, 14, 51 and 43 Divisions, in collaboration with the Ministry of the Attorney General (M.A.G.) and other external agencies. The installation of video bail equipment at 32 Division and 55 Division is on track for completion in 2022.
- Work on the Service-wide investigative review continues, including a review of the Community Investigative Support Unit (C.I.S.U.), with a focus to identify potential efficiencies, standardizing functions across the divisions and enhanced service delivery in the area of criminal investigative processes.
- The health status of this project is Yellow due to an estimated spending rate of 67%. Of the available funding of \$1.1M, \$729K will be utilized in 2022 and the remaining \$354.2K will be carried forward to 2023.

Long-Term Facility Plan – Consulting Services (Yellow)

The Service is the largest municipal police service in Canada and has a portfolio of over 52 buildings throughout Toronto. Some of these buildings range between 35 and 50 years old and are in need of replacement or major renovation to meet current and projected staffing and operational needs. This project provides for the acquisition of external expertise to develop a long term strategic building program based on the assessment of current space utilization, short and long term requirements of the Service, and the condition of the current buildings.

- A Request for Quotation (R.F.Q.) for consulting services was issued to the Board's approved shortlist of pre-qualified architects to acquire external expertise to develop a Strategic Building Program that assesses current space utilization and forecasts the short and long-term requirements of the Service. The R.F.Q. closed and Stantec Architecture Limited (Stantec) was the successful bidder. Stantec's project team members completed their background clearance checks at the end of 2021 and information gathering commenced in the first quarter of 2022.

- The review will assess the condition of existing buildings, locations, cost to renovate versus building new, and/or cost to relocate in order to meet current and future operational requirements of the Service. As well, it will explore best practices with respect to its current building portfolio, office space standards, staffing needs, and the ability to provide services in a growing city.
- The assessment will be carefully examined with the objective to enhance operational flexibility, improve aging facility infrastructure, optimize resources, and where possible, reduce the Service's facilities footprint. Also, the Service will consider the constraints on funding levels and will maximize the use of City Development Charges (D.C.) for qualifying Service projects, which reduces the Service's reliance on debt funding. D.C.s are fees charged to developers to help pay for the cost of infrastructure required to provide municipal services in growing areas.
- The health status of this project is Yellow, due to the spending rate of 51%. Due to lack of resources and workload constraints, of the available funding of \$878K, \$450K will be utilized in 2022 and the remaining \$428K will be carried forward to 2023.

Debt-Funded Information Technology Modernization Projects:

In the last decade, there have been many important developments with respect to information technologies that the Service has embraced and implemented. These systems are designed to improve efficiencies through advanced technology that eliminates costly and manual processes. They also have the benefit of improving information that supports the Service's overall goal of providing reliable and value-added public safety services.

Transforming Corporate Support (Human Resource Management System (H.R.M.S.) and Time Resource Management System (T.R.M.S.)) (Red)

The project focus is to develop more cost-effective, modern and automated processes to administer and report on the Service's people and human resources related activities, including employee record management, payroll, benefits administration, and time and labour recording.

- The H.R.M.S. system implementation portion of this project is complete. The technical upgrade of T.R.M.S is also complete.
- Additional T.R.M.S. reports along with functionality enhancements are scheduled to take place in 2022. The majority of work was done by utilizing existing Information Technology (I.T.) staffing.
- The health status of this project is Red as resource constraints have hampered the planning for this project, and the project has a spending rate of 35%. Of the available \$1.7M, \$600K will be utilized in 2022 and the remaining \$1.1M will be carried forward to 2023 to upgrade H.R.M.S. functionality and retain additional

resources for enhanced reporting and workforce analytics, as well as ensure integration of H.R.M.S. and T.R.M.S.

Analytics Centre of Excellence (A.N.C.O.E.) program; Enterprise Business Intelligence (E.B.I.) and Global Search (Yellow):

A.N.C.O.E. is a business-led, analytics and innovation program, which oversees and drives analytics and information management activities for the Service. This project includes Enterprise Business Intelligence (E.B.I.) as well as Global Search. The program focuses on improving the analytical reporting environments with new and enhanced Power B.I., geospatial and reporting technologies, and will deliver streamlined service processes that will make data and analytics products available to front-line members, management, and the public.

- The E.B.I. portion of the project is complete and provides for increased use of Power B.I. for reporting on persons in crisis, monitoring and reporting of the 81 Police Reform recommendations, etc.
- Production and implementation of the Global Search platform is completed for Service-wide use.
- The Service's Geographic Information System (G.I.S.) platform is underway which assists to share data, maps, apps and other items with internal members and with the public.
- The Service is working on a number of mapping solutions that form part of the public Open Data Portal and the Service's website assisting with visualization of multiple layers of data through web maps and apps that can be accessed from anywhere at any time.
- The use of spatial analysis is underway to enable better decision making for operations and planning activities with ease of data access via a web browser, smart phones, tablet and information is easily embedded into the Service's website.
- In 2022, the focus is on the implementation of new and improved functionalities, as well as enhanced reporting and workforce analytics. Enhancements include, but are not limited to, expanding the functionality of the G.I.S. platform for more operational support, location enhancements and special event planning assistance for Toronto Police Operations Centre (T.P.O.C.). The G.I.S. environment technical review is complete and the environment build is currently in progress.
- It is anticipated that the improvements to the Global Search program such as advanced search functionality and addition of images will be completed by the end of 2022.
- Global Search was built on the Attivio platform, which was purchased by ServiceNow in 2020. Service staff will be reviewing the plans of this platform

with the new owners to determine if the change in ownership will impact the product and subsequently the Service.

- The E.B.I part of the A.N.C.O.E. project is projected to be on time and on budget with a project status of Green. The available funding of \$78.1K will be fully utilized in 2022. The Global Search part of the project is projected to have a 57% spend rate for 2022. Of the available funding of \$313.2K, \$180K will be utilized in 2022 and the remaining \$133.2K will be carried forward to 2023.
- Overall, the health status of the A.N.C.O.E. project is Yellow due to an overall spending rate of 66%. Of the available \$391.4K, \$258.2K will be utilized in 2022 and the remaining \$133.2K will be carried forward to 2023.

Body Worn Cameras (B.W.C.) – Phase II (Green)

This project will equip frontline officers with B.W.C.s. This initiative is aligned with and will enable the Service's commitment to maintain and enhance public trust and accountability, as part of its commitment to the delivery of professional, transparent, unbiased and accountable policing.

- The contract award to Axon Canada was approved by the Board at its August 2020 meeting (Min. No. P129/20 refers).
- To date, the Service has issued all 2,350 body cameras, while having trained 2,600 frontline officers (accounting for the rotation of officers assigned to frontline roles).
- Digital disclosure of body-worn camera along with most other digital media evidence (photos, videos, audio) has been successfully piloted at 23 Division to the M.A.G. Toronto West Court location. Work is currently being done to produce a training course for all active Case Managers/Investigators. The training course is scheduled for the remaining divisions in Toronto West Court over the June/July timeframe, with the expansion to all divisions/units and courts to follow during 2022.
- Timeline and funding requirement is revised for 2022 and the status of this project is changed to Green. It is estimated that the entire available funding of \$920.8K will be utilized in 2022.

Next Generation (N.G.) 9-1-1 (Green)

Current 9-1-1 systems are voice-centric and were originally designed for landlines. Per the Canadian Radio-television and Telecommunications (C.R.T.C.) mandate, Canadian telecommunications service providers will be upgrading their infrastructure for N.G. 9-1-1 to an Internet Protocol (I.P.) based platform technology capable of carrying voice, text and other data components.

This project includes the renovation of the training room, training room furniture, and the expansion to three other floors at the current Communications Centre building.

- The extensive detail design phase is still continuing, resulting in some changes such as a network re-design, whereby Solacom, the new N.G. 9-1-1 solution, will be isolated from the rest of the Service's network.
- AECOM, the engineering design firm, has finalized the architectural, mechanical, electrical, and structural drawings required for the construction phase of the new training room at the Primary Site, which will also serve as a full Production Tertiary site. The R.F.Q. for the construction phase has been issued, with an expected completion date of July 31, 2022.
- AECOM is also completing similar drawings for the renovations at the remaining portion of the Primary Site. The plan is to expand the existing Primary Operation floor to help accommodate the implementation of N.G. 9-1-1, as well as to allow for a potential future expansion for additional call-taking positions. The renovations will also create much-needed rest areas and meeting space, as well as consolidated management, administration and support areas. This portion of the renovations is expected to be completed by the third quarter of 2023.
- Stevens & Black Electrical Contractors Limited was awarded the contract for renovation services of the N.G. 9-1-1 training room (Min. No. P2022-0331-6.0 refers).
- It is anticipated that the new N.G. 9-1-1 solution will be fully implemented in two phases:
 - Phase I: deployment between the current Secondary Site and the new Tertiary Site – by mid-2023
 - Phase II: deployment at the Primary Site (post major renovations), with the Tertiary Site switching back to a training room functionality – by the fourth quarter of 2023
- Collaboration meetings with the secondary Public Safety Answering Point (Toronto Paramedic Services and Toronto Fire) on the N.G. platform are ongoing.
- Timeline and funding requirement is revised for 2022 and the status of this project is changed to Green. Of the available \$7M, \$6.5M will be utilized in 2022 with a spending rate of 92% and the remaining \$547.2K will be carried forward to 2023.

Debt-Funded Replacements/ Maintenance/ Equipment Projects:

Projects in this category are for replacement and maintenance of equipment and facility projects.

State of Good Repair (S.O.G.R.) (Green):

S.O.G.R. funds are used to maintain the safety, condition and requirements of existing Service buildings.

- In light of the future plans for Service facilities, use of these funds will be closely aligned with the Long-Term Facility Plan, with priority being given to previously approved and ongoing projects that must continue through to completion.
- This funding source is also used by the Service for technology upgrades in order to optimize service delivery and increase efficiencies.
- Timeline and funding requirement is revised for 2022 and the status of this project is changed to Green. It is estimated that from the available \$6M, \$5M will be utilized in 2022 with a spending rate of 83% and the remaining \$1M will be carried forward to 2023.

Radio Lifecycle Replacement (Green)

The Service's Telecommunications Services Unit (T.S.U.) maintains 4,913 mobile, portable and desktop radio units. The replacement lifecycle of the radios was extended from seven years to ten years a number of years ago, in order to reduce the replacement cost of these important and expensive assets.

- The radio purchases are for the third quarter of 2022.
- The health status of this project is Green. The project is progressing well and is on schedule and within budget. Of the available \$2.7M, \$2.2M will be utilized in 2022 for an estimated spend rate of 82% and the remaining \$490K will be carried forward to 2023.

Automated Fingerprint Identification System Replacement (A.F.I.S.) (Green)

The A.F.I.S. system is a biometric identification (I.D.) methodology that uses digital imaging technology to obtain, store, and analyze fingerprint data.

- The contract award to IDEMIA was approved in April 2020 and contract negotiations were completed in December 2020.
- The Planning phase and project plan was completed and delivered in August 2021.
- Throughout the design phase the vendor has been experiencing limited resources, primarily due to COVID-19, and this impacted the preparation and delivery of documents for review and approval. Due to this delay in the design phase, the remaining milestones were moved from 2021 to 2022.
- The risk register continues to be closely monitored by both the Forensic Identification Unit and IDEMIA. Unpredictable COVID-19 impacts including materials, shipping and human resource constraints continue to be evaluated. There is some risk involved with maintaining our current A.F.I.S. system while

implementing the new solution, utilizing the same human resources in both. Steps will be taken to manage this risk.

- As delays continue to impact the Go-Live date, the project plan is being re-evaluated to take into account the change in event timelines. The Service is currently in discussions with the vendor and anticipates implementation and being operational by end of 2022. However, there is a risk of completion moving into January 2023.
- The new timelines are adjusted for 2022 and the health status of this project is currently Green. This might change in future reports depending on the re-evaluation of the project plan. It is estimated that the entire available funding of \$1.1M will be utilized in 2022.

Mobile Command Centre (Yellow)

The Service will be acquiring a new Mobile Command Vehicle to support the challenges of providing public safety services in a large urban city. The vehicle will play an essential role and fulfill the need to readily support any and all operations and occurrences within the City. The design of this vehicle will allow for the flexibility to cover emergencies and non-emergency events such as extreme event response, major sporting events, searches, and joint operations.

- The vehicle will be designed to operate with other emergency services, as well as municipal, provincial and federal agencies. The technology will focus on both the current and future technological needs required to work within the C3 (Command, Control, Communications) environment, further ensuring efficient and effective management of public safety responses.
- The R.F.Q. for the Mobile Command Vehicle was completed in 2021 and P.K. Van Welding and Fabrication was the successful bidder. However, after initial consultation with the proponent it was identified that the project would have several delays due to the ongoing world-wide vehicle chip shortage. The Emergency Management and Public Order Unit continues to liaise with the vendor to ensure we remain on track.
- The delivery of vehicle is postponed from May 2022 to the third quarter of 2022 due to the chip shortage. In the interim, P.K. Van Welding and Fabrication has been working with the Service to finalize the plan view drawings. Completion date for the project has been identified as the fourth quarter of 2022 or first quarter of 2023.
- The health status of this project is Yellow due to ongoing delays with chip shortage. It is estimated that of the available \$1.7M, \$950K will be utilized in 2022 with a spending rate of 55% and the remaining \$785K will be carried forward to 2023.

Lifecycle Projects (Vehicle and Equipment Reserve):

Projects listed in this category are funded from the Vehicle and Equipment Reserve (Reserve), which is in turn funded through annual contributions from the Service and Parking Enforcement operating budgets. The Reserve has no net impact on the capital program at this time, as it is fully funded through contributions from the operating budget and does not require debt funding. Items funded through this reserve include the regular replacement of vehicles and information technology equipment, based on the deemed lifecycle for the various vehicles and equipment.

Table 3 – Summary of Vehicle and Equipment Lifecycle Replacement (\$000s)

Project Name	Carry Forward from previous years	2022 Budget	Available to Spend	Year End Actuals	YE Variance (Over)/ Under	Carry Forward to 2023
Vehicle Replacement	650.1	8,410.0	9,060.1	8,933.7	126.4	126.4
IT- Related Replacements	5,505.3	11,095.0	16,600.3	9,361.5	7,238.8	7,238.8
Other Equipment	3,438.9	7,450.0	10,888.9	10,691.7	197.2	197.2
Total Lifecycle Projects	9,594.4	26,955.0	36,549.4	28,986.9	7,562.5	7,562.5

Note: Due to rounding, numbers presented may not add up precisely.

It is important to note that as the Service modernizes, new systems have been implemented over the years (e.g., In-Car Camera program, data and analytics initiatives) and on premise storage requirements have increased (e.g., to accommodate video). These increased requirements have put significant pressure on this Reserve, as the amount of equipment with maintenance and replacement requirements continues to increase year over year. This in turn puts pressure on the operating budget, as increased annual contributions are required to ensure the Reserve can adequately meet the Service’s vehicle and equipment requirements.

While the Service has taken steps to create efficiencies, the amount of equipment that must be replaced continues to increase. The Service will continue to review all projects’ planned expenditures to address future pressures, including additional reserve contributions that may be required. The Service is also exploring other options (e.g., utilization of the cloud) for more efficient and potentially less costly data storage.

Significant variances resulting in carry forwards of funding are:

- \$6.1M – I.T. Business Resumption - Due to COVID-19–related delays, the servers in the Peer to Peer site (Data Centre) will not be replaced until first quarter of 2023.

- \$0.9M – Workstations, Laptop, Printer - There have been fewer workstations required in 2022 as a result of laptop for desktop consolidations. In addition, delays due to COVID-19 supply chain constraints and delays in equipment delivery is continuing.
- \$0.2M – In-Car Camera – There have been delays due to staffing/contractor shortage.

Conclusion:

Competing operational priorities, the impact of the COVID-19 pandemic and in particular labour and supply chain issues, continue to have an impact on many of the projects in the Service's capital program, and has resulted in several projects' health being assessed as Yellow or Red. Projects will continue to be monitored on an ongoing basis and known issues will continue to be actively addressed, so that the health of these projects improves.

The Service's 2022 gross spending rate is estimated at 71%. The entire under-expenditure of \$24.4M will be carried forward to 2023.

The Board will continue to be kept apprised of project progress through the quarterly variance report, including any major issues as projects progress, and any proposed capital program changes.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office

APPROVED 2022 – 2031 Capital Program Request (\$000s)

Attachment A

Project Name	to end of 2021	Carry forward	2022	2023	2024	2025	2026	2022-2026 Request	2027	2028	2029	2030	2031	Total 2027-2031	Total 2022-2031 Program	Total Project Cost
Projects in Progress																
State-of-Good-Repair - Police		2,628	4,400	4,400	4,400	4,400	4,400	22,000	4,400	4,400	4,400	4,400	4,400	22,000	44,000	44,000
Transforming Corporate Support (HRMS, TRMS)	7,935	1,176	500	0	0	0	0	500	0	0	0	0	0	0	500	8,435
Long Term Facility Plan - 54/55 Amalgamation; New Build	1,184	421	1,054	8,825	16,625	19,029	3,783	49,316	0	0	0	0	0	0	49,316	50,500
Long Term Facility Plan - 41 Division; New Build	7,072	3,626	19,925	16,004	9,863	0	0	45,792	0	0	0	0	0	0	45,792	52,864
Long Term Facility Plan - Facility and Process Improvement	2,723	264	735	0	0	0	0	735	0	0	0	0	0	0	735	3,458
Long Term Facility Plan - Consulting	750	675	128	0	0	0	0	128	0	0	0	0	0	0	128	878
ANCOE (Enterprise Business Intelligence, Global Search)	12,124	133	202	202	0	0	0	404	0	0	0	0	0	0	404	12,528
Radio Replacement	35,696	0	2,356	0	0	0	0	2,356	14,734	4,733	6,429	4,867	6,116	36,879	39,235	74,931
Automated Fingerprint Identification System (A.F.I.S.) Replacement	1,581	870	0	0	0	0	0	0	1,581	0	0	0	0	1,581	1,581	3,162
Next Generation (N.G.) 9-1-1	7,350	4,116	2,692	214	0	0	0	2,906	0	0	0	0	0	0	2,906	10,256
Body Worn Camera - Phase II	5,887	200	0	0	0	0	0	0	0	0	0	0	0	0	0	5,887
Communication Centre - New Facility Assessment	500	200	0	0	0	0	0	0	0	0	0	0	0	0	0	500
Mobile Command Centre	1,735	1,735	0	0	0	0	270	270	50	0	0	0	270	320	590	2,325
Total, Projects In Progress	84,536	16,044	31,992	29,645	30,888	23,429	8,453	124,407	20,765	9,133	10,829	9,267	10,786	60,780	185,187	269,723
Upcoming Projects																
Connected/Mobile Officer life cycle replacement - DC funded	0	0	1,180	223	1,450	232	1,505	4,590	240	1,560	249	1,067	0	3,116	7,706	7,706
Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement	0	0	400	400	400	400	400	2,000	0	0	400	400	400	1,200	3,200	3,200
Long Term Facility Plan - 13/53 Division; New Build	0	0	0	600	6,516	16,796	13,096	37,008	4,364	0	0	0	0	4,364	41,372	41,372
Long Term Facility Plan - 22 Division; New Build	0	0	0	0	0	600	4,717	5,317	19,082	18,590	7,511	0	0	45,183	50,500	50,500
Long Term Facility Plan - 51 Division; Major Expansion	0	0	0	0	0	0	0	0	3,300	5,240	3,460	0	0	12,000	12,000	12,000
Property & Evidence Warehouse Racking	30	0	0	0	50	950	0	1,000	0	0	0	0	0	0	1,000	1,030
Total, Upcoming Capital Projects:	30	0	1,580	1,223	8,416	18,978	19,718	49,915	26,986	25,390	11,620	1,467	400	65,863	115,778	115,808
Total Gross Debt Funded Capital Project	84,566	16,044	33,572	30,868	39,304	42,407	28,171	174,322	47,751	34,523	22,449	10,734	11,186	126,643	300,965	385,531
Vehicle and Equipment Total	306,096	8,569	26,955	35,819	36,342	33,267	34,275	166,658	35,402	34,236	35,027	43,891	30,627	179,183	345,841	651,937
Total Gross Projects	390,662	24,612	60,527	66,687	75,646	75,674	62,446	340,980	83,153	68,759	57,476	54,625	41,813	305,826	646,806	1,037,468
Funding Sources:																
Vehicle and Equipment Reserve	(306,096)	(8,569)	(26,955)	(35,819)	(36,342)	(33,267)	(34,275)	(166,658)	(35,402)	(34,236)	(35,027)	(43,891)	(30,627)	(179,183)	(345,841)	(651,937)
Development charges Funding	(33,242)	(621)	(2,893)	(9,648)	(19,473)	(17,628)	(6,222)	(55,864)	(17,240)	(6,955)	(249)	(1,067)	0	(25,511)	(81,375)	(114,617)
Total Other Funding Sources:	(339,338)	(9,190)	(29,848)	(45,467)	(55,815)	(50,895)	(40,497)	(222,522)	(52,642)	(41,191)	(35,276)	(44,958)	(30,627)	(204,694)	(427,216)	(766,554)
Total Net Debt-Funding Request:		15,422	30,679	21,220	19,831	24,779	21,949	118,458	30,511	27,568	22,200	9,667	11,186	101,132	219,590	270,914

2022 Capital Budget Variance Report as at March 31, 2022 (\$000s)

Attachment B

Project Name	Carry Forward from 2021	2022 Cash Flow			Variance (Over)/ Under	Spending Rate	Lost Funding/ Return to Reserve	Carry Forward to 2023	Total Project Cost		Status	Start Date	End Date		Overall Project Health
		Budget	Available to Spend	Projected Actuals					Budget	Life to Date			Planned	Revised	
Debt - Funded Projects															
Facility Projects:															
Long Term Facility Plan - 54/55 Amalgamation; New Build	0.0	1,054.0	1,054.0	21.2	1,032.8	2%	0.0	1,032.8	50,500.0	50,500.0	On hold	Jan-17	Dec-24	TBD	Red
Long Term Facility Plan - 41 Division; Communication Center Consulting	0.0	19,925.0	19,925.0	9,150.0	10,775.0	46%	0.0	10,775.0	52,864.0	52,864.0	Delayed	Jan-18	Dec-22	Dec-24	Red
Long Term Facility Plan - Facility and Process Improvement	239.5	0.0	239.5	100.0	139.5	42%	0.0	139.5	500.0	500.0	Delayed	Jan-20	Dec-20	Dec-23	Red
Long Term Facility Plan - Consulting	348.2	735.0	1,083.2	729.0	354.2	67%	0.0	354.2	3,458.0	3,458.0	Delayed	Jan-18	Dec-23	Dec-23	Yellow
Long Term Facility Plan - Consulting	750.0	128.0	878.0	450.0	428.0	51%	0.0	428.0	878.0	878.0	Delayed	Jan-21	Dec-22	Dec-23	Yellow
Information Technology Modernization Projects:															
Transforming Corporate Support (HRMS, TRMS)	1,221.9	500.0	1,721.9	600.0	1,121.9	35%	0.0	1,121.9	8,435.0	8,435.0	Delayed	Jan-14	Dec-20	Dec-23	Red
ANCOE (Enterprise Business Intelligence, Global Search)	189.4	202.0	391.4	258.2	133.2	66%	0.0	133.2	12,528.0	12,528.0	Delayed	Jan-15	Dec-18	Dec-23	Yellow
Body Worn Camera - Phase II	920.8	0.0	920.8	920.8	0.0	100%	0.0	0.0	5,887.0	5,887.0	On Time	Jan-17	Dec-20	Dec-22	Green
Next Generation (N.G.) 9-1-1	4,308.0	2,692.0	7,000.0	6,452.8	547.2	92%	0.0	547.2	10,256.0	10,256.0	On Time	Jan-19	Dec-23	Dec-24	Green
Replacements/ Maintenance/ Equipment Projects:															
State-of-Good-Repair - Police	1,617.9	4,400.0	6,017.9	5,017.9	1,000.0	83%	0.0	1,000.0	on-going	on-going	On Time	on-going	on-going	on-going	Green
Radio Replacement	373.1	2,356.0	2,729.1	2,238.8	490.3	82%	0.0	490.3	74,931.0	74,931.0	On Time	Jan-16	on-going	on-going	Green
Automated Fingerprint Identification System (A.F.I.S.) Replacement	1,106.7	0.0	1,106.7	1,106.7	0.0	100%	0.0	0.0	3,162.0	3,162.0	On Time	Jan-19	Dec-20	Nov-22	Green
Mobile Command Centre	1,735.0	0.0	1,735.0	949.7	785.3	55%	0.0	785.3	2,325.0	2,325.0	Delayed	Feb-21	Apr-22	Dec-23	Yellow
Connected Officer LR - DC Funding	0.0	1,180.0	1,180.0	1,180.0	0.0	100%	0.0	0.0	7,706.0	7,706.0	On Time	Feb-21	Apr-22	Dec-22	Green
Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement	0.0	400.0	400.0	400.0	0.0	100%	0.0	0.0	3,200.0	3,200.0	On Time	Feb-21	Apr-22	Dec-22	Green
Total Debt - Funded Projects	12,810.5	33,572.0	46,382.5	29,575.0	16,807.4	64%	0.0	16,807.4	236,630.0	236,630.0					
Lifecycle Projects (Vehicle & Equipment Reserve)															
Vehicle Replacement	650.1	8,410.0	9,060.1	8,933.7	126.4	99%	0.0	126.4	On-going	On-going	On-going				
IT- Related Replacements	5,505.3	11,095.0	16,600.3	9,361.5	7,238.8	56%	0.0	7,238.8	On-going	On-going	On-going				
Other Equipment	3,438.9	7,450.0	10,888.9	10,691.7	197.2	98%	0.0	197.2	On-going	On-going	On-going				
Total Lifecycle Projects	9,594.4	26,955.0	36,549.4	28,986.9	7,562.5	79%	0.0	7,562.5							
Total Gross Expenditures	22,404.9	60,527.0	82,931.9	58,562.0	24,369.9	71%	0.0	24,369.9							
Less other-than-debt Funding															
Funding from Developmental Charges	(1,007.6)	(2,893.0)	(3,900.6)	(1,960.2)	(1,940.4)	50%	0.0	(1,940.4)							
Vehicle & Equipment Reserve	(9,594.4)	(26,955.0)	(36,549.4)	(28,986.9)	(7,562.5)	79%	0.0	(7,562.5)							
Total Other-than-debt Funding	(10,602.0)	(29,848.0)	(40,450.0)	(30,947.1)	(9,502.9)	77%	0.0	(9,502.9)							
Total Net Expenditures	11,802.9	30,679.0	42,481.9	27,614.9	14,867.0	65%	0.0	14,867.0							



Toronto Police Services Board Report

May 25, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: 2022 Operating Budget Variance Report for the Toronto Police Service Parking Enforcement Unit, Period Ending March 31, 2022

Recommendations:

It is recommended that the Toronto Police Services Board (Board) forward a copy of this report to the City of Toronto (City) Chief Financial Officer and Treasurer for information and inclusion in the variance reporting to the City's Budget Committee.

Financial Implications:

At its January 11, 2022 meeting, the Board approved the Toronto Police Service's Parking Enforcement Unit (P.E.U.) operating budget request at \$50.9 Million (M) (Min. No. P2022-0111-3.4 refers), a 3.3% increase over the 2021 approved budget. Subsequently, City Council, at its February 17, 2022 meeting, approved the P.E.U.'s 2022 operating budget at the same amount.

As at March 31, 2022, the P.E.U. is projecting a favourable variance of \$3.1M. Table 1 provides a high-level summary of variances by feature category. Details regarding these categories are discussed in the section that follows.

Table 1 – 2022 Variance by Feature Category

Category	2022 Budget (\$Ms)	Actual to Mar31/22 (\$Ms)	Projected Year-End Actual (\$Ms)	Fav/(Unfav) (\$Ms)
1- Salaries	\$33.9	\$7.4	\$31.7	\$2.2
2- Premium Pay	\$1.9	\$0.2	\$1.2	\$0.7
3- Benefits	\$8.5	\$1.4	\$8.3	\$0.2
4- Materials & Equipment	\$2.0	\$0.2	\$2.0	\$0.0
5- Services	\$5.7	\$0.6	\$5.7	\$0.0
6- Revenue (e.g. T.T.C., towing recoveries)	(\$1.1)	(\$0.1)	(\$1.1)	\$0.0
Total Net	\$50.9	\$9.7	\$47.8	\$3.1

Background / Purpose:

The P.E.U. is managed by the Service; however, the P.E.U.’s operating budget is separate from the Toronto Police Service (Service) budget, and is maintained in the City’s non-program budget. In addition, revenues from the collection of parking tags issued accrue to the City, not the Service.

The purpose of this report is to provide information on the P.E.U.’s 2022 projected year-end variance as at March 31, 2022.

Discussion:

It is important to note that while the P.E.U. did consider COVID-19 in developing its 2022 operating budget, the financial implications of the pandemic are difficult to predict. For planning purposes, the projections below assume that the majority of the COVID-19 restrictions will remain lifted for the rest of the year.

Expenditures do not all follow a linear pattern and therefore year-to-date expenditures cannot be simply extrapolated to year-end. Rather, the projection of expenditures to year-end is done through an analysis of all accounts, taking into consideration factors such as expenditures to date, future commitments expected and spending patterns.

1 - Salaries:

The total Salaries budget for 2022 is \$33.9M with an estimated spending of \$31.7M resulting in a \$2.2M favourable variance. Salary expenditures are primarily impacted by the number of Parking Enforcement Officers (P.E.O.) hired each year and the number of P.E.O.s retiring or resigning each year, and how these vary from budget. The timing of hires and separations can also significantly impact expenditures. This year, in particular, is also affected by the number of staff on unpaid leave as stated below.

- The 2022 approved budget assumed that there would be 24 P.E.O. separations during the year; however, at the time of budget preparation, the hiring strategy

with respect to Special Constables was not finalized. The hiring of Special Constables has a significant impact on the P.E.U., as a significant number of P.E.O.s have historically made the transition from P.E.O. to Special Constable. Subsequent to the approval of the 2022 operating budget, the timing and size of the Special Constables classes has been determined, and the P.E.U. is now expecting to lose a significant number P.E.O.s to the Special Constable classes. As a result, the year-end projected separations has been increased to 56.

- The P.E.U. experienced higher-than-anticipated separations at during 2021 (31 actual separations, 6 more than the 25 budgeted separations), resulting in savings.
- There has also been a greater-than-budgeted number of members on unpaid leaves (e.g. maternity and parental, secondment and central sick).
- Spending has also been reduced due to members on unpaid absence as a result of the Service's vaccination policy.

The 2022 approved budget includes funding for an April class of 24 P.E.O. hires. Due to timing issues, this class was delayed; however, as a result of the higher-than-anticipated separations, it is now expected that the class size will be increased to 30 in September and another class of 30 will be added in December.

Actual separations are monitored monthly, and the Service will reassess future recruiting efforts based on the actual pace of hiring and separations.

The impact of the above factors results in a projected favourable salary variance of \$2.2M.

2 - Premium Pay:

The total Premium Pay budget for 2022 is \$1.9M with an estimated spending of \$1.2M resulting in a \$0.7M favourable variance. Nearly all premium pay at the P.E.U. is related to enforcement activities, such as special events or directed enforcement activities. Directed enforcement activities are instituted to address specific problems. Premium pay expenditures are anticipated to begin to return to normal levels by the end of summer; however, at this time since the city activities have not fully returned to pre-pandemic level, a favourable variance is projected.

3 - Benefits:

The total Benefit budget for 2022 is \$8.5M with an estimated spending of \$8.3M resulting in a \$0.2M favourable variance. This variance is due to reduced staffing levels and current spending levels.

4 - Materials and Equipment:

The total Materials and Equipment budget for 2022 is \$2M with no variance anticipated at this time. Significant items in this category include parking tags, uniforms, gasoline,

vehicle parts and batteries for handheld parking devices. While gas prices are expected to be much higher than budgeted, usage is currently less than what was budgeted, as a result, no significant variance is projected in gasoline at this time.

5 - Services:

The total Services budget for 2022 is \$5.7M, with no variance anticipated at this time. Significant items in this category include interdepartmental chargebacks, contributions to reserves, rental of property and maintenance, and support costs for the handheld parking devices. It must be noted that the contributions to the reserves are not made until the end of the year, as a result, year to date expenditures are low relative to the overall budget in this category.

6- Revenue:

The total Revenue budget for 2022 is \$1.1M with no variance anticipated at this time. Revenues include towing recoveries, draws from reserves, and recoveries from the T.T.C. The recoveries from the T.T.C. are for premium pay expenditures that are incurred to enforce parking by-laws on T.T.C. right of ways, which are necessitated by the continuing weekend subway closures for signal replacements maintenance.

Conclusion:

As at March 31, 2022, the P.E.U. is projecting a favourable variance of \$3.1M, and the unit will continue to review its spending plans.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office



Toronto Police Services Board Report

June 2, 2022

To: Chair and Members
Toronto Police Services Board

From: Ryan Teschner
Executive Director and Chief of Staff

Subject: 2022 Operating Budget Variance Report for the Toronto Police Services Board, Period Ending March 31, 2022

Recommendation:

It is recommended that the Toronto Police Services Board (Board) receive this report, and forward a copy to the City of Toronto (City) Chief Financial Officer and Treasurer for information and inclusion in the variance reporting to the City's Budget Committee.

Financial Implications:

As of March 31, the Board is anticipating no year-end variance on its 2022 Operating Budget.

Background / Purpose:

At its January 11, 2022 meeting, the Board approved the Toronto Police Services Board's 2022 Operating Budget at a net amount of \$1,969,800 (Min. No. P2022-0111-3.6 refers), which represented a 2% increase over the 2021 Operating Budget. Subsequently, at its February 17, 2022 meeting, City Council approved the Board's 2022 Operating Budget at the same net amount.

The purpose of this report is to provide information on the Board's 2022 projected year-end variance.

Discussion:

As of March 31, 2022, no variance is anticipated at year-end. Details are discussed below.

The following chart summarizes the Board's variance by expenditure category. Details regarding these categories are discussed in the sections that follow.

Expenditure Category	2022 Budget (\$000s)	Actual to March 31, 2022 (\$000s)	Projected Year-End Actual (\$000s)	Fav/(Unfav) (\$000s)
Salaries & Benefits	\$1,354.4	\$305.8	\$1,234.9	\$119.5
Non-Salary Expenditures	\$1,691.1	\$33.0	\$1,778.9	(\$87.8)
Draws from Reserves	(\$1,075.7)	\$0.0	(\$1,043.9)	(\$31.8)
Total Net	\$1,969.8	\$338.7	\$1,969.8	(\$0.0)

It is important to note that not all expenditures follow a linear pattern and, as such, year-to-date expenditures cannot be simply extrapolated to year-end. Rather, the projection of expenditures to year-end is done through an analysis of all accounts, taking into consideration factors such as expenditures to date, future commitments and spending patterns.

Salaries & Benefits

Year-to-date expenditures are lower than planned, as not all Board Staff are at the highest 'step' of their respective salary band. Therefore, a favourable projection of \$119,500 is expected at year-end.

These projected savings are expected to be fully offset by lower than budgeted draws from reserves and expenditures for the Chief of Police selection process as outlined in the subsequent sections.

Non-salary Budget/Draws from Reserves

The majority of the costs in this category are for arbitrations/grievances and City charge backs for legal services.

The Toronto Police Services Board cannot predict or control the number of grievances filed or referred to arbitration, as filings are at the discretion of bargaining units. In order to address this uncertainty and ensure adequate financial resources are available to respond to these matters when they arise, the 2022 Operating Budget includes a \$424,800 contribution to a Reserve for costs associated with the provision of legal advice and representation. Fluctuations in legal spending will be dealt with by increasing or decreasing the budgeted reserve contribution in future years' operating budgets so that the Board ultimately has funds available in the Reserve, upon which to draw, to fund these variable expenditures.

In case of a favourable operating variance at year-end, the Board may choose to draw less than the budgeted amount from the reserves in order to preserve the reserves' balances.

Chief of Police Selection Process

The Board authorized commencing the process for outside professional firms to assist the Board with the executive search services in order to select Toronto's next Chief of Police.

At its meeting of November 24, 2020, the Board approved the report entitled *Chief of Police Selection Process – Contract Award to BESC Toronto Inc. (Boyden) to Deliver Executive Search Services* (Min. No. P184/20 refers). Costs for the executive search process are estimated to be \$75,000 and will occur during 2021 and 2022.

In 2021, expenditures incurred with respect to the Chief of Police selection process was absorbed within the Board's 2021 Operating Budget. Every effort will be made to absorb 2022 costs associated with this process, as well; however, as a Chief Selection process does not occur regularly, the funds associated with the process are not 'built in' to the Board Office's annual budget, and, therefore, create a potential budget pressure. This pressure will partially offset the anticipated savings for Salaries and Benefits.

Conclusion:

As of March 31, 2022, no variance is being projected by the end of 2022. Every effort is being made to absorb the costs associated with the Chief selection within the 2022 Operating Budget.

Respectfully submitted,

A handwritten signature in blue ink, appearing to read "R. Teschner".

Ryan Teschner
Executive Director and Chief of Staff



Toronto Police Services Board Report

May 11, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

**Subject: Response to the Jury Recommendations from the
Coroner's Inquest into the Death of Mr. Ismet Dakaj**

Recommendations:

It is recommended that the Toronto Police Services Board (Board):

- (1) receive the following report for information; and
- (2) forward a copy of the following report to the Chief Coroner for the Province of Ontario.

Financial Implications:

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

Background / Purpose:

A Coroner's inquest into the death of Mr. Ismet Dakaj was conducted in the City of Toronto during the period June 8 to June 11, 2021. As a result of the inquest, the jury found the manner of death was accidental; and made 23 recommendations, with recommendations 22 to 23 being directed to all police services in Ontario, including the Toronto Police Service (Service).

The purpose of this report is to inform the Board of the Service's review for potential implementation of the jury recommendations.

The following is a summary of the circumstances of the death of Mr. Ismet Dakaj and issues addressed at the inquest, reprinted verbatim from the Coroner's Report, as delivered by Dr. David Eden, Presiding Coroner.

Summary of the Circumstances of the Death:

“A railway underpass was being constructed by a general contractor for the Regional Municipality of Halton on Derry Road. At this construction site, dump trucks were loaded with soil from the excavation, then reversed up a ramp to Derry Road. The trucks were guided by two signallers, one located at the bottom of the ramp, and Mr. Dakaj near the top (closest to Derry Road). Two pay duty¹ Halton Police Service officers managed traffic on the public roadway; their responsibilities included controlling traffic on the public road as it entered, exited and passed the construction site, but not traffic on the construction site itself.

The truck was operated by Driver ‘A,’ who testified at the inquest. He told the jury that he had not received any site-specific training and had not been invited to the safety meetings held daily at the site. While reversing the truck, he lost sight of Mr. Dakaj, but was not alarmed because it was common for signallers to leave the drivers’ line of sight during reversing. He heard a truck horn and stopped his truck. He was then told that he had run over Mr. Dakaj.

Driver ‘B’ was operating a truck parked on Derry Road and witnessed the incident. He saw Mr. Dakaj crossing the path of the reversing truck. Driver ‘B’ honked his horn in order to warn Mr. Dakaj and Driver ‘A’ but, unfortunately, was not able to alert them in time. Driver ‘A’ was operating either the first truck, or one of the first trucks that day to exit the site onto Derry Road. While the collision occurred around the time that the pay duty officers were planning to begin directing traffic, it was not clear from the evidence whether the incident occurred before or after the pay duty officers started directing traffic on Derry Road.

Driver ‘A’ had not been provided with site-specific training and had no discussions with Mr. Dakaj or other signallers about the procedure to follow. There were daily safety meetings at the site, but the construction site managers had decided that drivers would not attend because it was logistically challenging. The regulated procedure for reversing, described above (which requires that the signaller remain in the driver’s view at all times), had not been covered with Driver ‘A’ during the mandatory training required for his truck driving license. He had been working at the site for several weeks, and reported it was not unusual for a signallers to walk out of the driver’s sight during a reverse. In summary, Driver ‘A’ had not received initial education or site-specific training, and did not have an opportunity to coordinate with signallers or attend safety meetings. In addition, the regulation governing the driver’s work did not require him to stop immediately if he lost sight

¹ The Halton Police Service uses the term “pay duty.” For reference, some police services (including Toronto Police Service) use the term “paid duty.” The two terms are equivalent for the purposes of this document.

of the signaller. The jury heard evidence that stopping immediately in such circumstances was a best practice that Driver 'A' was not aware of at the time. Since Mr. Dakaj's death, he has conscientiously followed this best practice. The jury heard evidence about the traffic plan requiring the trucks to reverse up the ramp, rather than drive forwards. The decision was made by those managing the construction operations. One reason cited was that the area cleared for the trucks at the base of the ramp was not wide enough for the trucks' large turning circle.

The MOL investigated the death. An MOL inspector immediately ordered that work on the project be stopped until enough space had been cleared at the base of the ramp for trucks to turn around and go up the ramp forwards. This was accomplished by the following week, after a long weekend.

Issues in preventability of the death included:

- 1. Regulations governing this work activity;*
- 2. Training of drivers for licensure;*
- 3. Planning of construction site and traffic plan, especially decision to reverse trucks up the long ramp;*
- 4. Site-specific training of workers who perform tasks together;*
- 5. Communication between drivers and signallers during reversal; and,*
- 6. Necessity for driver to stop immediately if signaller no longer in view.*

THE INQUEST

Dr. Kenneth Peckham called a mandatory inquest into the death of Ismet Dakaj pursuant to subsection 10(5) of the Coroners Act.

The document outlining the scope of this inquest is attached as Appendix A. The inquest took place during the Covid-19 pandemic and was conducted entirely virtually using Microsoft Teams. The inquest was streamed live on YouTube.

The jury sat for four days, heard evidence from 10 witnesses, reviewed 18 exhibits and deliberated for four hours in reaching a verdict."

Discussion:

Strategy & Risk Management (S.T.M) – Governance was tasked with preparing responses for the jury recommendations directed to the Service from the Coroner's Inquest into the death of Mr. Ismet Dakaj.

Service subject matter experts from the Emergency Management & Public Order Unit – Central Paid Duty Office contributed to the responses contained in this report.

For the purposes of reporting the Service's responses, a chart summarizing the status of each recommendation with a comprehensive response is attached to this report (See – Appendix B).

Conclusion:

As a result of the Coroner's inquest into the death of Mr. Ismet Dakaj and the subsequent two jury recommendations directed to all police services in Ontario, a review of Service governance, training and current practices has been conducted.

In summary, the Service concurs with recommendations 22 and 23. These recommendations have been implemented and are incorporated into current Service procedures, training, and paid duty practices.

The Service continues to strive for excellence in providing its members with the latest technology, equipment, best practices, and training, in order to safely mitigate dangerous situations and lessen the potential for harm to the public and the police, whenever feasible.

Staff Superintendent Rob Johnson, Strategy & Risk Management, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office

Attachments:

Appendix A – Jury Verdict & Recommendations (Dakaj Inquest)

Appendix B – Status and Response to Dakaj Inquest Recommendations

VERDICT EXPLANATION

Inquest into the Death of
Ismet DAKAJ

Dr. David Eden, Presiding Officer
June 8 – 11, 2021
25 Morton Shulman Ave, Toronto

OPENING COMMENT

This verdict explanation is intended to give the reader a brief overview of the circumstances surrounding the death of Ismet Dakaj along with some context for the recommendations made by the jury. The synopsis of events and comments herein are based on the evidence presented and written to assist in understanding the jury's basis for the recommendations.

PARTICIPANTS

Inquest Counsel:	Gordon Akilie Assistant Crown Attorney Ministry of the Attorney General 45 Main Street East Floor 4 Hamilton, ON L8N 2B7
Inquest Investigator:	Det. Caroline Derouet Office of the Chief Coroner 25 Morton Shulman Ave. Toronto, ON M3M 0B1
Inquest Constable:	Const. Alin Badiu Office of the Chief Coroner 25 Morton Shulman Ave. Toronto, ON M3M 0B1
Recorder:	Aaron Murphy Office of the Chief Coroner 25 Morton Shulman Ave. Toronto, ON M3M 0B1

Parties with Standing:	Represented by:
Family of Mr. Dakaj	Miranda Dakaj (Daughter of deceased)
LiUNA Local 183	John Evans, General Counsel Labourers' International Union of North America, Local 183 1263 Wilson Ave., Suite 300 Toronto, ON M3M 3G3 416-243-6558 jevans@liuna183.ca
Halton Region	Jody Johnson, Counsel The Regional Municipality of Halton 1151 Bronte Road Oakville, ON L6M 3L1 905-825-6000 Jody.johnson@halton.ca
Halton Police	Ken Kelertas, Counsel Halton Regional Police Service 2485 North Service Road West Oakville, ON L6M 3H8 905-825-4777 Ken.kelertas@haltonpolice.ca

SUMMARY OF THE CIRCUMSTANCES OF THE DEATH

Ismet Dakaj, aged 46 years, was an experienced construction worker. On June 27, 2014, he was the signaller¹ at a construction site. He was directing loaded dump trucks that were reversing up a ramp from an excavation to the public road. He was run over by a truck that he was guiding, sustaining severe and immediately fatal injuries.

Overview of Workplace Safety in Ontario

The jury heard evidence from a witness with expertise on the regulation of workplace safety in Ontario, both in general and specific to the task being performed by Mr. Dakaj.

¹ The term "signaller" is used in the OHSA. This role is also called "flagman," "flagperson" or "traffic control person."

Ontario's *Occupational Health and Safety Act* ("OHS") and its regulations govern workplace safety. The central philosophy of the OHS is the "internal responsibility system," in which employers and workers bear primary responsibility for ensuring workplace safety. It is their role to identify hazards and take necessary actions to manage those hazards. The Ministry of Labour, Training and Skills Development ("MOL") administers and enforces the OHS and its regulations, and supports employers and workers in carrying out their responsibilities under the internal responsibility system.

The OHS and its regulations refer to a "competent" worker. "Competent" in this context means that a worker has adequate knowledge and skills to perform the task safely and effectively. "Competence" is task-specific. A worker may be competent on one task but not another.

The OHS provides detailed regulations governing construction projects. The regulations most relevant to this inquest are provided for reference at Appendix B. In essence, when heavy equipment (such as a dump truck) is reversed on a construction site:

- Reversing should be minimized;
- The driver is guided by a competent signaller who is performing no other tasks;
- The signaller communicates with the driver either by telecommunications device or pre-arranged signals; and,
- The signaller remains in full view of the driver, away from the path of the vehicle, and able to see the path over which the vehicle is reversing.

These detailed regulatory provisions have evolved over the years, in part through inquest jury recommendations. Deaths of signallers in circumstances like those of Mr. Dakaj have been and remain sadly common. One of the issues examined at the inquest is that the wording of the current regulations makes the signaller responsible for remaining in view of the driver but does not specify what a driver should do upon losing sight of the signaller.

Circumstances of the death

A railway underpass was being constructed by a general contractor for the Regional Municipality of Halton on Derry Road. At this construction site, dump trucks were loaded with soil from the excavation, then reversed up a ramp to Derry Road. The trucks were guided by two signallers, one located at the bottom of the ramp, and Mr. Dakaj near the top (closest to Derry Road). Two pay duty² Halton Police Service officers managed traffic on the public roadway; their responsibilities included controlling traffic on the public road as it entered, exited and passed the construction site, but not traffic on the construction site itself.

The truck was operated by Driver 'A,' who testified at the inquest. He told the jury that he had not received any site-specific training and had not been invited to the safety meetings

² The Halton Police Service uses the term "pay duty." For reference, some police services use the term "paid duty." The two terms are equivalent for the purposes of this document.

held daily at the site. While reversing the truck, he lost sight of Mr. Dakaj, but was not alarmed because it was common for signallers to leave the drivers' line of sight during reversing. He heard a truck horn and stopped his truck. He was then told that he had run over Mr. Dakaj.

Driver 'B' was operating a truck parked on Derry Road and witnessed the incident. He saw Mr. Dakaj crossing the path of the reversing truck. Driver 'B' honked his horn in order to warn Mr. Dakaj and Driver 'A' but, unfortunately, was not able to alert them in time.

Driver 'A' was operating either the first truck, or one of the first trucks that day to exit the site onto Derry Road. While the collision occurred around the time that the pay duty officers were planning to begin directing traffic, it was not clear from the evidence whether the incident occurred before or after the pay duty officers started directing traffic on Derry Road.

Driver 'A' had not been provided with site-specific training and had no discussions with Mr. Dakaj or other signallers about the procedure to follow. There were daily safety meetings at the site, but the construction site managers had decided that drivers would not attend because it was logistically challenging. The regulated procedure for reversing, described above (which requires that the signaller remain in the driver's view at all times), had not been covered with Driver 'A' during the mandatory training required for his truck driving license. He had been working at the site for several weeks, and reported it was not unusual for a signallers to walk out of the driver's sight during a reverse. In summary, Driver 'A' had not received initial education or site-specific training, and did not have an opportunity to coordinate with signallers or attend safety meetings. In addition, the regulation governing the driver's work did not require him to stop immediately if he lost sight of the signaller. The jury heard evidence that stopping immediately in such circumstances was a best practice that Driver 'A' was not aware of at the time. Since Mr. Dakaj's death, he has conscientiously followed this best practice.

The jury heard evidence about the traffic plan requiring the trucks to reverse up the ramp, rather than drive forwards. The decision was made by those managing the construction operations. One reason cited was that the area cleared for the trucks at the base of the ramp was not wide enough for the trucks' large turning circle.

The MOL investigated the death. An MOL inspector immediately ordered that work on the project be stopped until enough space had been cleared at the base of the ramp for trucks to turn around and go up the ramp forwards. This was accomplished by the following week, after a long weekend.

Issues in preventability of the death included:

1. Regulations governing this work activity;
2. Training of drivers for licensure;
3. Planning of construction site and traffic plan, especially decision to reverse trucks up the long ramp;
4. Site-specific training of workers who perform tasks together;

Verdict Explanation – Ismet Dakaj Inquest

5. Communication between drivers and signallers during reversal; and,
6. Necessity for driver to stop immediately if signaller no longer in view.

THE INQUEST

Dr. Kenneth Peckham called a mandatory inquest into the death of Ismet Dakaj pursuant to subsection 10(5) of the *Coroners Act*.

The document outlining the scope of this inquest is attached as Appendix A.

The inquest took place during the Covid-19 pandemic and was conducted entirely virtually using Microsoft Teams. The inquest was streamed live on YouTube.

The jury sat for four days, heard evidence from 10 witnesses, reviewed 18 exhibits and deliberated for four hours in reaching a verdict.

VERDICT

Name of Deceased:	Ismet Dakaj
Date and Time of Death:	Approximately 8:19 a.m., June 27, 2014
Place of Death:	Derry Road Construction Site, Milton, Ontario
Cause of Death:	Blunt force injuries of the head, neck and torso as a consequence of being run over by a dump truck
By What Means:	Accident

RECOMMENDATIONS

To the Ministry of Labour, Training and Skills Development (“Ministry of Labour” or “MOL”))

Proposed Legislative Amendments

1. Review s. 104 of Regulation 213/91 (“The Regulations”) under the Occupational Health and Safety Act (“OHS”) to eliminate potentially inconsistent language concerning the reversing of vehicles on worksites (i.e. “no practical alternative” v. “as little as possible”). Legislate a requirement that for projects meeting this requisite standard, and where a construction vehicle’s predominant mode of operation will be reversing, Ministry of Labor (“MOL”) pre-approval and ongoing oversight is required.

Coroner’s comment: See Appendix B for the specific wording of this provision. Sections 104(1) and 104(2) do not appear consistent. One interpretation presented to the jury was that 104(1) governs planning prior to work and 104(2) governs day-to-day decisions. The recommendation calls for greater clarity in the wording, and for direct MOL involvement where prolonged reversal of equipment is considered.

2. Amend s. 106 of the Regulations to clarify that vehicles cannot reverse unless the driver maintains constant sight of the signaller — otherwise, the driver must immediately stop the vehicle.

Coroner’s comment: See Appendix B for the specific wording of this provision. At section 106(2)(1.5)(2)(b), “.. the signaller... shall be in full view of the operator of the vehicle...” This wording makes it the responsibility of the signaller to remain in view of the vehicle operator but does not specifically direct the operator to stop the vehicle if the signaller is no longer visible. The jury heard evidence that, among drivers and others, this is now considered best practice. The jury recommended that the regulation be amended to encompass this.

3. Amend s. 106(2) of the Regulations to require that all workers on a construction site must maintain at least two meters distance from any moving construction vehicle.

Coroner’s comment: The current regulation requires the signaller to “.. be clear of the intended path of travel...” This recommendation would enhance signaller safety by establishing a minimum distance between the worker and the equipment.

4. Regularly review the maximum penalty(s) that may be imposed upon a corporation pursuant to section s. 66(2) of the Occupational Health and Safety Act ("OHSA") to ensure they still satisfy the underlying principles of sentencing under the Act. Study the appropriateness of imposing a minimum fine for OHSA violations directly resulting in the death of a construction worker. Study the appropriateness of imposing a minimum fine for other OHSA violations of s.106 such as instances where a signaller is performing multiple functions.

Coroner's comment: *The jury heard that the preferred approach to worker safety involves cooperation between employers and workers, with proactive identification and mitigation of potential hazards. Given the fact that employers vary in their implementation of worker safety programs, the existence of meaningful financial penalties for non-compliance should assist in ensuring compliance.*

Proposed Legislative Additions

5. Mandate under the OHSA and/or its Regulations that all construction vehicles, including dump trucks, on a construction site must be equipped with a properly functioning back-up camera.

Coroner's comment: *The truck involved did not have a backup camera. The evidence was that Mr. Dakaj was struck by the middle of the back of the truck, and he may have been visible to the driver if the truck had a backup camera. Since the death, the employer has equipped its own trucks with backup cameras but does not require them on trucks owned by third parties.*

6. Mandate under the OHSA and/or its Regulations that workers on construction sites must be provided, understand and formally acknowledge written documentation of all existing safety and communication protocols on a worksite. Similarly, risk management strategies and evaluations, as currently contemplated under the OHSA, must be formalized, reduced to writing and readily accessible to all workers.
7. Mandate under the OHSA and/or its Regulations that constructors and employers must hold and document regularly scheduled safety meetings incorporating all workers, employees and/or additional parties who may reasonably be expected to attend at or near a construction site, including third-parties (e.g. pay-duty police officers). A site orientation package listing all existing safety requirements and protocols must be provided to attendees.

8. Mandate under the OHSA and/or its Regulations that all drivers operating a construction vehicle acknowledge in writing the requirements enumerated in ss. 104-106 of the Regulations.
9. Mandate under the OHSA and/or its Regulations that signage including ss. 104-106 be posted on site in areas where vehicles may be regularly operated in reverse.

Coroner's comment on Recommendations 6-9: *Dump truck drivers had not received site-specific training, daily safety briefings, or information on communication with signallers. Such measures would improve safety conditions in such circumstances.*

10. Mandate under the OHSA and/or its Regulations that work on a construction site deemed to require pay-duty officers shall not commence until the pay-duty officers are in place in strict accordance with a pre-established, documented safety and communications plan established by the employer/constructor.

Coroner's comment: *Prior to the start of the workday, the pay duty officers and Mr. Dakaj had not established a clear means of communication between them to indicate when traffic was to be stopped as trucks approached the top of the ramp. While we do not know for sure, it is possible that Mr. Dakaj was crossing the back of the truck to check for traffic on the public road and/or communicate with the pay duty officers when he was struck.*

11. In consultation with the Infrastructure Health & Safety Association ("IHSA"), draft standardized training materials for signalpersons and traffic control persons. Mandate the provision of this training, and periodic refreshment thereof, to signalpersons and traffic control persons by their respective constructor, employer and/or supervisor, as applicable, and in accordance with site-specific requirements prior to the commencement of any work. Documentation of training completion to be maintained on site.

Coroner's comment: *This recommendation would ensure that signallers are better trained and up-to-date on their procedures and duties.*

Additional Recommendations

12. Incorporate safe construction vehicle reversing practices, including the proper use of signalpersons on construction sites, into the standardized DZ licensing curriculum.

Coroner's comment: *The training program of Driver 'A' did not include this important information.*

13. Issue forthwith a province-wide bulletin and/or public awareness campaign — specifically targeting construction workers and heavy equipment operators — reemphasizing the requirements and importance of ss. 104-106 of the Regulations.

Coroner's comment: *The jury heard evidence that compliance with these provisions varies considerably by work site due to factors such as worker education, and pressure to complete tasks quickly.*

To the Ministry of the Solicitor General

14. Minister of the Solicitor General to amend s. 10(5) of the Coroners Act to provide that an inquest must be held as soon as practicable.

Coroner's comment: *This inquest, which was mandatory under legislation, did not begin until almost seven years after Mr. Dakaj's death. While the jury did not hear detailed evidence on the reasons for the delay, the jury heard about:*

- *the impact of the multi-year delay on the family of Mr. Dakaj*
- *how the delay affected memories of witnesses, and*
- *the fact that similar deaths had occurred in the interim.*

To New Alliance and or other Constructor and/or Employer

15. Constructor/Employer to implement, monitor and enforce existing OHSA Regulations, specifically relating to reversing vehicles, safe signaling and on-site communication protocols.
16. Constructor/Employer to continually monitor and revise signalperson, driver and traffic control training in accordance with Ministry standards, supplemented as required to meet site-specific requirements.
17. Constructor/Employer to develop protocols as part of the safety plan for safe, consistent communication with third-parties – including the police and other organizations – who may reasonably be expected to interact with site workers in the execution of their duties.

18. Constructor/Employer to develop protocols as part of the safety plan that ensure that new hires, particularly from temporary agencies, meet all Ministry of Labour standards (i.e. are competent as defined in the Regulations) prior to commencing work of any kind on the site.
19. Constructor/Employer to develop protocols as part of the safety plan that ensure a designated stop point with clear signage/markings where construction vehicles enter/intersect a public roadway.
20. Constructor/Employer to develop as part of the safety plan to provide radios to both drivers and signalers where reversing is used as the method of transport.

Coroner's comment for Recommendations 15-20: *The jury, through these specific recommendations to Mr. Dakaj's employer, and to similar constructors and employers in Ontario, appears to be urging them to take action to ensure workplace safety.*

21. Constructor/Employer to post signage in multiple accessible locations containing Whistleblower contact information for workers.

Coroner's comment: *Workers may not have been aware of their legal right to confidentially notify the MOL of an unsafe work activity, or how to exercise this right (such as how to contact the MOL). This signage would ensure worker knowledge of this option.*

To Police Services in Ontario

22. Amend the pay-duty policies of all police services in Ontario to require that any employer or constructor requesting pay duty officers to attend at or near a construction worksite submit to the relevant police service a current Traffic Control Plan and a copy of the employer or constructor's current traffic control and signaller protocols.

Coroner's comment: *There was little or no communication between the employer and the police service with respect to the employer's traffic control and signaller safety protocols. Consequently, the police service had little to communicate to its officers regarding those protocols before the officers commenced their pay duty.*

23. Amend the pay-duty policies of all police services in Ontario to include a provision that any pay duty officer attending at or near a construction worksite in

a pay-duty capacity must be fully informed prior to arrival of the employer/constructor's current traffic control and signaller protocols, as updated by the employer/constructor.

Coroner's comment: *The officers involved had not received site-specific training.*

CLOSING COMMENT

In closing, I would like to again express my condolences to the family, loved ones, and co-workers of Ismet Dakaj for their profound loss.

I would like to thank the witnesses and parties to the inquest for their thoughtful participation, and to thank the inquest counsel, investigator, and constable for their hard work and expertise. I would also like to thank the members of the jury for their commitment to the inquest.

One purpose of an inquest is to make, where appropriate, recommendations to help prevent further deaths. Recommendations are sent to the named recipients for implementation and responses are expected within six months of receipt.

I hope that this verdict explanation helps interested parties understand the context for the jury's verdict and recommendations, with the goal of keeping Ontarians safer.



Dr. David S. Eden
Presiding Officer

July 27, 2021

Date

Dakaj Coroner’s Inquest Recommendation	T.P.S. Response
<p>#22 - To the Police Services in Ontario:</p> <p>Amend the pay-duty policies of all police services in Ontario to require that any employer or constructor requesting pay duty officers to attend at or near a construction worksite submit to the relevant police service a current Traffic Control Plan and a copy of the employer or constructor’s current traffic control and signaller protocols.</p>	<p>T.P.S. Concurs – Implemented</p> <p>The purpose of paid duties is to:</p> <ul style="list-style-type: none"> • increase public safety • meet certain legislative requirements, and • make business and event organizers financially responsible for police resources they may require as a result of their activities. <p>Toronto Police Service (T.P.S.) paid duty practices have been governed by T.P.S. Procedure 18-19 “Paid Duties” since 1993 (pre-2010 by Procedure 20-01 “Paid Duties”). Procedure 18-19 has been maintained and updated as required over the years and currently has a recent revision date of January 31, 2022.</p> <p>Additionally, the T.P.S. utilizes an electronic system, the Paid Duty Management System (P.D.M.S.) which is used to manage information communicated between the employer/constructor and the paid duty officer (P.D.O.). All applicable and available client permits, protocols, traffic control plans, traffic requests, special instructions, uniform/equipment requirements, maps, and/or notes are uploaded to, and viewable by, the P.D.O.s within P.D.M.S.</p> <p>The City of Toronto is responsible for approving all construction permits within the boundaries of Toronto. The required protocols and traffic control plans must be submitted and reviewed by the City in order for the permit to be approved. The T.P.S. does not determine the requirements of the permit for a company to perform the work. Permits can be issued by a number of departments in the City of Toronto that relate to a number of legislated activities. Such activities can include wide-load transportation, construction, and associated</p>

Dakaj Coroner's Inquest Recommendation	T.P.S. Response
	<p>road closures. Permits typically contain restrictive conditions. The City of Toronto will make recommendations to the construction company as part of the permit process and one of those recommendations could be the hiring of a P.D.O.</p> <p>Procedure 18-19 contains information regarding the use of safety equipment. While performing traffic or pedestrian control duties, P.D.O.s shall wear an issued traffic safety vest or other high visibility issued garment with reflective material attached, which may include the fluorescent lime green rain jacket. When these duties are performed during hours of darkness, a flashlight must also be used. P.D.O.s shall be equipped with a portable radio while performing a paid duty. When practicable/available, trained P.D.O.s shall also be equipped with the life-saving medication Naloxone in accordance with Procedure 08-15 "Naloxone" and body-worn cameras in accordance with Procedure 15-20 "Body-Worn Cameras".</p> <p>The potential paid duty client must complete a Paid Duty Request form (TPS 784 – the "Request") in order to enter into a contract with the T.P.S. The client is required to abide by the terms of agreement as outlined in the contract. Some of the paid duty types include (but are not limited to):</p> <ul style="list-style-type: none"> • Traffic Control – assigned to control the flow of either vehicles, pedestrians, or both, on a roadway, sidewalk, or in a parking lot. • Visibility – a Traffic Control detail that requires a paid duty vehicle for visibility purposes only. • Mobility – requires the P.D.O. to be mobile throughout the Greater Toronto Area. Upon arrival to the destination/site, the paid duty vehicle is for visibility purposes only while performing a Traffic Control detail.

Dakaj Coroner's Inquest Recommendation	T.P.S. Response
	<ul style="list-style-type: none"> • Security – is a detail to ensure the safety of the public. Security details are for licensed establishments or other organizations. • Escort – is a detail that includes a paid duty vehicle to facilitate the movement of either a wide load (must have a City of Toronto issued permit), or traveling film shoot. <p>As the City of Toronto is responsible for approving all construction permits within the boundaries of Toronto, it would be beneficial to include the jury's recommendation (s) directly on the permit application forms and ensure that the terms of agreement are clearly defined prior to the issuance of any new permit to a client. This would encourage compliance with the permit's conditions as well as outline the responsibilities of all parties involved when hiring a P.D.O. T.P.S. will liaise with the City of Toronto to determine the viability of including the jury's recommendation (s) in print on the City's permit application forms.</p>
<p>#23 - To the Police Services in Ontario:</p> <p>Amend the pay-duty policies of all police services in Ontario to include a provision that any pay duty officer attending at or near a construction worksite in a pay-duty capacity must be fully informed prior to arrival of the employer/constructor's current traffic control and signaller protocols, as updated by the employer/constructor.</p>	<p>T.P.S. Concurs – Implemented</p> <p>Procedure 18-19, and the P.D.M.S. require that any P.D.O. attending at or near a construction worksite must be fully informed prior to attending the worksite. Both the Procedure 18-19 and the P.D.M.S. require the P.D.O. to review any permits for the construction work prior to commencing the paid duty.</p> <p>Furthermore, if at any point (prior to, or during the paid duty) the P.D.O. has concerns pertaining to the permit or job site, or deems the work conditions to be unsafe, the P.D.O. is required to inform a road sergeant of the host unit (i.e. division or unit where the construction work is located), or the Traffic Services (T.S.V.) Construction Liaison Officer on duty. The P.D.O. is also required to contact the Central Paid</p>

Dakaj Coroner's Inquest Recommendation	T.P.S. Response
	<p data-bbox="940 289 1858 386">Duty Office (C.P.D.O.), particularly if the nature of the work is significantly different than what was originally submitted in the request to have a P.D.O. on site.</p> <p data-bbox="940 427 1858 630">The Traffic Services Construction Liaison Officer is available to consult, attend and investigate any concerns that arise in relation to an issued permit or when direction has been given to stop work at a site. The T.S.V. Construction Liaison Officer will liaise with a "Work Zone Coordinator" from the City of Toronto to coordinate a response. The C.P.D.O. will determine whether or not the work continues.</p> <p data-bbox="940 670 1858 735">Upon becoming aware that a client is not abiding by the permit restrictions/requirements, the P.D.O. shall ensure:</p> <ul data-bbox="940 735 1858 906" style="list-style-type: none"> <li data-bbox="940 735 1858 800">• the appropriate charge for failing to comply with permit conditions is laid <li data-bbox="940 800 1858 906">• that such circumstances are recorded in the memorandum book at the completion of the event and reported to the host Unit Commander and C.P.D.O. <p data-bbox="940 946 1858 1149">Prior to the commencement of the paid duty, the C.P.D.O. works with the client to provide relevant content for the officer. This information is inputted into the P.D.M.S. in the "Notes" section and maintained and updated with any new information accordingly. Officers are reminded in the "Notes" portion of the paid duty details to verify all permits upon arriving on scene.</p> <p data-bbox="940 1190 1858 1352">Procedure 18-19 includes instructions for all P.D.O.s to call the on-site contact who will provide instruction as to the tasks/expectations for the day. This person, typically a fore-person, will have or be asked to present the permit as well as any additional details pertaining to the site and work.</p>

Dakaj Coroner's Inquest Recommendation	T.P.S. Response
	<p data-bbox="940 289 1854 526">It should also be noted that T.P.S. P.D.O.s receive training provided through the Toronto Police College via the Canada Police Knowledge Network (CPKN) platform, on paid duties responsibilities, eligibility requirements, permit review, use of force and equipment, as well as how to navigate the P.D.M.S. The P.D.M.S. also requires P.D.O.s to submit and maintain their skills and the expiration dates for their skills in order to be awarded a paid duty assignment.</p> <p data-bbox="940 565 1854 732">P.D.O.s are also required to sign terms of agreement including committing to and abiding by Ministry of Labour (M.O.L.) rules and regulations, and any instructions from M.O.L. personnel on or near constructions sites, prior to being considered for a paid duty assignment.</p> <p data-bbox="940 771 1854 976">P.D.O.s are expected to keep up-to-date on all communications associated to the paid duty assignment including regularly accessing the P.D.M.S. as well as responding to emails from the C.P.D.O. Emails are sent to both personal and work email addresses of P.D.O.s with any changes or updated relevant information involving the work as outlined by client (i.e. employer/constructor).</p>



Toronto Police Services Board Report

May 11, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

**Subject: Request for Review of a Service Complaint Investigation -
Professional Standards Case Number PRS-084977**

Recommendations:

It is recommended that:

- (1) the Toronto Police Services Board (Board) determine whether to concur with the decision that no further action was required with respect to the complaint; and
- (2) the complainant, the Independent Police Review Director and I are advised in writing of the disposition of the complaint, with reasons.

Financial Implications:

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

Background / Purpose:

The Board has received a request to review the disposition of a complaint about the service provided by the Toronto Police Service (T.P.S.).

Legislative Requirements:

Section 63 of the *Police Services Act* (P.S.A.) directs the Chief of Police to review every complaint about the policies of or services provided by a municipal police force that is referred to him or her by the Independent Police Review Director.

The Chief of Police shall, within 60 days of the referral of the complaint to him or her, notify the complainant in writing of his or her disposition of the complaint, with reasons, and of the complainant's right to request that the Board review the complaint if the complainant is not satisfied with the disposition.

A complainant may, within 30 days after receiving the notice, request that the Board review the complaint by serving a written request to that effect on the Board.

Board Review:

Section 63 of the P.S.A. directs that upon receiving a written request for a review of a complaint previously dealt with by the Chief of Police, the Board shall:

- (a) advise the Chief of Police of the request;
- (b) subject to subsection (7), review the complaint and take any action, or no action, in response to the complaint, as it considers appropriate; and
- (c) notify the complainant, the Chief of Police, and the Independent Police Review Director in writing of its disposition of the complaint, with reasons.

Complaint:

On November 19, 2021, the Office of the Independent Police Review Director (O.I.P.R.D.) received a complaint about the police response to an assault in progress. The complainant had no actual involvement in the incident, but had been told about it by a neighbour in her apartment building. In addition to being dissatisfied with a lack of response from the T.P.S. the complainant had concerns about transparency and response to calls from the public.

This was investigated by the T.P.S. and concluded as "No Further Action" on February 14, 2022.

The O.I.P.R.D. concurred with the findings. On March 31, 2022, the complainant has requested the Board review that decision and investigation.

The Chief's Decision:

On November 19, 2021, the Office of the Independent Police Review Director (O.I.P.R.D.) received a complaint from the Complainant who was dissatisfied with the service her neighbourhood received from the T.P.S. as it pertained to her neighbour having witnessed an assault in progress. Further, the complainant stated that she was dissatisfied with a lack of response from the T.P.S. regarding transparency and response to calls from the public.

As a part of the investigation, documents were reviewed, including: T.P.S. procedures, statements and related occurrences. As a result of the investigation into the service that was provided, the following information was gleaned:

- The Complainant states that on August 17, 2021, at about 1530 hours, her neighbours had observed a man assaulting a woman outside, near their home. Her neighbours called 9-1-1 at 1543 hours. The complainant stated that the assault continued for over an hour and that T.P.S. did not attend.
- The Complainant asserts that Acting Superintendent Crone did not respond to her concerns regarding this particular call and questions the state of T.P.S.'s transparency and response to calls from the public.
- The report contained copies of emails from Acting Superintendent Crone and the complainant that stated there was a lot of information to go over and an in-person meeting was requested by Acting Superintendent Crone, to which the complainant refused.
- The 9-1-1 radio call was given a Priority Level 4, in accordance with the 2021 Dispatch Operations & Training Manual Guidelines – Event Types and Priorities, based on the strength of the information/evidence provided by the Caller, who was an eyewitness. There was no indication of weapons, Toronto Paramedic Services (Paramedics) was not required, and the Caller indicated there was no immediate or imminent threat to the victim's life or well-being, or to that of public safety.
- As of 1600 hours, there were seven (7) calls in pending, and as of 1608 hours another complainant had called 9-1-1 to report that the female was trying to run away but the male kept grabbing her and kicking her. Both parties were walking into Peel Region area. As a result of the new information the call was elevated to a Priority 1.
- Peel Regional Police (P.R.P.) and Paramedics were contacted, and both attended the area, noting that neither a fight or victim were located. Mississauga Ambulance also advised the Dispatcher that their medics also attended the area and did not find anyone being assaulted.
- As of 1800 hours, there were eleven (11) calls in pending and further a major Personal Injury accident was being investigated. There were sixteen (16) units from 22 Division, fourteen (14) units from 23 Division, thirteen (13) units from TSV – Highway/Reconstruction unit marked on this call on various duties from collision investigation to containing scenes, establishing and maintaining inner and exterior perimeter, emergency run to Sunnybrook Health Sciences Centre, traffic management, victim/witness management, and locating the suspect(s).
- 37 minutes after the original call for service, a P.R.P. car drove through the area.

- 1 hour 7 minutes later. Toronto Paramedic Services attended and did not locate anyone.
- At 1946 hours, a T.P.S. Priority Response unit attended the area in question and did not locate anyone.
- The investigation revealed a high number of priority calls for service were occurring near or at the same time.
- The level of urgency decreased with information from the original caller and the fact that the P.R.P. officers stated that they did not locate persons matching the description of the event.
- A Person Injury Accident was the main cause for the delay in responding to other pending calls such as the “Unknown Trouble” call which is the subject of this complaint. This Person Injury Accident call required significant resources between 1504 hours to 1800 hours due to the seriousness, scope and scale of the incident.

Conclusion:

The portion of the complaint assigned to the T.P.S. for investigation was classified by the O.I.P.R.D. as a complaint about the service provided by the T.P.S.

Pursuant to the notice provided; the complainant requested that the Board review my decision. It is the Board’s responsibility to review this investigation to determine if they are satisfied that my decision to take no further action was reasonable.

In reviewing a policy or service complaint, subsection 63(7) of the P.S.A. directs that a Board that is composed of more than three members may appoint a committee of not fewer than three members of the Board, two of whom constitute a quorum for the purpose of this subsection, to review a complaint and to make recommendations to the Board after the review and the Board shall consider the recommendations and shall take any action, or no action, in response to the complaint as the Board considers appropriate.

Subsection 63(8) of the P.S.A. directs that in conducting a review under this section, the Board or the committee of the Board may hold a public meeting respecting the complaint.

To assist the Board in reviewing this matter, Board members will receive confidential information in a separate report.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board members may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office



Toronto Police Services Board Report

April 26, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: 2021 Annual Report: City Traffic Agents (CTA) - Special Constables

Recommendation:

It is recommended that the Board receive the following report.

Financial Implications:

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

Background / Purpose:

Section 7.6 of the Agreement between the Toronto Police Services Board (Board) and the City of Toronto (City) regarding special constables states that:

“The City shall provide to the Board an annual report with statistical information including information regarding CTAs assistance in the movement of traffic on City Highways and the safe and orderly flow of traffic on City Highways, including its impact, training, use of force, activities, supervision, complaints, and other issues of concern to the Parties and such further categories of information as may be requested by the Board or the Chief, and as agreed to by the City, from time to time”.

Discussion:

As directed by the Board, appended to this report is the 2021 annual report from the City regarding special constables. The report is consistent with the reporting guidelines established by the Board.

Conclusion:

The Service has established a strong working relationship with the City. The year 2021 marks the first complete year of operations for the CTAs.

Acting Deputy Chief Myron Demkiw, Specialized Operations Command, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*copy with original signature on file at Board Office

TORONTO



Traffic Agent Program

2021 ANNUAL REPORT TO TORONTO POLICE SERVICES BOARD



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Background and Introduction

As a consequence of economic success and population increase, The City of Toronto has observed a continual rise in traffic congestion. To mitigate the effects of congestion, the City launched a Congestion Management Plan in 2016. This plan included a set of initiatives tackling congestion from different angles. One of this initiatives was the implementation of a Traffic Assistance Personnel Pilot Program.

The Traffic Assistance Personnel (TAP) Pilot Program was successfully piloted in 2016 by Toronto Police Service. Through this pilot, Toronto Police Paid Duty Officers were deployed at different intersections in downtown Toronto to manage the flow of pedestrians and vehicles. This pilot successfully reduced the number of intersection blockages caused by vehicles and pedestrians by 90% and 70%, respectively

The Traffic Agent Program was created based on the positive impacts observed in the TAP pilot. The City of Toronto Traffic Agent Program was formalized on February 6, 2020 when the City of Toronto and the Toronto Police Service signed a Memorandum of Understanding (MOU). The MOU gives the City the ability of hiring and training staff to become special constables. Special constables have authority under the Highway Traffic Act to undertake traffic management functions.

Additionally, The MOU dictates and regulates a set of actions and procedures that the City of Toronto must follow when training, appointing, tracking, and administering traffic agents. It also delineates the administrative responsibilities of the City while running the program, one of which is to provide the Toronto Police Services Board with an Annual Report.

This is the first City of Toronto Traffic Agent Program Annual Report presented to the board. Information included in this report is organized under the following sections:

- Organizational Chart;
- Staffing Levels;
- Supervision;
- Uniform and Equipment;
- Training;
- Use of force;
- Compliance and enforcement ;
- Complains;
- Impacts; and
- Conclusion.

Organizational Chart

In March 2020, the City hired 1 Program Manager, 2 Supervisors and 6 Traffic Agents. In October 2020, the 6 Traffic Agents successfully completed Traffic Agent training program and were appointed as Special Constables, followed by 10 additional Traffic Agents in November 2020. In November 2020, 6 Special Constables were deployed and in January 2021, 10 completed their training and deployed to critical intersections.

To organize and control these staffing resources, Transportation Services implemented the following organizational structure.



Note that the Traffic Agent Program is part of the Active Traffic Management Unit, under the direction of the Traffic Management Section, Transportation Services Division.

Staffing Levels

At the start of 2021, the Program consisted of 16 Special Constables but due to job mobility derived from market opportunities, the Program has seen its staffing levels reduced to 11 Special Constables. Four of the departed Traffic Agents received employment with the Toronto Police Service, Ontario Province Police and the Royal Canadian Mounted Police. As a result the Program has initiated a recruiting strategy that will allow for high staffing levels and will set the basis for expansion of the program.

Number of Terminations (January 1, 2021- Dec 31, 2021)	Number of Suspensions (January 1, 2021- Dec 31, 2021)	Number of Resignations (January 1, 2021- Dec 31, 2021)	Number of Retirements (January 1, 2021- Dec 31, 2021)
0	0	5	0

Supervision

In 2021, The Traffic Agent Program consisted of two supervisors who provided support through regular site visits and coaching to ensure a high standard of public service, and safety for the Traffic Agents as well as the public. Supervisors attended various intersections throughout the city, for a total of 405 visits, assessing conditions and the traffic management techniques of CTAs.

Uniform & Equipment

The City Traffic Agents are full time employees who are expected to work during the entire year and therefore, under different weather conditions. City of Toronto foresees that uniform and equipment needs will evolve over the time as a consequence of lessons learned and new case applications.

At the beginning of the program, Traffic Agents were issued a basic uniform and equipment. Additional items were added to address different health and safety requirements, and to account for the different weather and lighting conditions experienced during the different seasons and working hours.

The City of Toronto is currently working with the Toronto Police Service in developing a new business case to obtain approval for all the new pieces of equipment added to the uniform this year. This business case will also request approval for modifications to the initially approved uniform.

Currently each Traffic Agent is issued the following:

- Uniform
- One wallet badge and City Identification Card
- One approved Memo Book
- One Whistle
- Mobile Phone
- Flashlight and wand, with appropriate carrying case
- Parking Violation Notice Book
- First Aid Kit

Training

All Traffic Agents were provided the mandatory training outlined in the Memorandum of Understanding. All course outlines, course curricula, lesson plans and course instructors' resumes were approved by the Toronto Police Service. The mandatory training consist of the following areas:

- Accessibility for Ontarians with Disabilities Act
- Arrest Authorities
- Arrest / Search Incident to Arrest
- By-law Enforcement
- Case Preparation Provincial Offences
- Community Mobilization / Community Policing
- Traffic / Crime Scene Management
- City Traffic Agent Status – Roles & Responsibilities
- Criminal Offences
- Diversity Awareness and Human Right Issues
- Person in Crisis / Mental Health Act
- Ethics and Professionalism
- Field Interviewing / Taking Statements
- First Aid / CPR (including Naloxone)
- Highway Traffic Act and Traffic Direction
- Incident Management
- Introduction to Law
- Memorandum Books / Note-Taking
- Occupational Health & Safety
- Occurrence / Reporting Writing / Field Information Report
- Ontario Traffic Manual Book 7
- Ontario Traffic Manual Book 1
- Provincial Offences Act
- Public Safety Foundations
- Road to Mental Readiness
- Search and Seizure Authorities
- Testimony / Criminal / Provincial Justice System / Rules of Evidence
- Traffic Management (in class and in field)
- Transportation Services
- YCJA
- Basic Self Defence
- Crisis Resolution
- Tactical Communications

Use of Force

Traffic Agents had no incidents in 2021 where use of force was required. The Traffic Agents do not have any use of force options and are trained to de-escalate and disengage from situations. Traffic Agents are instructed to call Police in any situation that is beyond their control.

Compliance & Enforcement

Throughout 2021 Traffic Agents were required to deal with members of the public who on occasions did not comply with the direction(s) of the Traffic Agent or committed violations under the Highway Traffic Act. Although Traffic Agents themselves have not been empowered to issue Traffic Tickets under the Highway Traffic Act, enforcement support by Toronto Police Traffic Services over the course of several days provided some Enforcement whereby drivers were issued tickets. Further TPS support for the Traffic Agents came in the form of the Toronto Police Online Reporting tool (CORE – Driving Complaint) of which Traffic Agents completed 53 reports in 2021 of motorists in violation of the Highway Traffic Act.

Complaints

All public complaints against Traffic Agents are reviewed by the Unit Complaints Coordinator who has been trained by the Toronto Police Service's Professional Standards Unit. The Unit Complaints Coordinator reviews the complaint and ensures it has all the necessary information required prior to being submitted to the Toronto Police Service for review and assessment. The Toronto Police Service investigates all serious misconducts while all other minor public complaints and feedback, deemed less serious, are returned , to the City for investigation by the Program Manager and Supervisors. These public complaints and feedback are further utilized to assist in the assessment and development of the program. In 2021, the Traffic Agent program received no complaints concerning the conduct of Traffic Agents.

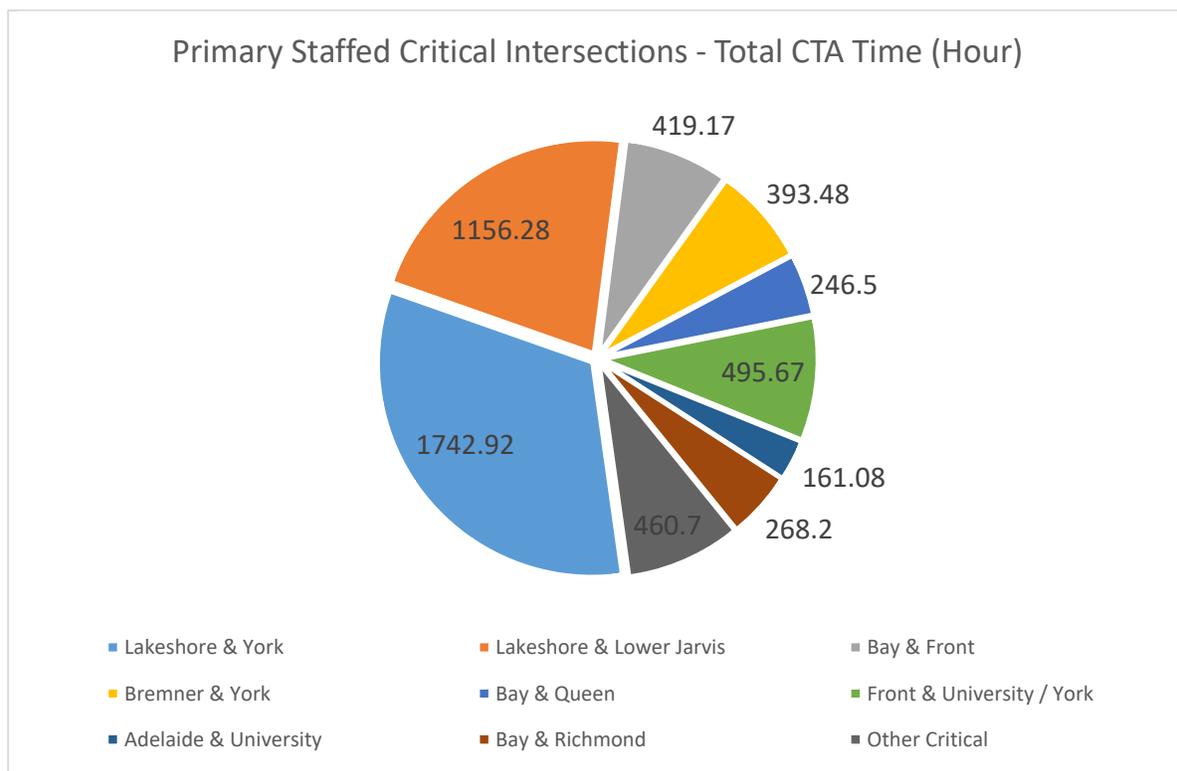
Total Complaints	Investigated by Toronto Police Service	Investigated by the City	Resolved Complaints	Number of Outstanding
0	0	0	0	0

Impacts

Despite the COVID-19 pandemic and public health restrictions, which greatly impacted traffic in the City, Special Constables assisted with congestion and improving safety at various intersections. In 2021, the Traffic Agent Program started its first full year of operation. The program deployed traffic agents to critical intersections, construction projects, new infrastructure education campaigns, traffic signal activation and events.

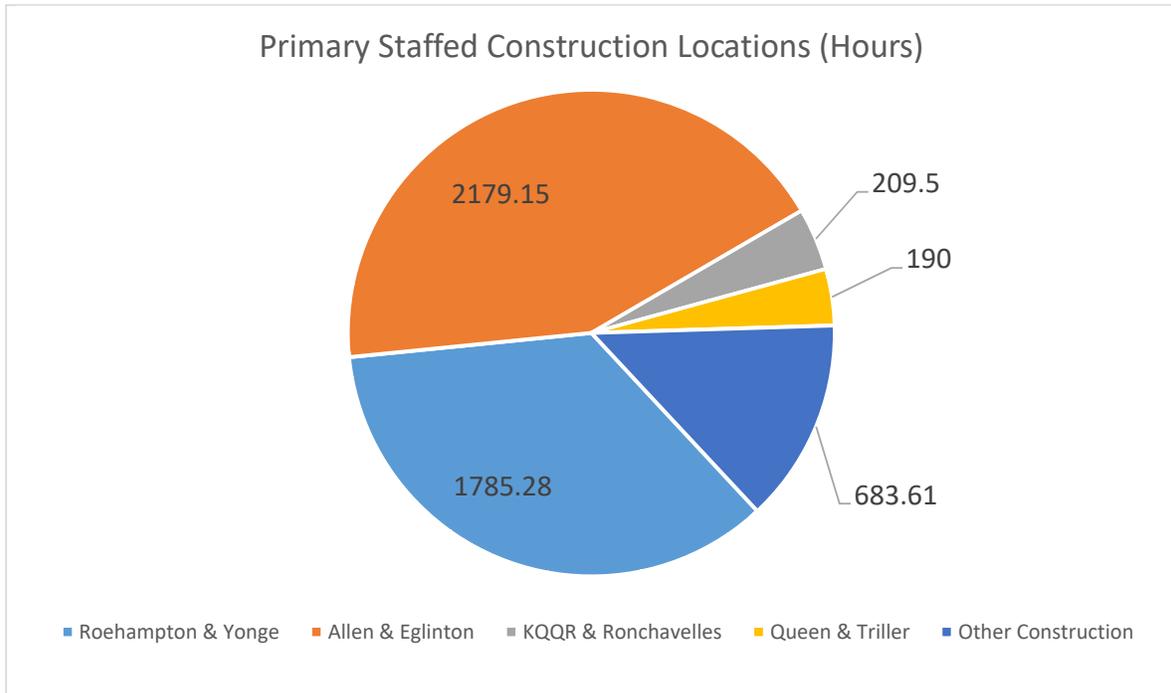
Over the course of 2021, Traffic Agents were posted at 101 different intersections across the city and accumulated a total of **12,489.25 active hours**.

Due to current staffing levels, a number of critical intersections - such as Jarvis and Lakeshore, and York and Lakeshore - became the central focus of the program and accounted for **5344 active hours** (see chart below). At these locations, Traffic Agents were able to positively impact public safety and commute times by ensuring that drivers did not block the box, jump the queue, or perform illegal maneuvers. This created safer intersections for all road users. Pooling pedestrians on sidewalks allowed vehicles to move quickly and safely through intersections, reducing commute times.

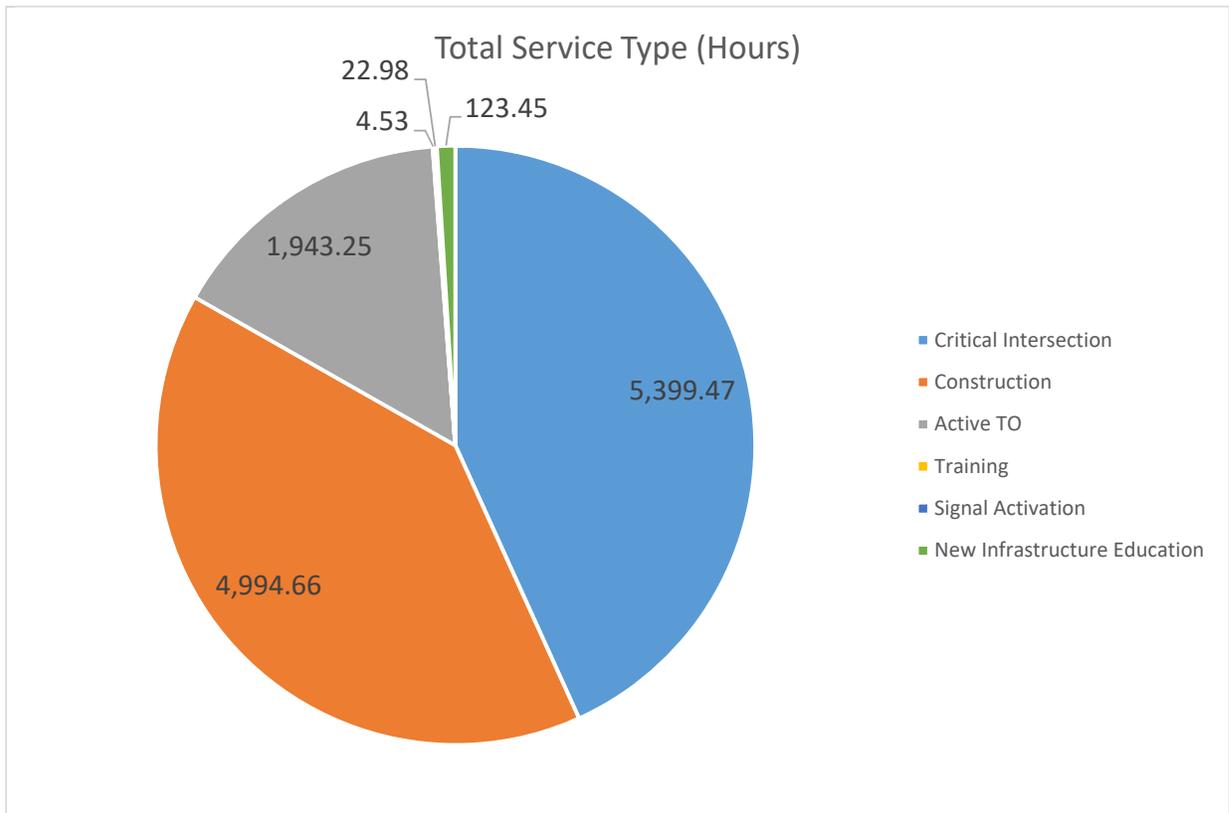


Construction areas, such as Allen and Eglinton, and Roehampton and Yonge, were another major focus of the program, requiring a total of **5047 total active hours**.

Note that the modest size of the program forced the management team to assign resources primarily to sites where the Agents would have the greatest impact in improving public safety and commute times (see chart below).



While critical intersections and construction sites were the primary focus of the Program for 2021, Agents were able to provide additional support to other City initiatives and interests, such as Active TO, the activation of new traffic signals and educational campaigns (see chart below). The Traffic Agent Program was also able to assist TPS in filling vacant paid duty assignments. These additional opportunities make evident the need to expand the program in the forthcoming years. We foresee that many current internal and external partners such as TTC, Toronto Police Service, Metrolinx, Filming Office, and Street Events would benefit from this expansion.



Conclusion

Information presented in this report allows The City to conclude that the first year of operation of the Traffic Agent Program was a success. It also illustrates the program's commitment to improve the safety and efficiency of the transportation network, while complying with the standards and expectations delineated in the MOU.

Through this program the City aims to be a reliable partner of the Toronto Police Service in regards to managing traffic and addressing and mitigating congestion derived from a variety of planned and unplanned events such as construction detours, traffic incidents, street event closures and detours, and infrastructure maintenance activity.

In 2022 the Program is looking forward to adding additional Traffic Agents to various intersections across the City, finalizing the Traffic Agent uniform, and building positive work relationships with its stakeholders.





Toronto Police Services Board Report

April 26, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: 2021 Annual Report: Toronto Transit Commission - Special Constables

Recommendation:

It is recommended that the Board receive the following report.

Financial Implications:

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

Background / Purpose:

Section 8.9 of the Agreement between the Toronto Police Services Board (Board) and Toronto Transit Commission (T.T.C.) regarding special constables states that:

“The TTC shall provide to the Board an annual report with statistical information including information regarding enforcement activities, training, use of force, supervision, complaints and other issues of concern to the Parties and such further categories of information as may be requested by the Board or the Chief, from time to time”.

Discussion:

As directed by the Board, appended to this report is the 2021 annual report from the T.T.C. regarding special constables. The report is consistent with the reporting guidelines established by the Board.

Conclusion:

The Service has established a strong working relationship with the T.T.C. In 2021, a number of community outreach initiatives were undertaken by T.T.C. special constables to enhance the feeling of safety and security for customers, staff and visitors on T.T.C. properties. These initiatives are consistent with the Service's community policing model, with a goal of embracing partnerships to create safe communities.

Acting Deputy Chief Myron Demkiw, Specialized Operations Command, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*copy with original signature on file at Board Office

Toronto Transit Commission
Special Constable Service



2021 Annual Report



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Executive Summary

The TTC is committed to supporting and promoting equity, diversity and inclusion in all policies, procedures, processes, programs and services to reflect and respond to the needs of customers and employees. This includes communities that historically and currently experience systemic barriers, including Black and Indigenous peoples who were statistically overrepresented in TTC enforcement incidents and TTC charges and cautions. Special Constables and Fare Inspectors have significant public contact and perform customer service, safety as well as security roles. The TTC expects that all its employees perform their duties in an equitable, inclusive, respectful, and safe manner. Employees must have the necessary skills to meet these expectations.

The Revenue Protection and Special Constable Service departments are undergoing transformative internal and external change to demonstrate a commitment to accountability, transparency, building public trust, addressing regulatory concerns, and ensuring bias-free service delivery. The departments have considered critical recommendations from various third-party reports, expert stakeholders, and industry benchmarking while focusing on the essential priorities of transit safety, security, at the same time maximizing revenue protection.

To instill an effective cultural change, the Revenue Protection and Special Constable Service departments have taken a holistic approach by examining and addressing people, processes, training and technology. The Revenue Protection and Special Constable Service Culture Change Program pillars provide a framework to guide all work within the departments.

Table 1 provides a high-level overview of the four program pillars, the respective desired outcomes and 2021 accomplishments.

Culture Change Pillars	 Structure for Success	 Modernize Policies	 Update Technologies	 Overhaul Training and Monitoring Systems
Outcomes	Create and support a diverse and inclusive workforce Fair, merit-based recruitment, hiring and promotions Workforce reflect the diversity of the community we serve Community and peer partnerships	Alignment with third-party report recommendations New and updated policies and procedures that aim to ensure the fair and equitable treatment of customers and align with community expectations	Implement new technologies to support third-party report recommendations Equip the TTC with tools to provide public transparency and demonstrate accountability	Implement training founded in equity, respect and dignity for customers and employees Team members receive consistent training Staff address customers and employees with respect, sensitivity and without bias

	 Structure for Success	 Modernize Policies	 Update Technologies	 Overhaul Training and Monitoring Systems
2021 Accomplishments	<ol style="list-style-type: none"> 1. Re-organized and built new capacity <ol style="list-style-type: none"> a. Revised job descriptions with support of Talent Management and Culture Group 2. Collaborated & supported peers 3. Conducted Community Engagement Events 	<ol style="list-style-type: none"> 1. Drafted new interim policies in alignment with Stakeholders and regulatory bodies expectations <ol style="list-style-type: none"> a. Use of discretion (x2) b. Use of force (x2) 	<ol style="list-style-type: none"> 1. Planned pilots and developed new systems <ol style="list-style-type: none"> a. Body-worn camera b. Mobile by-law ticketing c. In-car camera d. RP/SCS system 	<ol style="list-style-type: none"> 1. Reset expectations and initiated new training courses <ol style="list-style-type: none"> a. Use of force and effecting arrests b. 2SLGB TQ+ Awareness c. Suicide prevention d. Enhanced Peer Support 2. Initiated 360 review 3. Training Program Assessment

Table 1: Revenue Protection and Special Constable Service 2021 Accomplishments

A comprehensive report on the Culture Change Program will be presented at the April 2022 TTC Board meeting. This report will provide details on what has been accomplished, what is currently in progress and next steps.

COVID-19 Response

The onset of the COVID-19 pandemic created unique challenges to our transportation system. The Special Constable Service Continuity of Operations Plan brought changes to reporting and deployment strategies to ensure that the critical functions and services that the Special Constable Service provides to the TTC and its customers were sustained.

As part of the ongoing COVID-19 recovery plan, the Special Constable Service team performed a variety of customer service functions, such as:

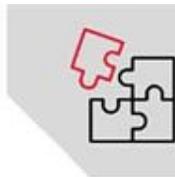
- **Customer Service and Education:** To aid in the adherence to public health physical distancing guidelines, new satellite offices were created at various locations throughout the city. Employees were assigned permanent partners to reduce the risk of exposure to COVID-19 throughout the entire team.

To ensure employee and customer safety while travelling on the TTC during the pandemic:

- Special Constables visited school bus stops to educate school-aged children and their parents on the care measures to be taken while travelling on public transit.
 - Online Education was provided.
 - Distributed masks to students.
- **Complimentary Personal Protective Equipment distribution:** To promote customer safety and comfort while riding the TTC, Special Constables and Fare Inspectors distributed complimentary masks, disinfectant wipes, and bottles of hand sanitizer to TTC passengers. Busy stations, areas of low mask compliance and key surface route intersections were the primary focal points of the distribution.
 - **COVID-19 screening:** COVID-19 screening was conducted at all TTC work locations by contracted employees to ensure the health and safety of all workers. The Special Constable Service and Revenue Protection departments ensured that contracted security staff asked appropriate screening questions to employees, contractors and visitors.
 - **Yards and Facilities monitoring:** To ensure contractor and visitor safety more frequent location audits were conducted by Protective Service Guards at all TTC yards and facilities. Managed contracted security staff for increased access control.
 - **Third-party entrance and station monitoring:** During peak service hours, Special Constables assisted with passenger flow and customer service at various stations. Special Constables assisted to prevent station overcrowding to minimize public exposure to the virus.
 - **Enhanced employee safety:** Upgraded PPE for frontline employees, such as masks (Level 1 to Level 2 medical-grade masks) and safety goggles with anti-fog lenses. This allowed for the continuation of frontline employee operations. To minimize exposure, the department added new reporting locations, implemented staggered start times and assigned Special Constables permanent work partners at respective work locations.

Support Staff

Support functions such as Administrative Support, Business Intelligence, Compliance Reporting, and Court Services pivoted how they operated to work almost entirely virtually.



Structure for Success

Create and support a diverse and inclusive workforce

This pillar focuses on creating and supporting a diverse and inclusive workforce. The desired outcomes include:

- Fair, equitable, merit-based recruitment, hiring and promotions;
- Workforce that reflects the diversity of the community we serve; and
- Community and peer partnerships.

In 2021, the significant accomplishments for this pillar centred around activities for re-organizing the department, establishing new functions and building new capacity.

Organizational Chart

Andrew Dixon is the Head of the TTC’s Special Constable Service and has led the department through a culture change towards a customer-focused service founded in respect and dignity for customers and employees. The Special Constable Service Head has delegated this authority through the organizational chart below. This organizational chart reflects the actual workforce appointed as of December 31, 2021.

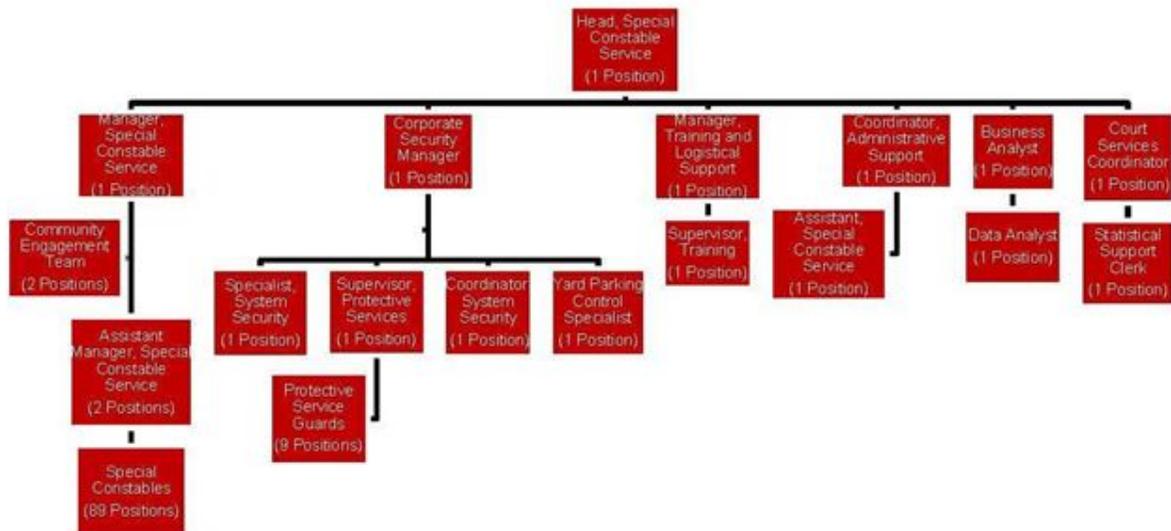


Chart 1: Special Constable Service Organizational Chart

The tables below indicate the 2021 changes to the Special Constable appointments.

Departures

Department	Terminations	Suspensions	Resignations	Retirements
Special Constables	3	3	15	1

Table 2: Special Constable Departures

Appointments

The following chart represents Special Constable appointments for the reporting year. The actual strength as of December 31, 2021 was 92 Special Constables.

Existing	Re-Appointments	New Appointments
92	0	8

Table 3: Special Constable Service Appointments

Diversity Breakdown

The Special Constable Service (SCS) and Revenue Protection departments are committed to diversity, equity, and inclusion. In 2021, the department worked alongside the Talent Management department and the Diversity department's Racial Equity Office to develop and review job descriptions, job postings and interview questions in order to remove barriers and to build a strong foundation for building greater diversity at the TTC.

Those who identify as women make up 16% of the overall SCS team, while 62% are from a racialized group. 2021 saw a 1% increase in the number of women hired and a 17% increase in those from a racialized group. No team members identify as Indigenous or as a person with a disability.

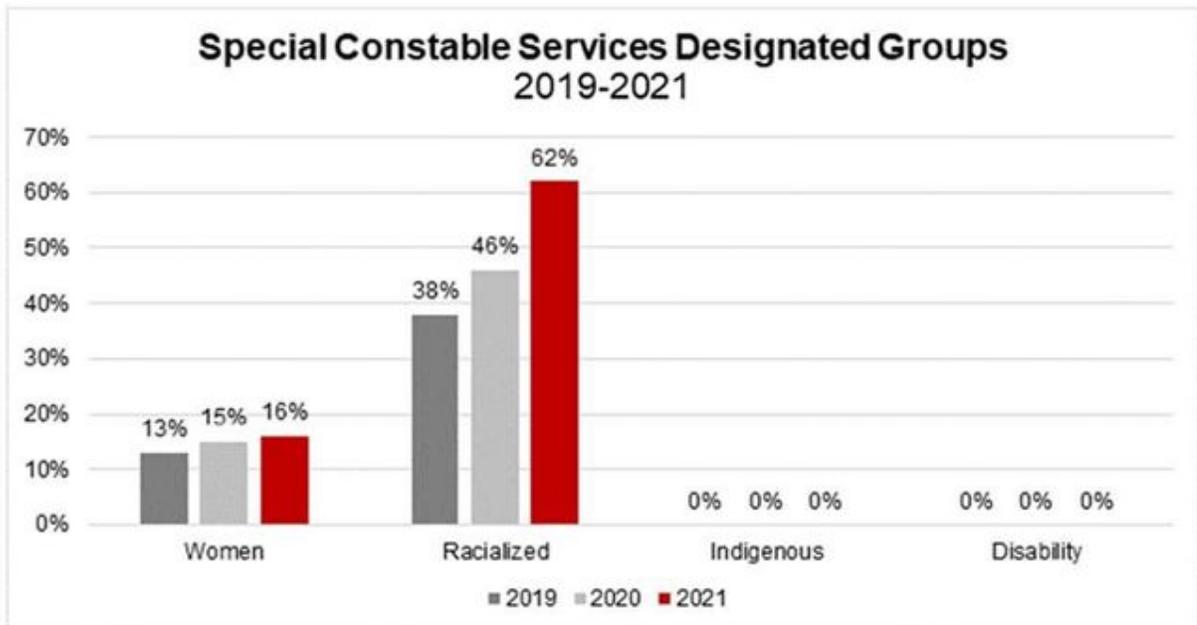


Chart 3: Special Constable and Fare Inspector Designated Groups

Languages Spoken

By fostering a diverse and inclusive workforce, team members been able to more effectively communicate and serve underrepresented groups. There are currently 35 languages spoken by Special Constable Service members. The most common languages after English are Punjabi, Urdu and Hindi.

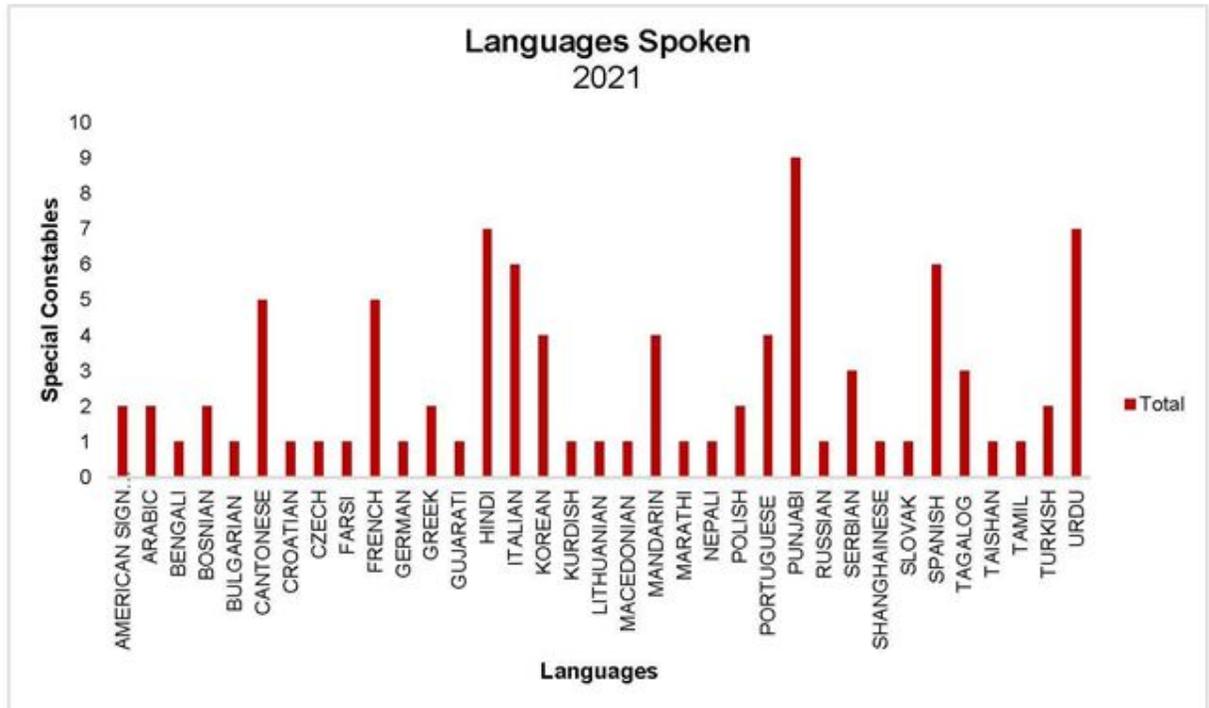


Chart 4: Revenue Protection and Special Constable Services Languages Spoken

Community Engagement Team

In 2021, the inaugural Revenue Protection Community Engagement Team (CET) was established. This team was hard at work connecting with customers, the community and supporting TTC employees and partners (i.e. COMTO Toronto & Region, Revenue Protection, Toronto Police Service, etc.) to address gaps in engaging with underserved communities including Black and racialized youth, various Indigenous communities, under housed populations and others. The Revenue Protection CET works collaboratively with the Special Constables Community Engagement Team.

The TTC is committed to working with internal and external partners to promote community engagement and foster collaborative initiatives to promote safety. In extreme weather situations, TTC staff are extra vigilant to help those people in our City who may be at increased risk in extreme conditions. As part of their regular duties, Fare Inspectors and Special Constables provide people who are vulnerable or at risk with information about downtown Toronto drop-in resources.

Below is a list of organizations the CET collaborated on in 2021:

Collaboration with Peers

- Conference of Minority Transportation Officials (Toronto and Region) Back to school backpack drive and;
- Toronto Police Service – Project Breezy (bike donation drive); and
- Donations.

Community Partnerships

- Toronto Community Housing
- Streets to Homes
- Focus Table Toronto
- York Region, Toronto and TTC Support Table
- Toronto District School Board
- Holiday Helpers Charity
- Scott Mission Socks and Boots Donation Drive

For a more comprehensive update refer to the 2021 Revenue Protection and Special Constable Culture Change Report.



Modernize Policies, Procedures, Standards and Programs

Alignment with third-party report recommendations

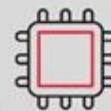
This pillar focuses on the alignment with third-party report recommendations. The desired outcomes include:

New and updated policies and procedures that aim to ensure the fair and equitable treatment of customers and that align with community expectations

In 2021, the significant accomplishments for this pillar included drafting four new interim policies in preparation for 2022 consultations with expert stakeholders, community stakeholders and the public. Two policies were created for each, one for each area (Revenue Protection and Special Constable Service):

- Use of Discretion; and
- Use of Force.

For a more comprehensive update refer to the 2021 Revenue Protection and Special Constable Service Culture Change Report appendix of the Diversity and Culture Change 2021 Annual Report.



Update Technologies

Implement new technologies to support third-party report recommendations

This pillar focuses on implementing new technologies to support third-party report recommendations. The desired outcomes include: equipping the TTC with tools to demonstrate accountability and public transparency.

In 2021, the significant accomplishments for this pillar centred around pilot planning for customer-facing systems and the development of a new internal system:

- Body-worn cameras;
- Mobile by-law ticketing;
- In-car camera system; and
- Special Constable Service-Revenue Protection (SCSRP) system.

The Culture Change Program aims to provide public transparency and demonstrate accountability aligned with corporate and departmental objectives. In response to third-party recommendations, a number of initiatives and projects are in progress. These projects included collaborating with the IT Services Department to procure and plan 2022 pilots for body-worn cameras, mobile by-law ticketing and Special Constable in-car cameras.

Body-Worn Camera

This project demonstrates the TTC's commitment to transparency, accountability, building public trust and ensuring bias-free service delivery through the use of body-worn cameras (BWCs) while performing enforcement, fare inspection and compliance duties. BWCs enable customer and employee safety and ensure employee accountability while enhancing evidence collection.

Hand-held point of sale (HHPOS) Device Refresh

In collaboration with the Fare Card Team and Strategy and Foresight, team members are working with Metrolinx to find a modernized solution to replace the existing hand-held point of sale (HHPOS) (inspection) device. Replacing this device will address a 2019 Auditor General Revenue Operations audit recommendation.

Mobile By-Law Ticketing

Mobile by-law ticketing will allow Fare Inspectors and Special Constables to use a smartphone mobile application and a hand-held mobile printer to create and print Part I Provincial Offence Act Notices and Criminal Code offences. Creating efficiencies with the inspection process will address a 2019 Auditor General recommendation.

SCSRP Application

The Special Constable Service Revenue Protection (SCSRP) system has been developed to replace the 20-year-old legacy application. It will allow for future technological updates and improvements and ensure compliance with third-party recommendations.

For a more comprehensive update refer to the 2021 Revenue Protection and Special Constable Service Culture Change Report appendix of the Diversity and Culture Change 2021 Annual Report



Overhaul Training and Monitoring Systems

Implement training founded in respect and dignity for customers and employees

This pillar focuses on implementing training founded on respect and dignity for customers and employees. The desired outcomes include:

- Team members receiving consistent training; and
- Staff addressing customers and employees with respect, sensitivity and without bias.

In 2021, the significant accomplishments for this pillar are centred around resetting expectations on use of force, effecting arrests and providing an overview of the Culture Change Program. A 360 review and industry benchmarking regarding all aspects of training was also initiated.

Training

All TTC Special Constable training is reviewed and approved by the Toronto Police Service on an annual basis. Pursuant to the Special Constable Agreement between the TTC and the Toronto Police Services Board, Special Constable Service has an obligation to train Special Constables in the following areas:

- 2SLGBTQ+
- Arrest Authorities
- Arrest/Search Incident to Arrest
- Canadian Police Information Centre (CPIC)
- Case Preparation Provincial Offences
- Community Mobilization/Community Policing
- Confronting Anti-Black Racism training
- Controlled Drugs and Substances Act (CDSA)
- Crime Scene Management
- Criminal Offences
- Diversity Awareness and Human Rights Issues
- Ethics and Professionalism in Policing
- First Aid/CPR
- Interim Communicable Diseases
- Introduction to Law
- Liquor License Act
- Mental Health Act (MHA)
- Occurrence/Report Writing/Field Information Report
- Person in Crisis
- PRESTO
- Provincial Offences Act
- Roles Field Interviewing/Taking Statements
- Rules Memorandum Books/Note-Taking
- Search and Seizure Authorities
- Sex Offences
- Suicide Awareness
- Testimony/Criminal/Provincial Justice System/Rules of Evidence
- Train Use of Force Legislation and Reporting
- Trespass to Property Act
- TTC Fares
- TTC Special Constable Status – Roles and Responsibilities
- Vehicle Familiarization – Streetcar/Bus/Subway
- Vehicle Operations
- Young Persons and the Law

In 2021, Revenue Protection and Special Constable Service added training on Suicide Prevention and 2SLGBTQ+ Awareness and Practices for Police, Law Enforcement and Criminal Justice Professionals and enhanced Peer Support training to their curriculums.

Suicide Prevention is a 90-minute online course sourced by the TTC Safety and Environment department. The course teaches trainees to recognize when someone is in crisis and connects them to help and support. This course was implemented for all front-line staff to better support people in crisis.

2SLGBTQ+ Awareness and Practices for Police, Law Enforcement and Criminal Justice Professionals is course delivered by the Serving with Pride organization. The course educates frontline and administrative professionals by providing in-depth information specific to care and response of 2SLGBTQ+ persons by police and law enforcement.

Enhanced Peer Support training was also delivered with refreshed content in order to provide emotional and psychological support to TTC employees who may encounter traumatic incidents in their work or personal lives as well as those who are victims of racism.

The Training Section was embedded with the Operational Training Centre (OTC) to align new training programs and revisions with OTC standards. Training programs were developed and implemented to support newly created roles – Supervisor, Acting Supervisor and Coach Officer. The Coach Officer training is taught to all members with the desire to coach new hires.

The Revenue Protection and Special Constable Service departments continue to explore new training courses in areas, such as Indigenous awareness, mental health awareness and resiliency with the University of Alberta and the Centre for Addiction and Mental Health (CAMH).

Recruit Program

Special Constables currently receive 90 days of initial training. As part of that training, Special Constables receive 13 days of training on crisis communications, de-escalation, mental health awareness and the Mental Health Act.

The Special Constable training program includes simulations conducted with actors in a transit environment, in order to evaluate the knowledge and skills that each employee receives and to observe their decision-making abilities in a real-time environment.

As part of the initial training, staff also participate in instructor-led training delivered by the Alzheimer's Society of Toronto and the City of Toronto Streets to Homes program. In 2019, the TTC added Confronting Anti-Black Racism (CABR) training delivered by the City of Toronto's CABR Unit. Special Constables and Fare Inspectors participate in holistic, simulation-based training as part of the curriculum. In January 2020, new modules on Mental Health Interventions and Mental Health Act Section 17 Apprehensions were launched. Discussions are underway with experts in the field of mental health to extend the concepts and deliver additional modules.

Annual Recertification

The Special Constable Annual Recertification Training Program is three days for a total of 24 hours. This includes mandatory defensive tactics and use of force training. In 2021, additional training on mental health awareness, and a review of the Mental Health Act was conducted to enhance the skills officers use when called to incidents that may involve mental health. Holistic, simulation-based training continues through the annual recertification as a successful tool to reinforce training and expectations.

Culture Change Program

Throughout Q1 and Q2 2021, the entire Special Constable Service department received training on the Culture Change Program. Staff were issued interim expectations on independent note-taking, use of force, and secondary duties for Fare Inspectors and Special Constables.

Mandatory Training

Course / Topic	Delivered By	Duration	Number trained
Special Constable Recruit Training	3rd Party Provider/Toronto Transit Commission	60 days	39
Annual Use of Force and Legislative Update Block Training	3rd Party Provider	3 days	63
Standard First Aid	3rd Party Provider	2 days	49
Confronting Anti-Black Racism	3rd Party Provider	1	231

Table 4: Mandatory Training

Additional In-Service Training

Course / Topic	Delivered By	Duration	Number trained
Incident Management System 200	TTC Special Constable Service	2 days	39
Mental Health Awareness	City of Toronto	6 hours	60
2SLGBTQ – Serving with Pride	3rdParty Provider	3 hours	39
Naloxone	3rdParty Provider	1 hour	39

Table 5: Additional In-Service Training

Equipment

Pursuant to the Agreement with the Board, Special Constables are issued with the following equipment:

- Uniform.
- One wallet badge, appropriate wallet and agency identification card.
- Soft body armour with appropriate carriers.
- One set of standard handcuffs with appropriate carrying case.
- One container of Oleoresin Capsicum (OC) foam with appropriate carrying case.
- One expandable baton with appropriate carrying case.
- One approved memo book.
- One flashlight with appropriate carrying case.
- One Provincial Offences Notice book and appropriate hard cover.
- One TTC Special Constable Service Policies, Procedures and Rules Manual.
- Naloxone with carrying case

Performance Management and Accountability

Calls for Service

Special Constables received 31,058 calls for service in 2021, a 16% increase over 2020. Throughout the pandemic, TTC saw a significant decline in regular paying ridership and an increase in underhoused people seeking shelter on the TTC, which promoted calls for Special Constables and Fare Inspectors. There was an increase to calls for service in all categories, with the most increases relating to calls for suspicious incidents, trespassing and calls for medical assistance.

Mode	Calls Received	% of Total
Scarborough RT	210	0.68
Subway	26,817	86.34
Surface	4,031	12.98
Total	31,058	100

Table 6: Calls for Service

Arrest/Apprehension Totals

Special Constables submitted 123 records of arrest for Criminal Code offences in 2021, a 64% decrease over 2020. They also made 128 apprehensions under the Mental Health Act, representing a 33% increase over 2020.

Authority	Total Arrested/ Charged/ Apprehended
Criminal Code	123
Mental Health Act	128
Liquor License Act	5
Trespass To Property Act	9
Controlled Drugs and Substances Act	0

Table 7: Arrest/Apprehension Totals

Reporting

General Occurrence Reports and Records of Arrest	No.
Abandoning Child C.C. 218	1
Accidental Death	2
Arson: Damage To Property C.C. 434	3
Assault C.C. 266	560
Assault - Aggravated C.C. 268	1
Assault Bodily Harm C.C. 267(1)(b)	7
Assault Peace Officer C.C. 270(1)(a)	10
Assault With A Weapon C.C. 267(1)(a)	33
Break And Enter With Intent C.C. 348(1)(a) Attempt	5
Break, Enter And Theft	1
Breaking, Entering and Committing C.C. 348 (1)(b)	2
Carry Concealed Weapon C.C. 90(1)	1

General Occurrence Reports and Records of Arrest	No.
Cause A Disturbance 175(1)	2
Criminal Harassment C.C. 264 (1) (2)	8
Domestic Dispute	1
Drug Overdose	7
Fail To Comply Probation C.C. 733.1	7
Failing To Comply With Condition Of Undertaking or Recognizance C.C. 145 (3)	1
Fraud C.C. 380(1)	1
Indecent Acts C.C. 173(1)	28
L.L.A. 31 (4) Intoxicated In Common Area	1
L.L.A. 31(4) Intoxicated In A Public Place	19
Mental Health Act SEC. 17	128
Mischief C.C. 430 (1)	233
Mischief Endangering Life C.C. 430 (2)	1
Mischief interfere 430 (1) (c)	2
Mischief Not Exceeding \$5,000 C.C. 430 (4)	657
Mischief Over \$5,000: C.C. 430 (3)	16
Possession Of Offensive Weapon Dangerous To The Public Peace C.C. 87	3
Public Incitement of Hatred C.C 319 (1)	7
Public Mischief C.C. 140 (1)	5
Robbery C.C. 344 (b)	9
Sexual Assault C.C.271	9
Suspicious Activity	1
Suspicious Event	1
Suspicious Incident	24
Suspicious Person	1
T.P.A. Fail To Leave When Directed	2
T.P.A. Engage In Prohibited Activity on Premises	1
T.P.A. Enter Premises When Entry Prohibited	2
T.T.C. # 1-3.4 Unauthorized Crossing or Entering Upon Subway Tracks	1
Theft C.C. 322 (1)	1
Theft Over \$5,000.00 C.C. 334(a)	5
Theft Under \$5,000.00 C.C. 334(b)	150
Uttering Threats C.C. 264.1 (1)	320
Uttering Threats To Cause Death Or Bodily Harm C.C. 264.1 (1)(a)	137
Voluntary Apprehension	1
Weapon etc.: Possession For Dangerous Purpose C.C. 88	16
Total	2,434

Other TTC Internal Incident Reports (SCS and otherTTC Divisional Supervisory Reports)	No.
Administer Noxious Substance	3
Aggravated Assault - Patron	4
Arson	1
Assault Bodily Harm Or W/ Wpn- Patron	45
Assault Police Officer	2
Assault To Resist Arrest	1
Attempt Murder	1
Attempt Robbery Patron	6
Bomb Threat No Bomb Found	5
Breach Of Probation	2
Breach Of Recognizance	2
Break And Enter Gateway Newsstand	5
Break And Enter Misc.	7
Carry Concealed Weapon	3
Cause Disturbance	18
Common Assault - Collector	2
Common Assault - Misc. Employee	2
Common Assault - Operator	5
Common Assault - Patron	157
Common Nuisance	1
Dangerous Operation Of Motor Vehicle	1
Fail To Comply	8
Harassment (Criminal)	3
Indecent Exposure	13
Intimidation By Threats Etc.	1
Mental Health Act (Person in Crisis)	78
Mischief	185
Obscene Matter	1
Other Weapon Offences	27
Possession Controlled Drugs	1
Possession Of Narcotic	1
Possession Offensive Weapon	15
Public Incitement Of Hatred	8
Public Mischief	4
Restricted Weapon	4
Robbery Patron	14
Robbery Patron - Mugging	5
Robbery Patron - Swarming	11
Sexual Assault	42
Suspicious Death	1
Suspicious Incident	39
Theft Bicycle Under \$5000	1
Theft From Emp Under \$5000	4
Theft From Tenant Und \$5000	7

Other TTC Internal Incident Reports (SCS and otherTTC Divisional Supervisory Reports)	No.
Theft From TTC Under \$5000	6
Theft From Patron Over \$5000	2
Theft From Patron Under \$5000	8
Theft From Purse Under \$5000	2
Theft From TTC Over \$5000	4
Theft Under \$5000	1
Threatening	34
Voyeurism	2
Total	751

Table 8: General Occurrence Reports and Records of Arrest

Property

Special Constable Service is responsible for keeping all evidence and property seized in connection with their duties except in the following circumstances:

- Where Toronto Police request the evidence be turned over to them.
- Where an accused is held in Toronto Police custody.
- All drugs seized/found.
- All firearms seized/found.

All property and evidence seized from persons that is not turned over to the Toronto Police Service is stored, preserved and disposed of in a manner consistent with Toronto Police Service standards and procedures for the storage and disposition of property. In 2021, Special Constables seized and processed 75 pieces of property into their property vault.

Compliance Reporting

Public Complaints

Previous Ombudsman Toronto recommendations have included the need for independence regarding investigations involving our Fare Inspectors and Special Constables, as well as related policies and services. The TTC launched the Fare Inspector and Special Constable Complaints (FISCC) Office on June 30, 2021 in order to create a more inclusive transit system. The goal of the FISCC Office is to investigate all complaints involving members of the Revenue Protection and Special Constable Services departments, including TTC Fare Inspectors and Special Constables, as well as related policies and services. The TTC's former Unit Complaints Coordinator function was decommissioned, and the FISCC Office was launched to provide a more accessible and fair investigation process for customers and employees.

In summary, for 2021, the TTC received a total of 11 public complaints involving Special Constables, and 17 public complaints involving Fare Inspectors for a combined total of 28, which is a decrease from 62 complaints received in 2020.

An update on public complaints received by the FISCC Office in 2021 will be provided in the April 2022 Diversity and Culture Group Annual Report.

Use of Force Reporting

Special Constables are bound by Ontario Regulation 926/90, which compels Police Officers to submit a Use of Force Report (UFR Form 1) to the Chief of Police when a Police Officer who, when in the performance of their duties, uses force on another person that results in an injury requiring medical attention or uses a weapon on another person.

The TTC's internal policy on reporting use of force by Special Constables uses a lower threshold. Each incident where an application of force is used that is beyond compliant handcuffing is required to be reported.

The following chart further summarizes the number of incidents and the category of offence involved in each type of force application:

As per Police Services Act:

Highest Level of Force Used	Number of Incidents	Use of Force Reports Submitted	Criminal Code	Provincial Offence (LLA, MHA, TPA)
OC Foam	1	1	0	1*
Injury	0	0	0	0
Total	1	1	0	1

Table 9: Use of Force Reporting as per Police Services Act *1 incident relating to the Mental Health Act

There were 37 incidents in 2021 in which 79 internal Use of Force reports were submitted as per departmental policy. In one of these incidents, a baton was presented, and in another incident OC Foam was used during an interaction with an assaultive subject. Five Use of Force reports were required to be submitted to Toronto Police.

As per Departmental Policy:

Highest Level of Force Used	Number of Incidents	Use of Force Reports Submitted	Criminal Code	Provincial Offence (LLA, MHA, TPA) or Other
Physical Control- Soft	37	79*	25	12
Physical Control- Hard	5	7*	4	1
Impact Weapon Soft	0	0	0	0
Baton or OC Foam Presented- Not Used	1	1	1	0
Total	43	87	30	13

Table 10: Use of Force Reporting as per Departmental Policy * Multiple Use of Force reports submitted, one per individual officer attending the same incident

Injury Reporting

Defendants

A total of six Injury Reports were submitted by Special Constables on behalf of the accused in 2021, 20 less than the 26 submitted in 2020. Three of the six reports were as a result of Special Constable action; either OC foam, use of physical force, or handcuff rub. Three of the six were documented suspect injuries in which the cause was unknown and occurred prior to the arrest.

Prior to Arrest:

A total of three injury reports were submitted in relation to pre-existing conditions or injuries presented by the accused prior to the arrest, such as visible lacerations and abrasions, soreness, and intoxication. One incident resulted in the accused being transported to the hospital for treatment of minor cuts and abrasions, one was treated on scene by EMS and one refused medical assistance.

During Arrest:

Three of these reports were submitted in relation to injuries sustained during the course of an arrest and resulted in the accused being transported to the hospital for treatment of cuts, scrapes and bumps.

After Arrest:

No report was submitted in relation to hostile suspect behaviour following an arrest (i.e. banging head in patrol car).

Special Constables

The following types of occupational injury were reported while on duty by Special Constables:

- 43 incidents reported by Special Constables (additional three by SCS Administrative Staff)
- Minor Injuries – 29
- COVID-19 exposure – 2
- Lost Time injuries – 14
- Arrest related injuries resulting in Lost Time – 5
- Accidental incidents – 7

Court Services

Court operations were curtailed significantly in response to physical distance and other public safety requirements due to the COVID-19 pandemic. Holding criminal jury trials is one of the challenges facing the criminal courts due to the impact of the pandemic. The Ontario Court of Justice (OCH) has issued a number of notices in response to the pandemic. This information is in response to ensuring the safety and well-being of the public at large while continuing to provide access to justice.

The City of Toronto has resumed with Provincial Offences Act (POA) matters. However, due to the high volume of backlog caused by the closure of Toronto courthouses during COVID-19, the courts began to schedule matters to go before the courts in December 2020. The health and safety of all participants remains a top priority and the courts implemented the following safety measures at the resumption of POA courts during the pandemic.

- Decreased the number of days in a week that TTC matters are being heard;
- Decreased the number of cases per tier;
- Increased the number of tiers per day;
- Increased the number of rooms that TTC matters can be heard;
- Filing POA Summons electronically; and
- Testimony was done through video conferencing.

Provincial Offence Notices (PON) Issued

Early in the pandemic, the TTC had suspended fare related non-compliance infractions. However, Special Constable Service continued to issue Provincial Offence Notices during COVID-19 to protect customers, employees, and the integrity of the transit system. In 2021, 43 Provincial Offence Notices (PON) were issued to defendants, a 90% decrease when compared to the 453 PON's issued in 2020.

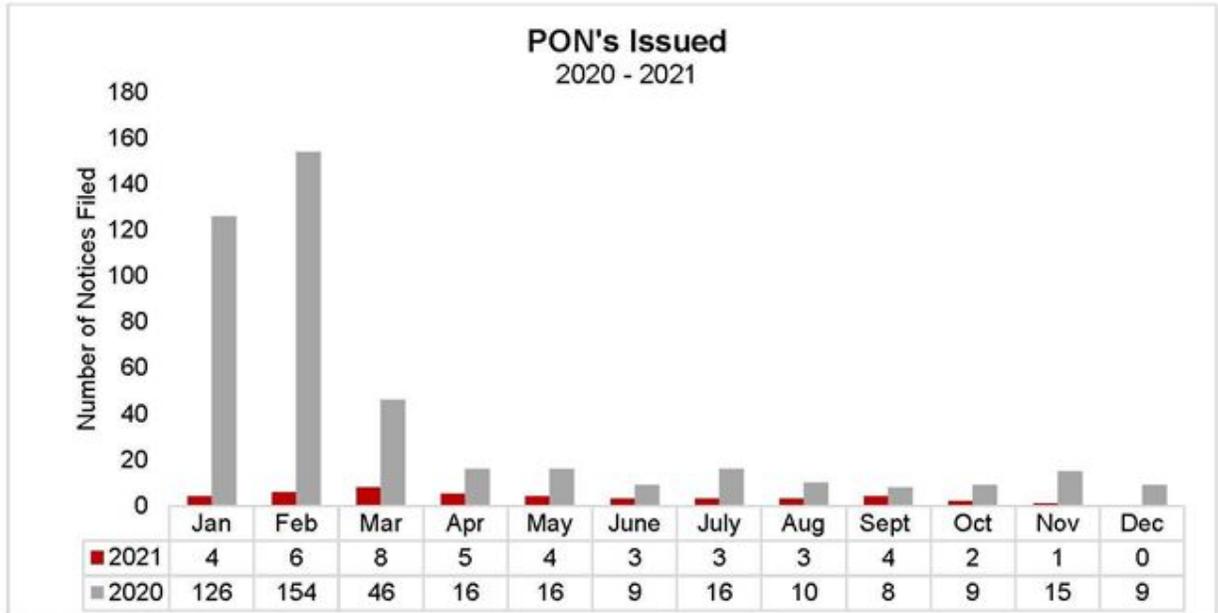


Chart 5: PON's Issued

Time Spent in Court

In 2021, trials addressing matters under the Provincial Offence Act had not resumed. However, criminal court proceeded in 2021 where participation in court proceedings were done remotely via video. TTC Court Services received 24 subpoenas regarding appearances for criminal matters. Participation in court proceedings were done remotely via video. Special Constables spent 51 hours in court-related activities, a decrease of 35% compared to the 78 hours spent in court in 2020.

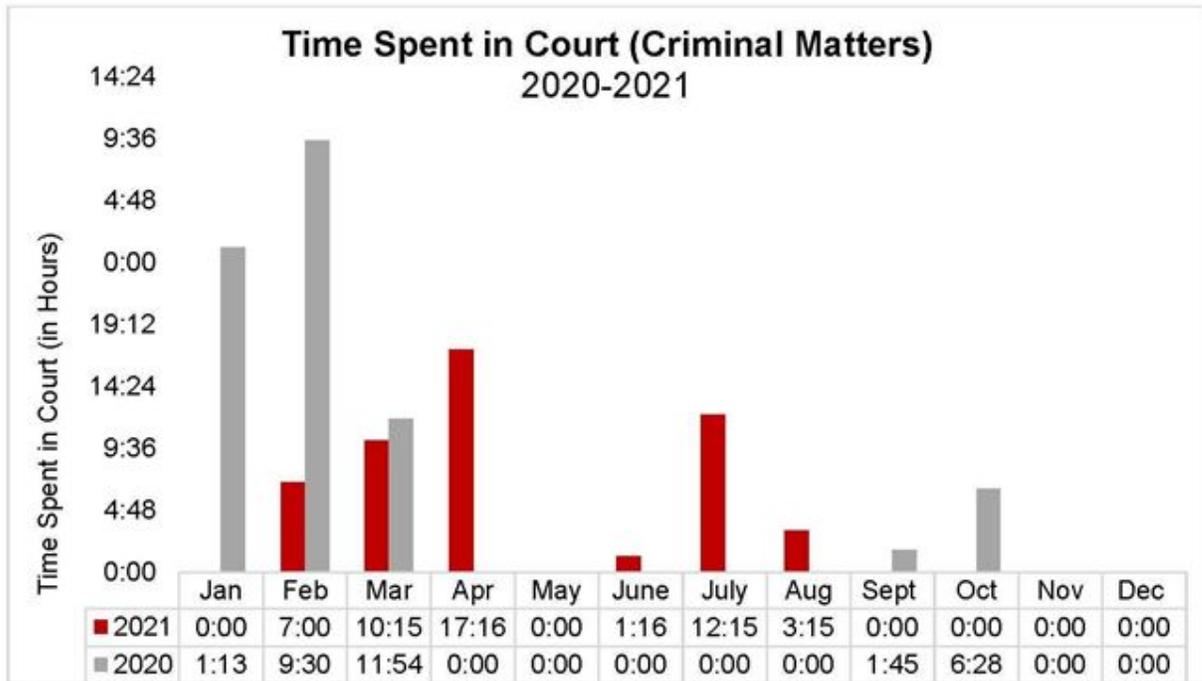


Chart 6: Time Spent in Court

Although videoconferencing should be used for all trial matters (for Part Is and Part IIIs), a judicial officer may specify which type of electronic method may or must be used, and may order an in-person appearance. 290 POA matters went before the courts in 2021, an increase of 45% compared to the 158 matters in 2020. 175 notices were dealt with through Early Resolution (a telephone meeting with the prosecutor where the defendant enters a guilty plea for a reduced fine), while 115 were spoken to and were resolved by a plea.

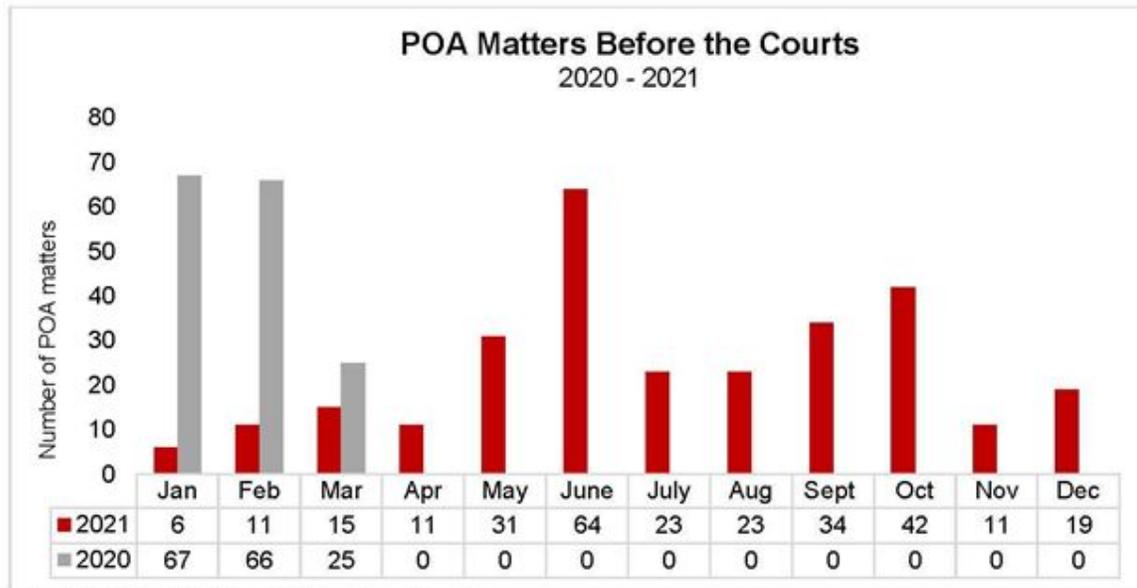


Chart 7: POA Matters Before the Courts

Fines Imposed and Fines Collected

In an Ontario court, fines for Provincial Offences Act are specified by the Chief Justice of the Ontario Court of Justice for the purpose of proceedings under Part 1 or Part 2. In 2021, 302 POA Part 1 and Part 3 court matters were sentenced with an imposed amount of \$19,433. With 97 of the matters paid, there were 205 unpaid cases resulting in \$47,747 in outstanding fines.

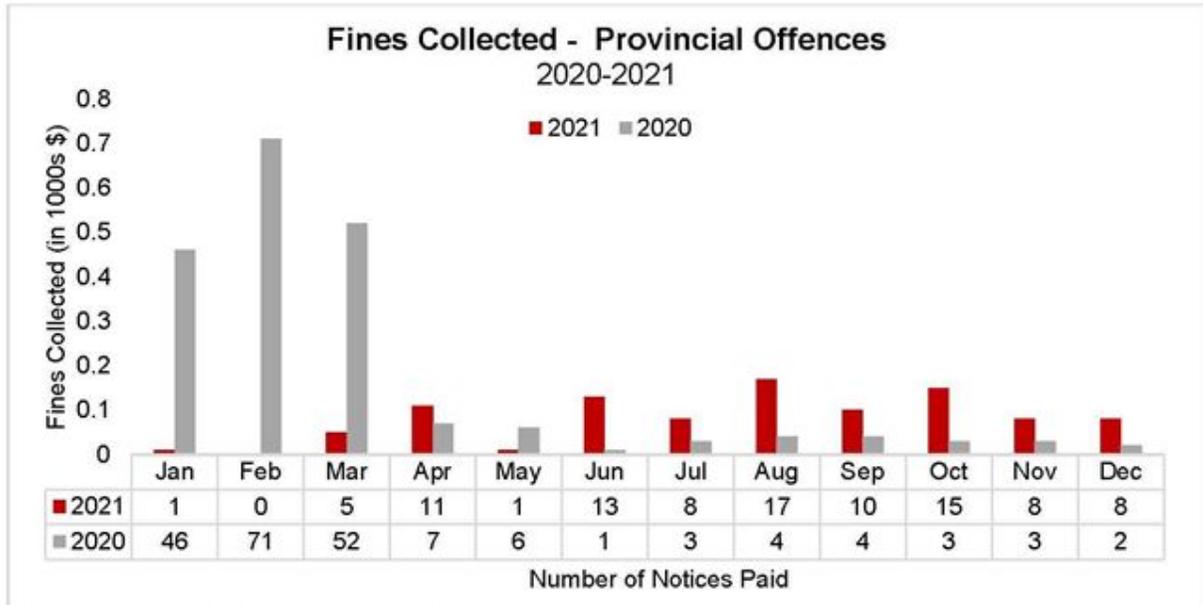


Chart 8: Fine Collected – Provincial Offences

Conclusion

The Revenue Protection and Special Constable Service departments have developed a culture change framework to provide a revenue protection and safety and security service that is customer-focused and founded in respect and dignity for customers and employees.

The team has worked diligently to make advancements on each program pillar and their respective desired outcomes.

A comprehensive report on the Culture Change Program has been included as an appendix to the Diversity and Culture 2021 Annual Report. This report will provide details on the progress that has been made to date, what we are currently doing and next steps.

Contact information

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Special Constable Service
Toronto Transit Commission
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Toronto Police Services Board Report

April 26, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: 2021 Annual Report: Toronto Community Housing Corporation - Special Constables

Recommendation:

It is recommended that the Board receive the following report.

Financial Implications:

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

Background / Purpose:

Section 53 of the Agreement between the Board and Toronto Community Housing Corporation (T.C.H.C.) regarding special constables states that:

“The T.C.H.C. shall provide to the Board an annual report with statistical information including but not limited to information regarding enforcement activities, training, supervision, complaints and other issues of concern to the parties and such further categories of information as may be requested by the Board from time to time”.

Discussion:

As directed by the Board, appended to this report is the 2021 annual report from the T.C.H.C. regarding special constables. The report is consistent with the reporting guidelines established by the Board.

Conclusion:

The Service has established a strong working relationship with the T.C.H.C. In 2021, a number of community outreach initiatives were undertaken by T.C.H.C special constables to enhance the feeling of safety and security for residents, staff and visitors on T.C.H.C. properties. These initiatives are consistent with the Service's community policing model, with a goal of embracing partnerships to create safe communities.

Acting Deputy Chief Myron Demkiw, Specialized Operations Command, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*copy with original signature on file at Board Office

TORONTO COMMUNITY HOUSING COMMUNITY SAFETY UNIT

**931 Yonge Street
Toronto Ontario M4W 2H2
General (416) 921-2323**



2021 ANNUAL REPORT to the TORONTO POLICE SERVICES BOARD

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EXECUTIVE SUMMARY

2021 SPECIAL CONSTABLE ANNUAL REPORT Toronto Community Housing Corporation

Toronto Community Housing's Special Constable Program was established in March 2000 on a "Pilot" basis and was formally adopted as component of the TCHC Community Safety Program, in September 2002. As of December 31, 2021, there were 168 sworn members within the Community Safety Unit (CSU).

The objectives of the program are to:

- strengthen relationships between the CSU and the Toronto Police Service (TPS)
- reduce the level of crime/antisocial behavior in Toronto Community Housing (TCHC) communities
- enhance law enforcement activities as required
- improve residents' feelings of safety and security
- ensure officers are able to spend more time in TCHC communities
- improve officer safety

Having TCHC Special Constables allows TCHC to move well-trained and qualified officers into situations that are particularly unique to TCHC communities. A specific focus for Special Constables is Trespass to Property Act (TPA) violations, Liquor License and Control Act (LLCA) violations and the utilization of Peace Officer on an as needed basis – Police Officer powers under the following statutes:

- Criminal Code;
- Controlled Drugs and Substances Act;
- Trespass to Property Act;
- Liquor License & Control Act;
- Mental Health Act.

The Special Constable agreement between TCHC Board, and the Toronto Police Services Board (TPSB) has created a strong partnership reaching back over many years. This relationship has supported communication and co-operation between our organizations to the benefit of all. As a result of the enhanced training, legal status, and access to information available to Special Constables, they have been able to support and assist TPS and TCHC residents in hundreds of investigations.

In 2021, TCHC's Special Constables completed 729 Criminal Investigations as authorized for TPS, of which 72% were related to property offences such as Mischief and Theft.

Last year, TCHC Special Constables conducted investigations for Theft, Mischief, Assaults, and other less serious violent matters. In instances involving major crimes, they have been the first officers on scene, assisting with primary assessments, notifications, scene protection, crowd control, witness canvassing, evidence security, and prisoner transports.

TCHC Special Constables and TPS Officers have attended many calls together. The combination of a Special Constable's community knowledge and the TPS Officer's skills, knowledge and authority have proven to be mutually supportive, allowing incidents and problems to be resolved professionally in a safe and timely manner.

Our communities benefit when TCHC Special Constables are able to:

1. Process minor offences and release of prisoners at the scene without tying up TPS' resources and holding a person in custody for longer than required.
2. Act directly – to apprehend offenders and wanted persons and transport them to the local TPS Division for booking. In so doing, they interrupt illegal and antisocial behavior and help keep the peace in our neighborhoods.
3. Support the TPS not only with factual information, but also with detailed intelligence about criminal activity within TCHC communities.

We continue to value and strive to enhance our working partnership with the TPS and our joint Special Constable Memorandum of Understanding. In 2021, TCHC's Special Constable Program continued to promote safe, secure, and healthy communities.

Background

TCHC is legally organized as a corporation, owned completely by the City of Toronto and operated at arms-length from the City. It is governed by a Board of Directors made up of the Mayor (or designate), 4 City Councilors, and 9 other citizens, including 2 tenants (elected by fellow tenants) living in Toronto Community Housing.

TCHC provides homes for approximately 110,000 people. Our portfolio is made up of high-rise and low-rise apartment buildings, townhouses, rooming houses, and a variety of detached and semi-detached homes. TCHC's tenants reflect the demographics of Toronto and operates about 58,500 housing units; TCHC is the second largest housing provider in North America.

In 2021, the CSU employed 215 professionals who performed a variety of functions. These included: Special Constables, Special Constables in Training, Parking Enforcement Officers, Dispatchers, Community Safety Advisors, Managers and other support staff. As all of our communities are diverse and unique, each position was designed with different authorities and resources to help address those needs.

The Community Safety Unit's mandate and vision express our role in helping to accomplish the goals of Toronto Community Housing. The mandate of the CSU is to partner with communities, promote a safe environment for residents, and preserve the assets of Toronto Community Housing.

In 2002, The Toronto Community Housing Board of Directors entered into agreement with the Toronto Police Service Board that allowed for the ongoing use of Special Constables as a core component of TCHC's Community Safety Program. In 2021, there were 168 CSU staff deployed as sworn Special Constables with the approval of the Ministry of Public Safety and Security. This report provides an overview of our Special Constable program in 2021.

Supervision

As of December 31, 2021, the CSU had 7 Managers, and 20 Field Supervisors with Special Constable status who oversaw operations 24 hours a day, 365 days a year. The CSU had 131 Special Constables, 16 Special Constables in Training, 4 Parking Enforcement Officers and 15 Dispatchers. They were all supported by a Senior Director, two Senior Managers, a Manager in Planning and Business Support, a Specialist in Compliance, Training and Investigations, a Dispatch Manager, 3 Dispatch Supervisors, a Parking Coordinator, a Court Administrator, two Administrative Assistants, 6 Clerks, a Criminal Intelligence Analyst, Field Intelligence Officers, 10 Community Safety Advisors, a Program Manager for Access Control, an Access Control Field Administrator and a Coordinator of Systems and Procurement.

Officers were assigned in Toronto Community Housing communities throughout the City. Methods of operation included foot, bicycle and vehicular deployments. Duties included patrolling for visibility and deterrence, responding to radio calls, conducting investigations and enforcement, answering service requests, parking control, special attention checks, and providing back-up to other officers. Special Constables also participated in many community engagement events, activities and meetings throughout the City of Toronto.


Community Safety Unit
Organizational Chart
February 1st, 2022

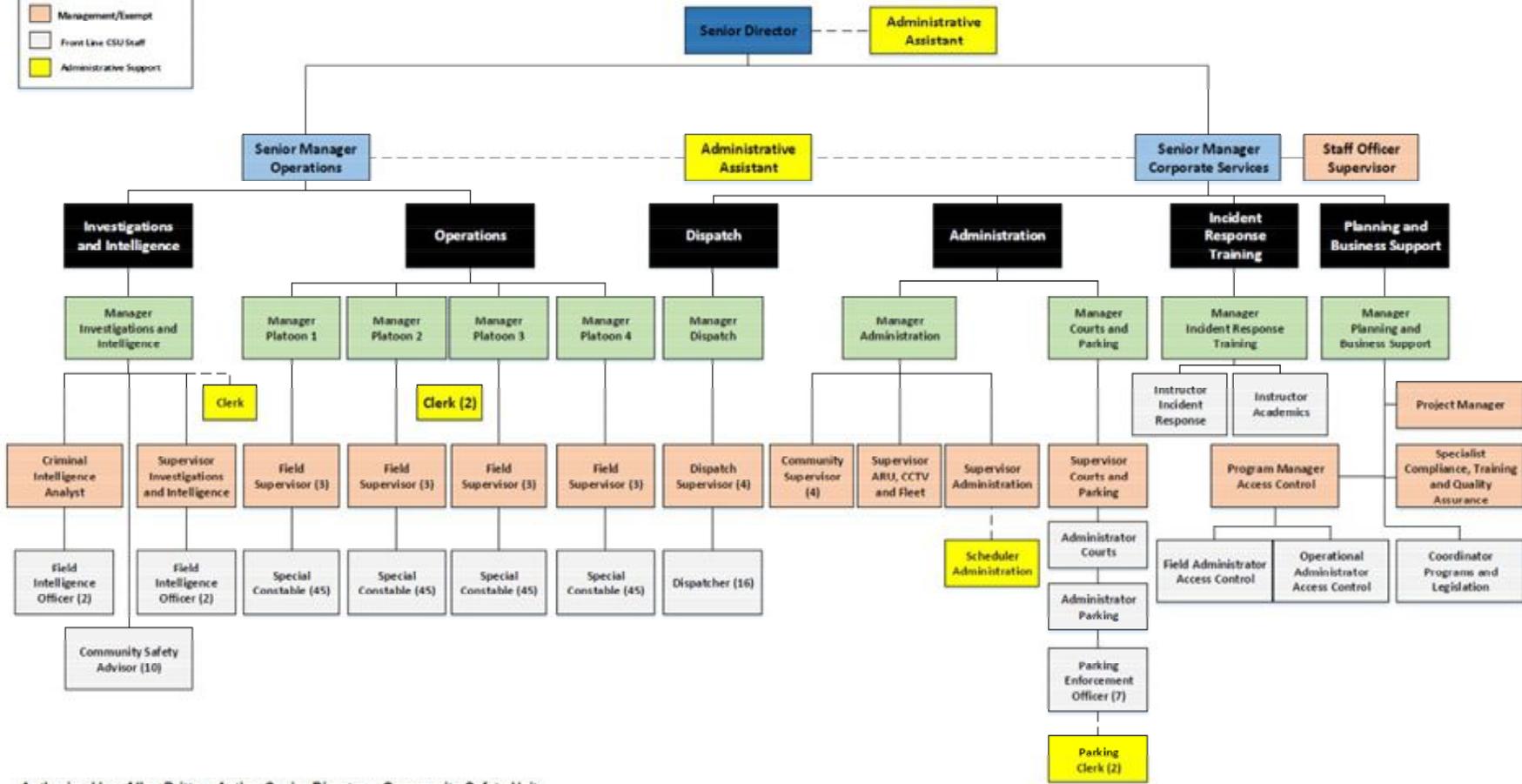
Notes

- i. Four Staff Sergeants represent Manager presence on each shift of a rotating 24/7 shift schedule for oversight
- ii. Districts are aligned to Regions for Tenancy Management



Legend

- Senior Director
- Senior Manager
- Manager
- Supervisor
- Management/Exempt
- Front Line CSU Staff
- Administrative Support



Authorized by: Allan Britton, Acting Senior Director – Community Safety Unit

Appointments

Total Applications (January 1st - December 31st)	New Appointments (January 1st - December 31st)	Re-Appointments (January 1st - December 31st)	Total Special Constables (December 31st, 2021)
48	39	6	168

1 Special Constable in Training was terminated during probation prior to being appointed

Departures

Number of Terminations	Number of Suspensions	Number of Resignations	Number of Retirements
6	2	20	2

Mandatory Training

Course / Topic	Delivered By	Duration	Number trained
Annual Use of Force (refresher)	CSU Internal Training Unit	1 day	128
Special Constable Training- In Class	CSU Internal Training Unit	50 days	32
Special Constable Training- Coach Training	Platoon Staff Sergeants	25 days	32
First Aid CPR	Workplace Medical	1 day	135

Additional Training

Course / Topic	Delivered By	Duration	Number trained
Diversity and Inclusion Fundamentals (Part 1 of D&I Immersion)	Canadian Centre for Diversity and Inclusion (CCDI)	1 day	37
Unconscious Bias (Part 2 of D&I Immersion)	Canadian Centre for Diversity and Inclusion (CCDI)	1 day	34

Equipment

In 2021, TCHC Special Constables had no changes to the authorized equipment as noted below.

Equipment Issued to Special Constables
<ul style="list-style-type: none">• One badge with appropriate carrier and TCHC Special Constable photo ID card• Soft body armor with appropriate carriers• Duty Belt• Boots• Disposable bio-hazard gloves, CPR mask and belt pouch• One set of handcuffs with appropriate belt or Molle vest case• One 21 or 26” inch expandable baton with scabbard• One container of OC stream• One AAA battery flashlight with belt or Molle vest case• One clip on personal work light• One pair of cut-resistant Kevlar-lined leather gloves• One pair of winter gloves• Tourniquet and pouch• 2 doses Narcan and carrying pouch Memo book and cover• Key ring holder• One CSU Standard Operating Procedures (SOP) manual.• One radio with microphone and Earpiece with belt or Molle vest case• Duty Bag• Personalized TCHC business cards• Uniform – Navy blue shirts with dark navy cargo pants with royal blue braid• PC style forage cap, royal blue band• Flex rescue pouch• N95 face masks

Reporting Requirement

In 2021, TCHC Special Constables documented 91,798 incidents pertaining to requests for service, investigations of events and self-initiated patrols on or related to Toronto Community Housing properties.

Many of these calls were attended by both TCHC Special Constables and TPS Officers. These matters were reported by TPS Officers involved and were cross-referenced in the Toronto Community Housing daily activity report submitted to the Special Constable Liaison Office. The statistics below reflect enforcement and investigations that were initiated or conducted both independently by TCHC Special Constables and in concert with the TPS.

As per the Memorandum of Understanding between the Toronto Police Service Board and Toronto Community Housing Board of Directors, Special Constables making arrests on or in relation to TCHC properties advise the Officer-in-Charge of the Division that the arrest occurred in and follow their direction.

Crime and Order Management

Authority	Total Arrested and / or Charged	Charged and Released - Form 9/10 or Part III POA /POT*	Released Unconditional No Charges	Delivered in Custody to Toronto Police
Criminal Code	359	Form 10 : 75 Form 9: 15	40	229
Controlled Drugs and Substances Act	3	Form 10 : 0	0	3
Trespass to Property Act	145	POT TPA: 131 104 TPA: 2	3	9
Liquor Licence Act	24	POT LLA: 20 104 LLA:	1	3
Mental Health Act	39	0	0	39 delivered to care of physician
EMCPA	1	POT: 1	0	0

Incident Reporting

Crimes Against Persons - Serious Violent Incidents

Event Type	Count of Incidents
Aggravated Assault	10
Aggravated Sexual Assault	2
Armed Robbery	29
Assault Peace Officer	22
Assault Police Officer	6
Assault with Intent to Resist Arrest	8
Assault with Weapon or Bodily Harm	189
Attempted Homicide	27
Discharge Firearm (Bodily Harm)	10
Discharge Firearm (Danger Life)	49
Discharge Firearm (Wound, Maim)	6
Homicide	12
Other Weapon Related Offences	18
Robbery - Delivery Person	1
Robbery - Home Invasion	11
Robbery (Not Armed)	43
Sexual Assault	44
Sexual Assault with Weapon	1
Sexual Interference	2
Total Serious Violent Incidents	490

Crimes Against Persons - Other Violent Incidents

Event Type	Count of Incidents
Total Serious Violent Incidents	490
Assault	400
Communicate FTP Prostitution	1
Indecent Exposure (or Act)	11
Threatening	179
Child Neglect	10
Criminal Harassment	18
Total Other Violent Incidents	619

Crimes Against Property

Event Type	Count of Incidents
Arson	31
Attempt Break & Enter - Office	1
Attempt Break & Enter - Other	5
Attempt Break & Enter - Residence	38
Attempt Fraud	1
Attempt Theft	7
Attempt Theft (Bicycle or Tricycle)	5
Attempt Theft From Vehicle	3
Attempt Theft of Motor Vehicle	1
Break & Enter - Office	10
Break & Enter - Other	45
Break & Enter - Residence	90
Mischief	717
Mischief - Graffiti	77
Theft From Vehicle Over	4
Theft From Vehicle Under	91
Theft of Auto Over \$ 5000	29
Theft of Auto Under \$ 5000	13
Theft of Licence Plate (Single)	13
Theft of Licence Plates (Set)	20
Theft of Tricycle/Scooter	4
Theft Over	14
Theft Over (Bicycle)	4
Theft Under	469
Theft Under (Bicycle)	63
Unlawfully In Dwelling	35
Total Crimes Against Persons	1790

Cause Disturbance / Loitering

Event Type	Count of Incidents
Cause Disturbance or Loitering	10507

Crisis Support

Event Type	Count of Incidents
Mental Health Act	343
Missing Person	120
Sudden Death - Suicide	8
Suicide - Attempt	24
Total Crisis Support	495

Disputes

Event Type	Count of Incidents
Dispute - Domestic	389
Dispute - Landlord/Tenant	298
Dispute - Neighbour	12364
Dispute - Other	297
Total Disputes	13348

Fire Related Incidents

Event Type	Count of Incidents
FACODE31 - Alarm System Equipment Malfunction	286
FACODE32 - Alarm System Equipment - Accidental Activation (excluding Code 35)	112
FACODE33 - Human - Malicious Intent/Prank	326
FACODE34 - Human - Perceived Emergency	146
FACODE35 - Human - Accidental (alarm accidentally activated by person)	317
FACODE39 - Other False Fire Alarm	1906
FACODE40 – Call to Fire (No Alarm)	130
FACODEFE - Fire	437
Total Fire Related Incidents	3660

Meetings

Event Type	Count of Incidents
Meeting - Community Engagement	241
Meeting - Corporate	58
Meeting - CPLC	11
Meeting - Crime Management	9
Meeting - Law Enforcement	129
Meeting - Tenant Management	52
Total Meetings	500

Offences Against Justice

Event Type	Count of Incidents
Breach of Probation (Provincial)	5
Fail to Comply - Release Order	61
Fail to Comply - Probation	70
Fail to Comply - Recognizance	93

Fail to Comply - Undertaking	22
Obstruct (Peace, Police) Officer	9
Public Mischief	9
Total Offences Against Justice	269

Parking Incidents

Event Type	Count of Incidents
Parking Information (No Offence)	1420
Parking Violation	5440
Parking Violation - Towing	339
Special Attention - Parking	96
Total Parking Incidents	7295

Patrols

Event Type	Count of Incidents
Bike Patrol - Self Initiated	6
Patrol - Focused	6595
Patrol - Joint CSU and TPS	452
Patrol - Officer Initiated	1057
Patrol 3rd Party	1
Patrol Focused - Bike	144
Patrol Focused - Mobile	3601
Patrol Focused - On Foot	14768
Special Attention - Other	1792
Special Attention - Vacant Unit	548
Total Patrol Incidents	28964

Trespass Incidents

Event Type	Count of Incidents
Trespass Release -- 3rd Party	9
Trespass Release -- CSU	24
Trespass to Property Act	1828
Total Trespass Incidents	1861

Warrants

Event Type	Count of Incidents
Warrant- Executed Arrest	257
Warrant- Executed Search	123
Total Warrant Incidents	380

Other Incidents – Everything not included above

Event Type	Count of Incidents
Ambulance Call	1148
Assist Other - Access	589
Assist Other - Eviction	11
Assist Other - General	760
Assist Other - Information	1157
Assist Resident - Check Welfare	2695
Assist Resident - Information	2765
Assist Resident - Other	2339
Assist Resident- Access	279
Assist Security - Back-up	575
Assist Security - Detail	62
Carrying Concealed Weapon	4
CCTV (FOI, Legal, OU. TPS)	1778
Cruelty to Animals	20
Defective Equipment - Access	165
Defective Equipment - CCTV	103
Defective Equipment - Elevator	561
Defective Equipment - Fire & Life Safety	619
Defective Equipment - Other	219
Dog By - laws	62
Dog Owner's Liability Act	57
Drug Offence - Other	7
Drug Offence - Possession	16
Drug Offence - Possession for the Purpose of Trafficking	22
Drug Offence - Proceeds of Crime	3
Drug Offence - Trafficking	2
Emergency Management & Civil Protection Act	48
Fraud	15
Fraudulent Use of Credit Card	1
Hazardous Condition	1182
Information Only	1032
Insecure Premises - Dwelling	96
Insecure Premises - Other	66
Insecure Premises - TCHC	296
Intrusion Alarm - Accidental	49
Intrusion Alarm - Defective	64
Law Enforcement - Information	1698
Liquor License Act	131
Loitering - Physical Distancing	25
LWV Escort - 3rd Party	34
LWV Escort - CSU	78

LWV Escort - Unable to Accommodate	2
Other Criminal Code Offences	26
Other Federal Statutes	3
Other Prostitution Related Offences	1
Other Provincial Statutes	7
Possession of House Breaking/Burglar Tools	7
Possession Over - Property Obtained by Crime	9
Possession Under - Property Obtained by Crime	17
Possession Weapons Dangerous	37
Recovered Auto	22
Sudden Death - Accidental	6
Sudden Death - Natural Causes	86
Sudden Death - Undetermined	223
TPA - Prohibited Activity Illegal Dumping	58
Vehicle Accident	131
Total Other Incidents	21468

Property

All property seized by TCHC Special Constables were held in accordance with TPS policies and procedures.

Any seized property required for cases under investigation by the Toronto Police Service were immediately forwarded to TPS for storage and/or evidence.

All other seizures (drugs, cash, weapons and found property) were surrendered directly to the TPS at the time of the initial investigation, including completion of the applicable reports, TPS property processing procedures, and in compliance with our Special Constable MOU.

Naloxone

Opioid-related deaths continue to be on the rise in the City of Toronto, and have increased substantially since the onset of the COVID-19 pandemic¹. Naloxone is a life-saving medication which can be used to temporarily counteract an opioid overdose and prevent an overdose death, providing life-saving assistance while waiting for medical personnel to attend. In 2020, the use of Narcan® brand (naloxone) nasal spray was introduced in the CSU with TPS approval. Each naloxone nasal spray kit contains 2 doses of naloxone nasal spray (4mg/0.1ml). It was administered a total of 17 times from January to December 2021.

Training of designated CSU employees first began in May 2020, with naloxone spray kits being deployed as of June 2020. Naloxone training is also part of the first aid recertification course

¹ <https://covid19-sciencetable.ca/sciencebrief/the-impact-of-the-covid-19-pandemic-on-opioid-related-harm-in-ontario/>

provided by Workplace Medical. All Special Constables in Training receive naloxone training through both a CPKN course, as well as through first aid training.

Complaints

As required by the agreement between Toronto Community Housing Board of Directors and the Toronto Police Services Board, TCHC has established a complaint investigation procedure for Special Constables which corresponds with the procedure used by the TPS. TCHC provides a quarterly report of all complaints and their investigations to the Toronto Police Services Board. Any findings of misconduct are reported forthwith.

There were 12 public complaints and 6 internal complaints submitted to the Community Safety Unit in 2021. A public complaint is defined by the complaint being received from a member of the public or directly affecting a member of the public. An internal complaint points to a complaint that originated internally, or by extension, from TPS. Three Special Constable complaints were investigated by PRS. Two of these complaints were found to be unsubstantiated, while the third was substantiated. As a result of the substantiated complaint, the Subject Officer's Special Constable Designation was suspended, and termination of the Officers' appointment is pending the approval of the Toronto Police Service Board. The Special Constable designation of another Officer was suspended as a result of that Officer being charged criminally for a matter unrelated to the business of the CSU.

As of December 31st 2021, there were two outstanding public complaint investigations that had not yet been resolved.

The 2019 Ombudsman's Report² relevant to Special Constable complaint investigations was adopted and the Complaints Investigator position was created for CSU complaints. This position is now housed under the Legal Division, which is a separate unit from CSU. The hiring and implementation was initiated in Q4 2020, and the Complaints Investigator commenced their role in Q1 2021.

Total Number of Complaints	Investigated by TCHC Complaints Investigator	Investigated by Toronto Police	Number Resolved	Number Outstanding
18	15	3	16	2

Use of Force

In 2021, 17 Use of Force reports were completed by TCHC Special Constables. There were 7 instances where officers applied soft empty hand techniques, 9 instances where officers applied hard empty hand

² <https://www.ombudsmantoronto.ca/getattachment/288fb5f5-6fe3-464f-b20f-729875470f8f/July-9-2019-Ombudsman-Toronto-Enquiry-Report.pdf.aspx?lang=en-US&ext=.pdf>

techniques, and there was 1 instance where a combination of soft / hard empty hands techniques were used to gain control of the subjects to effectively execute arrests. There were no instances where officers used their baton and 4 incidents where oleoresin capsicum (OC) spray was deployed. In 2021, OC spray replaced the use of OC foam. There were two incidents resulting in injuries to officers requiring treatment provided by EMS.

Event Type	Use of Force: Baton	Use of Force: OC Foam/Spray	Use of Force: Hand (soft/hard)
Assault	0	0	4
Assault Peace Officer	1	2	7
Assault with Intent to Resist Arrest	1	1	1
Assault with Weapon or Bodily Harm	2	1	10
Cause Disturbance or Loitering	0	0	2
Dispute - Domestic	0	0	2
Fail to Comply - Release Order	0	0	1
Fail to Comply - Probation	0	0	2
Fail to Comply - Recognizance	0	0	2
Mental Health Act	0	0	6
Mischief	1	0	4
Other Criminal Code Offences	0	0	1
Possession Over - Property Obtained by Crime	0	1	1
Possession Weapons Dangerous	0	0	1
Robbery (Not Armed)	0	0	2
Sexual Assault	0	0	2
Threatening	0	1	2
Trespass Release -- CSU	0	0	2
Trespass to Property Act	0	0	5
Unlawfully In Dwelling	1	1	1
Warrant- Executed Arrest	1	2	11

Governance

TCHC's Special Constable Program is guided by the CSU's mandate and code of ethics in addition to existing Standard Operating Procedures and TCHC's Code of Conduct. TCHC Special Constables are fully conversant with the laws and regulations governing enforcement authorities pertaining to their designation.

TCHC - CSU employs a team of supervisors and managers who also hold the status of Special Constable and are responsible for the appearance, conduct, discipline and performance of all officers. All Special Constables understand the contract agreement between Toronto Community Housing Board of Directors and Toronto Police Service Board as well as the expectations concerning their conduct and/or job performance.

TPS 2021 Annual Report - Highlights

Special Constable Designations

On December 18, 2018, the Toronto Police Services Board approved TCHC's application to increase its allowable complement of Special Constables from 160 to 300 designations.

In 2021, the CSU continued with its recruitment strategy and hired 31 new frontline patrol officers. Other new hires with Special Constable Status include 2 Training Corporals, 3 Sergeants, and 5 Field Intelligence Officers. Developmental Sergeant and Staff Sergeant roles were created, providing staff with leadership opportunities. In 2021, there were two developmental cycles, one which was successfully completed, and another which began on November 1, 2021. These cycles are six months in length. The CSU recruitment strategy is aimed at improving consistency and collaboration between TCHC and TPS to ultimately benefit the tenants and communities we both serve.

Violence Reduction Program

CSU VRP Special Constables continued to work with internal and external partners to find solutions for tenant issues and challenges. CSU VRP officers attended weekly Integrated Team Meetings with TCHC's Safety and Support team members and our onsite staff, which allows us to ensure a holistic approach to solving issues within the community. The safety of the community is paramount and is something CSU VRP officers strive to achieve daily through proactive engagement, planning and safety strategies.

In 2021 VRP Special Constables attended approximately 45 Integrated Team Meetings which included internal and external partners, as well as some community leaders. Due to COVID 19 health regulations and social distancing, community meetings were challenging. These meetings were held in outdoor spaces and weather permitting. VRP Special Constables participated in approximately 120 community events from June 2021 to December 2021.

Highlights of CSU Community Initiatives

CSU/TPS Safe Outdoor Play 2021 – CSU VRP Officers and TPS Neighbourhood Officers created a way for tenants to take back their playground space. Scheduled playtimes were attended by officers 3 times per week where children and parents of the community could enjoy the space without fear of violence. The season finale took place on the last weekend of August. Several community agencies participated, and donated school items and food for a BBQ. A visit was made by Batman with his Batmobile.

CSU Turkey Giveaway – This initiative was started by CSU. Our members gathered donations of approximately 360 frozen turkeys to give to tenants in our VRP communities for Thanksgiving.

CSU Holiday Giveaway – This initiative was created by VRP officers who worked with Toys R Us to gather donations for the children of Falstaff.

Toronto Star Box Deliveries – This annual tradition provides TCHC tenants within our VRP communities boxes filled with personal essential items and small toys for the children. These boxes are donated by The Toronto Star. This year, other items such as knitted mitts and hats were also donated and distributed by our officers.

VRP Summary

VRP Sites	Calls for Service	CSU Patrol
Bleecker/200 Wellesley	3504	2374
Dan Harrison / William Dennison	2571	2167
Edgeley Village	457	2096
Flemingdon Park/Glenyan Manor	567	287
Islington/St. Andrews	236	32
Jane/Falstaff	1123	1522
Lawrence	2318	2919
Lawrence Heights	1116	4499
Moss Park / 155 Sherbourne	2835	1575
Regent Park/Gerrard River (220 Oak)	2045	1482
Victoria Park/Chester Le Blvd	290	355
Totals	17062	19308

Emergency Management and Civil Protection Act

In April of 2020, CSU was granted authority to enforce the EMCPA – on and in relation to TCHC property.

Enforcement by the CSU Special Constables included educational messaging, specific warnings, and ultimately the issuance of a ticket or a summons under the POA.

In 2021, Special Constables responded to 48 calls related to EMCPA violations.

CSU/TPS Joint Patrols

Between January 1, 2021 and December 31, 2021, TCHC Special Constables and TPS participated in 452 joint patrols and walk-throughs in our communities. This initiative focused on deterring anti-social behaviour on Toronto Community Housing properties.

Resident and Community Engagement

Due to COVID-19, restricted gatherings and lockdowns, many of CSU's regularly scheduled community events and meetings continue to be limited. However despite these challenges, in 2021, the CSU was still able to organize and put forward 241 resident, community engagement activities. These events included Community Safety meetings, Charity giveaway events, Community engagements, Safety walks, BBQ's, food banks, presentations, senior's hot meals, Halloween events, Christmas events, community clean ups and Back to School events.

Confronting Anti-Black Racism

The Confronting Anti-Black Racism (CABR) Strategy Team at TCHC was established in September 2020 in response to the acknowledgement that as an organization TCHC has failed to address the realities of anti-Black racism and to respond to the realities of anti-Black racism in its communities and organization. Since September 2020, the team has consulted with over 600 employees and tenants at TCHC who have shared their experiences and insights.

The strategy contains specific references to opportunities for the CSU to contribute to proactively tackling anti-Black racism and dismantling policies, systems and procedures that reinforce it.

In 2021, the CSU participated in strategic planning to support TCHC's CABR action plan and developed an implementation plan to support TCHC's corporate CABR goals.

CSU identified five key action items, in consultation with TCHC's Centre for Advancing the Interests of Black People and the CABR Working Group. The action items will help CSU in developing meaningful relationships with members of the Black community who live and work in TCHC.

The action items include the development of a CSU Cadet Program, which is currently in development to provide opportunities for young people from TCHC communities to develop an understanding of the CSU, while exposing the participants to a variety of other areas within TCHC.

The CSU has also commenced exploring the feasibility of a Body Worn Camera program for its front line staff in order to increase accountability and further trust between tenants and staff. The CSU will be seeking input from the Toronto Police Service, the Centre for Advancing the Interests of Black People and others.

The CSU has also collaborated with the Canadian Centre for Diversity and Inclusion to provide Diversity and Inclusion Fundamentals training, as well as Unconscious Bias training for its staff, while continuing to work with the Centre for Advancing the Interests of Black People on a curriculum component for all staff with a focus on Anti-Black Racism and Anti-Oppression.

CSU Special Constables in partnership with internal stakeholders will be assigned to HUB locations to better service TCHC communities. This will provide increased access to CSU Special Constables, tenants and staff by having a single point of contact for on-going issues or complaints within their communities.

The CSU is developing strategies on how to increase community safety education and awareness in predominantly Black communities. The focus will be on educating tenants and staff regarding the roles, obligations, and services provided by the CSU. The educational components are being developed in conjunction with the Centre for Advancing the Interests of Black People.

Vehicles

In January 2021, the CSU obtained a total of 9 new Ford Explorer Hybrids to replace our aging and high mileage fleet vehicles. These new vehicles assisted officers in attending calls in a timely fashion and allowed the CSU to retire vehicles that were overdue for replacement.

Looking ahead to 2022, the CSU also submitted a Business Case to approve the retirement of 6 CSU Ford Inceptors, due to high mileage.

Training Bureau

In 2020, CSU internalized Special Constable training from a contracted model. TCHC CSU staffed the training unit with experienced topical professionals. The training unit consists of one training Staff Sergeant, a tactical instructor, and an academic instructor (both at the Corporal rank). This was done in accordance with the existing MOU and all training initiatives are approved by TPS on behalf of the Toronto Police Services Board.

In 2021, the unit trained three recruit classes, and offered two coach officer courses. Also, the unit recertified use of force training for all Special Constables whose certification expired in 2020 (due to COVID-19 training restrictions) and 2021.

Conclusion

This report is in compliance with TCHC's Special Constable Memorandum of Understanding with TPS. The Annual Report provides the Toronto Police Services Board 2021 statistical information including but not limited to information regarding enforcement activities, training, supervision, complaints and other issues of concern to both parties.



Toronto Police Services Board Report

April 26, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: 2021 Annual Reports: University of Toronto - Special Constables

Recommendation:

It is recommended that the Board receive the following report.

Financial Implications:

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

Background / Purpose:

Section 45 of the Agreement between the Board and the University of Toronto (U. of T.) Governing Council regarding special constables states that:

“The University shall provide to the Board an annual report with statistical information including but not limited to information as to enforcement activities, training, supervision, complaints and other issues of concern to the parties and such further relevant information as may be requested by the Board”.

Discussion:

As directed by the Board, appended to this report are the 2021 annual reports from the U. of T. Scarborough and St. George Campuses regarding special constables. The reports are consistent with the reporting guidelines established by the Board.

Conclusion:

The Service has established a strong working relationship with the U. of T. In 2021, a number of community outreach initiatives were undertaken by U. of T. special constables to enhance the feeling of safety and security for students, faculty and visitors on U. of T. properties. These initiatives are consistent with the Service's community policing model, with a goal to embrace partnerships to create safe communities.

Acting Deputy Chief Myron Demkiw, Specialized Operations Command, will be in attendance to answer any questions the Board may have regarding this report.

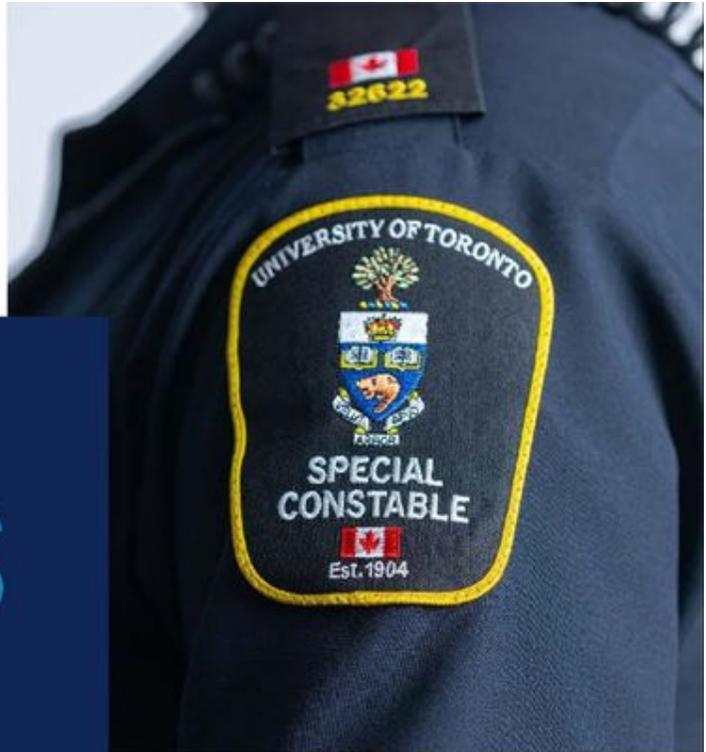
Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*copy with original signature on file at Board Office



UNIVERSITY OF
TORONTO
SCARBOROUGH



2021
**CAMPUS
SAFETY**

ANNUAL REPORT



University of Toronto Scarborough - Campus Safety
1265 Military Trail, Suite SW304
Toronto, Ontario M1C 1A4

Executive Summary

Campus Safety Annual Report 2021

At the University of Toronto Scarborough, we believe that developing a safe and secure environment is a shared responsibility, and along with the strong partnerships we have developed with various departments and our community, community-based safety initiatives play a particularly key role in our continued success.

In 2021, UTSC continued to be severely impacted by the COVID-19 Pandemic. With the introduction of legislation enacted by the provincial and municipal governments, UTSC campus remained closed to in person instruction, continuing with virtual learning platforms. This also impacted the staff and faculty's ability to attend campus as only those who were deemed essential were authorized to attend campus.

Campus Safety worked very closely with the University's Environmental Health and Safety Department and the institution's leadership team to ensure proper health and safety protocols were implemented for staff and faculty that were authorized to attend campus, including signage, physical distancing, and access control. As the pandemic impact fluctuated throughout the year, the restrictions imposed by the various levels of government also changed and policies were adapted at UTSC.

To assist the UTSC student community who had limited opportunity for appropriate technology, including access to Wi-Fi, limited study space continued to be made available in the library and computer labs with proper physical distancing and hygiene protocols established.

As a result of the continued in-person restrictions placed on post-secondary institutions, Campus Safety members were not able to implement the number and types of community safety initiatives that are normally conducted throughout the year.



In 2021, Campus Safety purchased two new Trek Bikes to increase their fleet to six. One of the Staff Sergeants completed his bike instructor certification allowing Campus Safety to be able to conduct their own bike training for new officers and refresher courses. This initiative reaffirms the Campus' commitment to the Healthy Campus Initiative. The Bike Patrol unit allows Special Constables to get into the various areas of campus that are not normally accessible by car and allows us to enhance our patrols and engagement with the community as Bike Officers are typically seen as more approachable.

The criminal statistics and general reports continued to remain lower than previous years. The calls for service to assist our community members increased, particularly in relation to access to various areas on campus.

The University of Toronto Scarborough Campus Safety provides effective support to our community, ensuring that prescribed service standards are met, while ensuring that the administration, promotion, and support of professionalism are upheld. These standards include the practices, conduct, appearance, ethics, and integrity of its members, with a goal of strengthening public confidence and co-operation within the community.

UTSC Committee Participation

Campus Safety Annual Report 2021



Members of the Campus Safety management and front-line personnel participate in various committees on campus, many of which focus on providing a safe environment for our students, faculty and staff. Other committees are efforts to increase the level of engagement with members of marginalized communities, including:

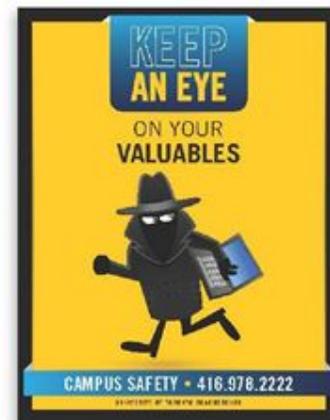
- Campus Safety continued their partnership with the Office of Student Experience (OSEW) and Scarborough Campus Student Union (SCSU) during Orientation activities, allowing the opportunity to remove barriers between students and Campus Safety members. Campus Safety management also works with OSEW and SCSU to provide financial support and provide strategic approaches to ensure safety during various orientation events.
- Campus Safety participates in the Student Welfare Committee, comprised of Managers and Directors who collaborate to case manage situations of students at risk to ensure students receive the support necessary to increase the chance of success in their educational endeavors, while also ensuring community safety.
- Campus Safety co-chairs the Risk Assessment Committee. This is a committee comprised of management and student representatives that identify and mitigate personal and physical risks associated with events held on campus, thereby ensuring the success and safety of the participants during the event.
- Leadership, Education and Development (LEAD) program – The Assistant Director, Campus Safety continued to participate in this initiative as a mentor and paired with a mentee throughout the program which ran from September 2021 to May 2022. The mentees met with their mentors to focus on topics of interest and to learn from their mentor's experience and wisdom.
- Operational Response Team – Campus Safety participate in a campus wide committee that has been struck to ensure the legislation that has been enacted regarding the activities permitted and safety protocols required are in place in order to protect the staff and faculty that are required and authorized to attend campus are effective, while assisting with the academic mission of the institution.

Community Safety Initiatives

Campus Safety Annual Report 2021

At the University of Toronto Scarborough, we believe that developing a safe and secure environment is a shared responsibility, and along with the strong partnerships we have developed with various departments and our community, community-based safety initiatives play a particularly key role in our continued success.

- Residence Life Team Training
- Christmas Toy Drive
- Tennis with the Campus Safety Team
- Virtual Career fair UOIT/DC
- Wellness Fair
- FLU clinic
- De-Escalation training with EMRG
- CPTED Audit of the Valley
- Durham College Co-op event
- Get Started orientation and training
- Positive Treats with Residence and Positive Space
- Mental Health working group
- Campus Safety Rebranding
- Orientation (Virtual)
- International Students Orientation (Virtual)
- Student Safety and Wellbeing (Virtual Seminar)
- Safety in Residence seminar
- EHS workplace violence audits
- Funeral Honour Guard
- Remembrance Day



Moving Forward

The University of Toronto Scarborough Campus Safety will continue with reactive and proactive strategies to both identify safety concerns and implement strategies that help us to better serve our community and continue our relationship with 43 Division. We are extremely invested in community-based safety by partnering with our community and look forward to renewing the initiatives once the impact of the Covid-19 pandemic is under control.

Organization, Statistics and Mandatory Reporting

Supervision

The Assistant Director of the UTSC Campus Safety (Special Constables) reports to the Director of Campus Safety Operations, who in turn reports to the Chief Administrative Officer specific to UTSC. The Assistant Director and the Staff Sergeants of the UTSC Special Constable Services are responsible for the management, training and general supervision of all Corporals and Special Constables, while the Corporals are responsible for the supervision of the Special Constables on duty. Managers are generally on duty from 7:00 A.M. – 7:00 P.M. Monday to Friday and are on call at other times. There is a Corporal or Acting Corporal on duty 24/7/365 who is designated as the shift supervisor and is responsible for supervising between one and four officers as well as our Building Patrollers.

Staffing

In 2021, one Special Constable left the University to pursue a career with other local Police Services, and one member was removed from our compliment because of long-term disability policies. Six new recruits were on-boarded in November 2020 and became fully operational in January 2021. As a result of the two separations, one SPC (Special Constable) transferred to UTSC from the St. George campus and one of the six recruits who was on a contract was made permanent resulting UTSC Campus Safety operating at full strength.

A meeting was held with Campus Safety management, The Director of the Equity, Diversity and Inclusion Office and the Assistant Director, Indigenous Initiatives to discuss future recruiting processes to maximize the potential for Special Constable applicants from the BIPOC community. We continue to strive to have our members reflect the UTSC community.

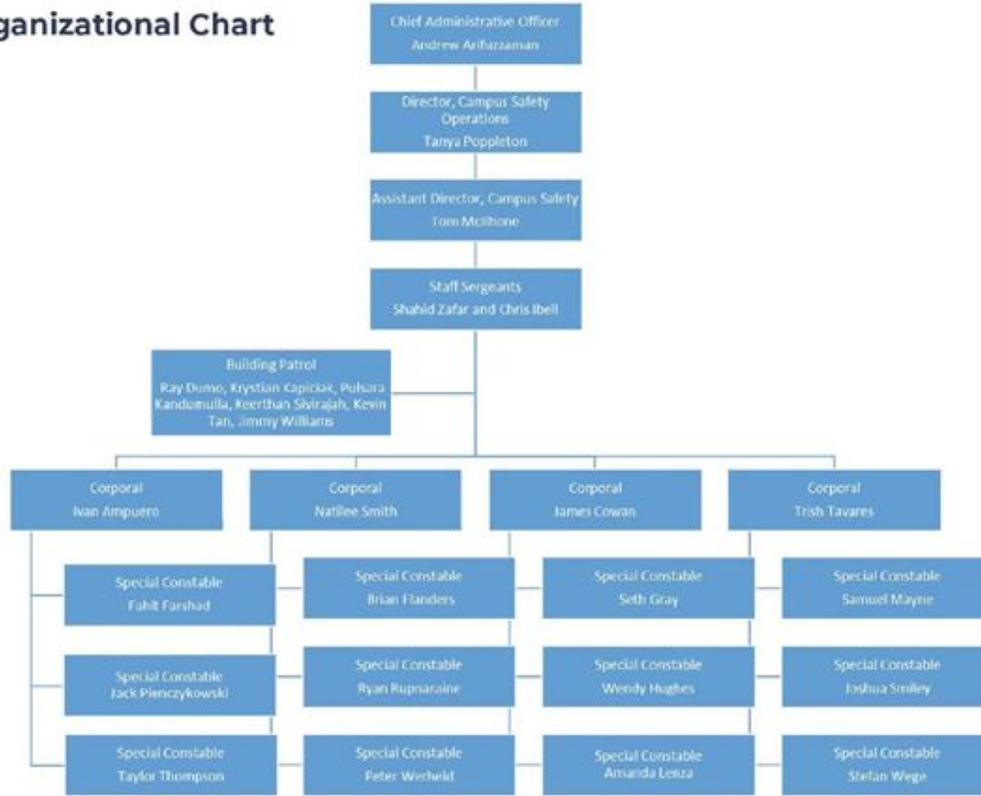
Campus Safety also employs six Building Patrol Officers (licenced security guards) who complement the Special Constables in providing safety and security in our community. The Building Patrol Officers also play a key role in ensuring a safe environment assisting with access calls, alarm response, general campus patrols and personal safety escorts on campus for those who feel vulnerable.

Over the past few years, there has been a call to reduce the amount of police involvement in situations where students were experiencing a mental health crisis and were subject to a Mental Health Act (MHA) Form 1 or apprehension under Section 17 of the MHA.

Several models were evaluated, including that of the Mobile Crisis Intervention Team (MCIT) and approval was provided to create a civilian position to assist with these types of calls to minimize Special Constable involvement. This position was the subject of a job posting with an anticipated on boarding date of March or April 2022.

Organization, Statistics and Mandatory Reporting

Organizational Chart



Special Constable Appointments

Number of Total Applications (Jan. 1 - Dec. 31)	Number of New Appointments (Jan. 1 - Dec. 31)	Number of Re-Appointments (Jan. 1 - Dec. 31)	Total Number of Special Constables (as of December 31)
2	2	2	19

Terminations / Suspensions / Resignations and Retirements

Number of Terminations (Jan. 1 - Dec. 31)	Number of Suspensions (Jan. 1 - Dec. 31)	Number of Resignations (Jan. 1 - Dec. 31)	Number of Retirements (Jan. 1 - Dec. 31)
0	1	1	0

NOTE: One member removed from strength due to being placed on Long Term Disability.

Training

Campus Safety Annual Report 2021

The University of Toronto Scarborough Campus Safety is committed to continuous professional development through front-line training for officers that is reflective of the diverse needs and expectations of the University community. Our training is also designed to meet the needs of the UTSC community in combination with directives from the Toronto Police Services Board. The training program is developed through consultation with the community, other institutions, and debriefing of situations, with a strong emphasis on diversity and unconscious bias components.

Training resources are drawn from several areas, including the University's Centre for Learning, Leadership and Culture (LLC) internal mentorship and supervision, the Canadian Police Knowledge Network, the Toronto Police Service and our external trainers, Ed Judd and Associates and TNT Justice Consultants.

Recommendations from all levels of police personnel contribute to the process of designing courses to meet the specific needs of the Campus Safety and our community. The training curriculum is designed to ensure a balanced mix of mandatory skills training, sensitivity to a university environment, and practical field experience. The use of classroom lectures, seminars, and participation in group discussions in relation to campus safety situations. Campus resources are used where possible, but due to the unique challenges on a campus setting, outside resources are occasionally used as well.

Mandatory Training

Subject Matter	Delivered By	Duration	# Receiving Training	Total Hours
Annual Use of Force Recertification	UTSC Campus Police	8 hours	19	152
First Aid, CPR	St. John Ambulance	16 hours	8	128

Additional Training

Subject Matter	Delivered By	Duration	# Receiving Training	Total Hours
Harassment at Work	U of T	2 hours	12	24
Conflict Management	U of T	2 hours	7	14
Preventing Discrimination at Work	U of T	2 hours	10	20
Addressing Racial Microaggressions	U of T	2 hours	8	16
Responding to Disclosures of Sexual Violence	U of T	2 hours	4	8
De-Constructing Institutional Racism	U of T	2 hours	2	4

continued >

Training

Campus Safety Annual Report 2021

Additional Training (continued)

Subject Matter	Delivered By	Duration	# Receiving Training	Total Hours
Understanding Anti-Black Racism, Mod 1	U of T LLC	2 hours	6	12
Understanding Anti-Black Racism, Mod 2	U of T	2 hours	6	12
Understanding Anti-Black Racism, Mod 3	U of T	16 hours	6	96
Speaking Truths: Journey toward Reconciliation	U of T	2 hours	10	20
How to Assess & Manage Threats in Hate Crimes	Protect International	2 hours	7	14
Violence Risk, Triage Workshop	Protect International	7 hours	6	42
Arrest	TNT	8 hours	3	24
Federal/Provincial Offences	TNT	16 hours	3	48
Note Taking	TNT	2 hours	19	38
Threats Cyber/Stalking Workshop	Protect International	7 hours	5	35
Stop the Bleed	U of T	4 hours	16	64
Remote Assessment of Violence Risk Workshop	Protect International	7 hours	6	42
Divisional Crisis Support Officer/Mental Health	TPS	8 hours	3	24
Accessibility for Ontarians with Disabilities Act (AODA)	U of T	2 hours	3	6
Addressing Islamophobia	U of T	2 hours	2	4
Bike Training	U of T	12 hours	9	108
Bike Training Instructor	Traffic Enhanced Safety Training	48 hours	1	48

Special Constable Complaints

Total Number of Complaints	Investigated by Agency	Investigated by Toronto Police Service	Number Resolved	Number Outstanding
2	2	0	1	1

Use of Force

In 2021, there were no incidents where Special Constables of the University of Toronto Scarborough Campus Safety had to use force on persons that required the submission of a Use of Force Report (R.R.O. 1990, Reg. 926 s 14.5 (1)).

Equipment

Campus Safety Annual Report 2021

Equipment Issued to Special Constables

- One wallet badge, appropriate wallet and Agency identification card
- Soft body armour with appropriate carriers
- One set of standard handcuffs with appropriate carrying case
- One expandable baton with appropriate carrying case
- One approved memo book
- Access to Directives
- Uniform

Restricted Equipment

The University of Toronto Scarborough Campus Safety Special Constables are issued with collapsible batons. None of the officers are issued oleoresin capsicum spray or foam.



Crime, Traffic & Order Management

Campus Safety Annual Report 2021

The statistics included in these tables do not reflect the total workload of the Campus Safety Special Constables. Proactive patrolling still accounts for most of the time spent by officers during their tour of duty. Officers therefore account for many self-generated Calls-For-Service, many of which involve checking and patrolling specific locations on campus to ensure safety. In 2021, Campus Safety Special Constables generated or responded to 6,203 calls for service which resulted in the submission of 341 reports. These statistics also do not reflect the informal and impromptu contacts the officers have with members of the University community, which also contribute to an enhanced sense of personal safety.

Authority as per Agreement	Arrested/ Apprehended	Charged Form 1/9/10, P.O.N.	No Charges*	Turned Over to TPS/Hospital
Criminal Code	3	1	1	1
Controlled Drugs & Substance Act	0	0	0	0
Trespass to Property Act	0	0	24	0
Liquor Licence Act	0	4	36	0
Mental Health Act	4	0	0	4

*Unconditional Release or Caution Only

Criminal Stats

Incident Type	2021
Break and Enter	1
Robbery	0
Theft Over \$5,000	0
Theft Under \$5,000	9
Theft Bicycles	0
Possess stolen property	0
Disturb Peace	0
Indecent Acts	1
Mischief/Damage	3
Other Offences	7
Sexual Assaults	1
Assault	2
Impaired Driving	0
Criminal Harassment	1
Threatening	3
Homophobic/Hate Crimes	0
Homicide	0
Total Crime Occurrences	28

Property

Property that is evidence of criminal charges is managed by the Toronto Police Service. Found property is maintained by the University's Lost and Found protocols and therefore does not generate reporting by the Campus Safety Special Constables to the Toronto Police Service. Lost and found items that are not claimed are sold through Police Auctions Canada and the funds are used to purchase toys and supplies that are donated to the Chum City Christmas Wish program. In 2021, items valued at a total of \$1,000 were donated.



UNIVERSITY OF TORONTO - ST. GEORGE CAMPUS
**SPECIAL CONSTABLE
ANNUAL REPORT**

2021





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- 12 REPORTABLE INCIDENTS**
- 13 CORE VALUES**

EXECUTIVE SUMMARY

The University of Toronto was established in 1827 by Royal Charter. In 1904, the University hired its first Police Constable who was also responsible for discipline. Over the years, as times have changed, so has the role of the University of Toronto Campus Safety Special Constable Service. Because the University was not originally part of the city service plan, it was responsible for its own policing. Constables were appointed by the Province. Later, city police service was provided through mutual aid agreements.

The University of Toronto Governing Council and the Toronto Police Services Board entered into an agreement in 1995. Today, we provide special constable services to support the University community and the Toronto Police Service by responding to calls for service and incidents on the campus in a timely and community oriented manner. Currently providing service to a community of approximately 70,000 students and more than 10,000 faculty and staff. The University of Toronto Campus Safety Special Constable Service has three functional groups – St. George (Downtown), Scarborough and Mississauga Campuses. Each is functionally separate but work under a common policy.

There are two separate Special Constable agreements – one with Peel Regional Police Services Board and the other with the Toronto Police Services Board. More than 10,000 students are in residence on the St. George campus and the balance use transit and other means of transportation to attend as day students.

The University of Toronto is the largest university in Canada and the United States (by enrolment) and the most diverse university in the world. Almost every racial, language, ethnic, national, political and religious group is represented. Approximately 20,000 new students are admitted to the University every year and a similar number are granted degrees. During the non-academic year, the University is host to students from around the world looking for a Canadian experience. The University is a peaceful place where issues are explored, debated and at times argued. The freedom to speak, believe and learn is fundamental to the institution.

Despite, or because of its differences, the University thrives in the world of research and culture. By all of the standards used to assess the safety of a community in Canada, the University of Toronto remains a safe environment. Our campuses are open to the community. They are the source of much of the academic culture available in the cities of Toronto and Mississauga.

It is the role of the Special Constable Service to recognize and anticipate issues and take corrective action. For this reason, each campus service has responsibilities beyond community policing and law enforcement. We provide safety and security plans, systems and services. Our methodology relies heavily on Crime Prevention through Environmental Design (CPTED) principles for physical security and through partnerships with various university offices for social and community development, safety planning and coordination of crisis services. The result is a level of service sought by many academic and community organizations. It serves our community well.

RE-BRANDING

The University of Toronto Campus Police has evolved and adapted to remain responsive to the ever changing needs of the University community throughout its 116 year history.

In 2021, the Service underwent one of its most significant changes with its tri-campus re-branding as the University's Department of Campus Safety.

Our Service's re-branding to the Campus Safety Special Constable Service will better reflect the robust range of public safety services that we provide to the University community. It will also align us with provincial regulations set out in the Comprehensive Ontario Police Services Act, 2019. Below our Service's re-branding reflected our vehicle markings, uniform markings and our Service's crest (pictured below).



NEW SERVICE CREST



NEW UNIFORM PATCH



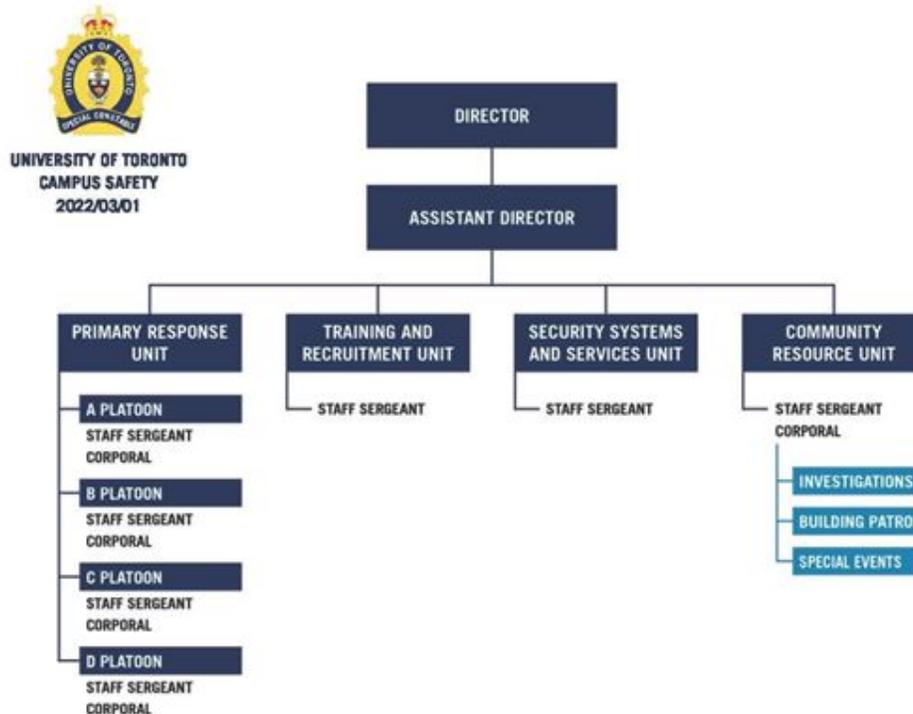
NEW VEHICLE MARKINGS

DIRECTION, MANAGEMENT AND SUPERVISION

The University of Toronto Campus Safety Special Constable Service at the St. George Campus operate 24/7 utilizing groups of uniform personnel led by a Staff Sergeant, assisted by a Corporal and dispatcher to support and guide the Special Constables in their work.

The Director, Campus Safety manages a portfolio that includes the Special Constable Service, led by the Assistant Director, Campus Safety. Non-Sworn services include Security Guard Services, Call Centre and Security Systems and Access. They are not part of the special constable operation and no report is made for their activity.

ORGANIZATIONAL CHART





APPOINTMENTS

Number of Total Applications (January 1-December 31)	Number of New Appointments (January 1-December 31)	Number of Re-Appointments (January 1-December 31)	Total Number of Special Constables (As of December 31)
11	6	5	40

TERMINATIONS, SUSPENSIONS, RESIGNATIONS AND RETIREMENTS

Number of Terminations (January 1-December 31)	Number of Suspensions (January 1-December 31)	Number of Resignations (January 1-December 31)	Number of Retirements (January 1-December 31)
0	0	1*	0

*One member transferred to Scarborough Campus.

TRAINING

Our training mandate is designed to meet the needs of the University. Training combines Directives from the Toronto Police Service and the Ministry of the Solicitor General. Changes in law, court decisions, and Federal and Provincial standards are included into a comprehensive learning model.

The Service strives to keep current with community policing, public safety and law enforcement trends while recognizing trends in social development and learning from professionals within and outside the University. The training program is developed through consultation with the community, other institutions and case debriefing of situations.

The recent passing of Bill 68, the Community Safety Policing Act, impacts Special Constables with specific topics that are legislated to be included into the training programs of special constables in the province of Ontario. Those topics include Ethics and Leadership, Racial Profiling, Anti-Oppression-Micro Aggression and Diversity, Crime Scene Management and Community Based Policing - (CPTED). We include this learning in our Orientation and Refresher training that all of our Special Constables receive.

The Service welcomes constructive comment from its clients. Recommendations from all levels of policing contribute to the process of designing and delivering the courses to meet the specific needs of the service and its community. The training curriculum is designed to ensure a balanced mix of mandatory skills training, sensitivity to the University environment and practical field experience. This is accomplished through a combination of on-line and in-class lectures, seminars and participative, in-group discussions to approximate campus policing situations.



Campus resources are used whenever possible, but due to the unique style of policing that is required on campus; outside resources are occasionally used. The nature of the University community requires its special constables to have a high level of understanding of the cultures, beliefs and experiences of people from all over the world.

Understanding people and developing empathy for their situations is essential to providing community policing services. There are core learning requirements that lead to understanding diversity in many parts of the training, not just in courses titled as such. The initiatives taken are highlighted in the chart.

The table following details the training provided during 2021 to Special Constables at the University of Toronto - St. George Campus:

MANDATORY TRAINING

Course / Topic	Delivered By	Duration	Number who received training
Annual Use of Force	Campus Police Instructors	8.0 hrs	34*
Standard First Aid	Canadian Red Cross	16.0 hrs	**

*Six members could not attend for medical reasons.

**All members have current Standard First Aid certificates. No renewals were required during this period.

ADDITIONAL TRAINING

Course / Topic	Delivered By	Duration	Number who received training
Autism Spectrum Disorder	Canadian Police Knowledge Network	1.5 hrs	29
Indigenous Initiatives Speaking Our Truths Part 2	Office of Indigenous Initiatives University of Toronto	2.0 hrs	36
Recognition of Emotionally Disturbed Persons	Canadian Police Knowledge Network	2.0 hrs	6
Response Alternatives for Crisis Intervention	TNT Justice Consultants	32.0	16

ADDITIONAL TRAINING (continued)

Course / Topic	Delivered By	Duration	Number who received training
Scenario Based Mental Health and De-escalation Training	Canadian Police Knowledge Network	1.5 hrs	17
Special Constable Refresher Course	TNT Justice Consultants	60.0 hrs	6
Stop the Bleed Tourniquet Training	Stop the Bleed Instructor	2.0 hrs	6
Supervisor Coach Officer Course	TNT Justice Consultants	32.0	9

1597 HOURS

The total number of training hours that University of Toronto Campus Safety Special Constables received in 2021.



USE OF FORCE

In 2021, there were no instances of Special Constables at the University of Toronto (St. George) Campus Safety using force on a person that required the submission of a Use of Force Report (R.R.O. 1990, Reg. 926 s 14.5 (1)).

COMPLAINTS

Total Number of Complaints	Investigated by Agency	Investigated by Toronto Police Service	Number Resolved	Number Outstanding
0	0	0	0	0

EQUIPMENT ISSUED TO SPECIAL CONSTABLES

All University of Toronto Campus Safety Special Constables are issued the following pieces of equipment by the Service:

- One wallet badge, appropriate wallet and Agency identification card
- Soft body armour with appropriate carriers
- One set of standard handcuffs with appropriate carrying case
- One expandable baton with appropriate carrying case
- One memo book
- Access to electronic directives
- Uniform



CRIME, TRAFFIC AND ORDER MANAGEMENT

Authority	Arrested	Charged (Form 9/10, POT)	Released No Charges (Unconditionally)	Turned over to Toronto Police Service
Criminal Code	21	18	3	13
Controlled Drug and Substance Act	0	0	0	0
Trespass to Property Act	7	6	1	0
Liquor License Act	0	0	0	0
By-law	0	0	0	0

2021 STATISTICAL OVERVIEW REPORTABLE INCIDENTS

Description	2021	2020	Change
Break and Enter	6	5	+1
Robbery	3	3	0
Theft Over \$5000	0	0	0
Theft Under \$5000	97	120	-23
Theft Bicycles	44	29	+15
Fraud	31	13	+18
Possess Stolen Property	2	0	+2
Disturb Peace	0	1	-1
Indecent Acts	2	6	-4
Mischief/Damage	191	241	-50
Sexual Assaults	4	2	+2
Assault	14	12	+2
Domestic Incident	8	7	+1
Impaired Driving	1	0	+1
Criminal Harassment	10	15	-5
Threats	6	8	-2
Hate Crime/Incident	4	1	0
Other Offences	8	22	-14

2021 STATISTICAL OVERVIEW

REPORTABLE INCIDENTS (continued)

Description	2021	2020	Change
Arrest Warrants	2	4	-2
Alarms (non-reportable)	1463	1550	-87
Fire Alarms	26	3	+23
Police Assistance	43	33	+10
Police Information	170	146	+24
Suspicious Person	33	40	-7
Trespasser Charged	14	17	-3
Trespasser Cautioned	30	28	+2
Insecure Premises	72	10	+62
Motor Vehicle Incident	9	10	-1
Mental Health Act	45	41	+4
Suicide/Attempt Suicide	5	1	+4
Sudden Death	1	1	0
Fires	5	5	0

WE ARE ACCOUNTABLE TO OUR COMMUNITY AND GUIDED BY THE FOLLOWING PRINCIPLES AND VALUES:

RESPECT

for the dignity, privacy, worth and diversity of all persons;

FAIR AND IMPARTIAL

treatment of all individuals;

a departmental philosophy that promotes

SAFETY AND SECURITY

as a responsibility of all members of the community;

RELIABILITY, competence,

ACCOUNTABILITY, teamwork and open communication, and;

an approach to campus policing that welcomes and encourages

COMMUNITY INVOLVEMENT

and promotes **EQUITY**.



UNIVERSITY OF TORONTO CAMPUS SAFETY



**University of Toronto Campus Safety
Special Constable Service**
21 Sussex Avenue, Toronto, ON M5S 1J6
416-978-2323 | CampusSafety.utoronto.ca | [@UofTSafety](https://twitter.com/UofTSafety)



"Reflecting our community since 1904"



Toronto Police Services Board Report

May 26, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Annual Report: 2021 Recruitment, Appointments and Promotions for Uniform and Civilian Members

Recommendation (s):

It is recommended that the Toronto Police Services Board (Board) receive the following report.

Financial Implications:

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

Background / Purpose:

At its meeting on September 27, 2021, the Board approved a new Policy (Policy) entitled "Recruitment, Appointments and Promotions for Uniform and Civilian Members of the Toronto Police Service (Service)". The Board requested an annual summary report that is to include:

- a copy of current promotional processes;
- new job descriptions that were created for Civilian Service members;
- detailed demographic information about applicants applying for, and who are successful in promotions;
- an analysis of trends at every stage of the promotional process, including whether it appears that there may be systemic or other barriers to promotion based on aggregated demographic information; and if so,
- what strategies the Service intends to employ in order to rectify any potential concerns about the promotional process and/or disparate outcomes for identified groups.

The new Policy seeks to:

- merge three policies dealing with Appointments and Promotions;
- ensure the high quality of new recruits to the Service and of members promoted to leadership positions;
- ensure that the membership of the Service reflects the diversity of the City of Toronto's communities and the residents the Service serves;
- streamline the processes for recruitment, hiring, promotion and termination of Service Members to make the processes more efficient and effective; and
- enhance the reporting received by the Board to ensure the Board has the relevant and right information to effectively carry out its governance and oversight role.

Discussion

SECTION I - Civilian Hiring:

In 2021, there were 272 civilians hired at the Service, not including the Youth in Policing Initiative (Y.I.P.I.) hires. There were a total of 60 job calls, including those for mass classes. In this hiring, 52% (141) were hired as internal movements (lateral or promotions) and 48% (131) were external hires.

Since the new Policy came into effect, three new civilian jobs were created by the Service, specifically:

- Integrated Health and Well-being Lead;
- Workplace Dispute Resolution Consultant; and
- Staff Planning Co-ordinator.

Job descriptions for these positions are found in Appendix A.

Detailed socio-demographic data was collected for external facing civilian applicants and this information is summarized in Appendix B, with the highlights summarized below:

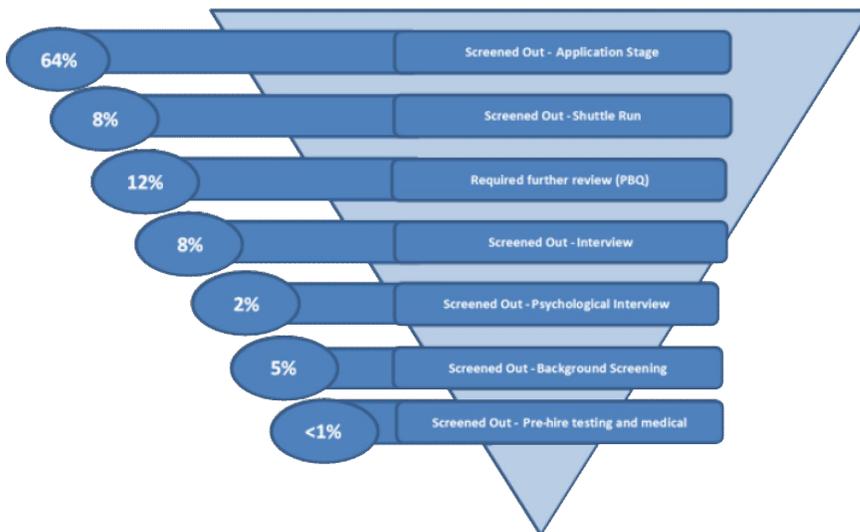
- The diversity profile of the applicant pool between 2020 and 2021 was consistent. For example, 60% of applicants are racially diverse and approximately 55% of applicants are female.
- In 2021, 44% of candidates selected were racially diverse, highlighting that racial disproportionalities exist between selected candidates and their relative presence in the applicant pool (60% vs 44%).

- Survey response rates increased year-over-year by 20% (75% in 2021 vs 56% in 2020).
- From 2020 to 2021 there was a 121% increase in the proportion of women civilians hired.

SECTION II – Uniform Hiring and Promotions

A) Cadet Hiring

In 2021, the Service received 3,439 distinct applicants for the position of Cadet in response to three job calls. To accurately understand the screen-out rates at each level of the process, it is important to note that although a new job call is created for each class, there are applicants from previous job calls that were deferred to future classes, resulting in approximately 3,907 candidates that were considered across all classes in 2021. The screen out rates at each stage of the process are summarized as follows:



Of the 3,907 applicants considered in 2021, 196 cadets were hired across three classes, representing 5% of the total cadet applicants.

Of the 196 total successful candidates, 24% were internal hires (47) and 76% (149) were external hires. Socio-demographic data for the cadets can be found in Appendix C and key highlights include:

- Racial disproportionalities exist between selected candidates and their relative presence in the applicant pool. This disproportionality decreased by 10% compared to 2020, resulting in more racially diverse cadet classes in 2021.
- Women were 50-80% more likely to be selected, relative to their presence in the applicant pool.
- Heterosexual candidates are overrepresented by approximately 8% relative to their presence in the application population.

B) Uniform Promotions

In 2021, the Service conducted four uniform promotional processes.

The timing and type of process is summarized below in ascending order of rank:

- Sergeant promotional process: August to December 2021
- Staff Sergeant promotional process: May to June 2021
- Superintendent promotional process: December 2020 to January 2021
- Staff Superintendent promotional process: August to October 2021

It is important to note that the data collection process evolved over time and that some of the above noted processes were administered before the new Board Policy was approved at the September 2021 meeting.

Appendix D contains the routine orders published outlining the promotional process for each rank.

Sergeant

There were a total of 371 applicants for the Sergeant promotional process. Of these applicants:

- 3% (13) were screened out at the Unit Level and 4% (14) were removed from the process for non-compliance with the COVID-19 vaccine disclosure requirement.

This resulted in 344 candidates proceeding to the exam writing stage.

- 78% (270) of applicants who wrote the exam passed and were selected for an interview.

Based on the interview results, 120 (32% of applicants) were successful and placed on the list for promotion.

Socio-demographic data for applicants and successful candidates, as well as the list of new sergeants for promotion is included in Appendix E. Socio-demographic highlights, based on an average 62% response rate include:

- Racialized candidates appear to be under-represented by 39% relative to their presence in the applicant pool;
- Women were 27% more likely to be selected; and
- 26% of successful candidates fluently speak more than one language.

Staff Sergeant

There were a total of 153 applicants for the Staff Sergeant process. All applicants wrote the exam and 152 applicants passed and were granted an interview.

Based on the interview results, 60 (39%) applicants were successful and placed on the eligibility list for promotion.

The collection of socio-demographic data at the time the promotional process was administered was enabled for selected candidates only. This information can be found in Appendix F, along with the list of names of members placed on the Staff Sergeant promotional list.

Socio-demographic highlights of the selected Staff Sergeant candidates, based on a 63% average response rate include:

- 32% are racially diverse
- 3% identified as First Nations
- 18% self-identified as women, and this is consistent with the Service's overall gender make-up.
- 16% fluently speak at least two languages

Superintendent/Staff Superintendent

The Superintendent and Staff Superintendent promotional processes started before the Board's new policy and the Service's data collection efforts were in place.

The Superintendent promotional process commenced in December 2020 and concluded in January 2021. In total, there were 26 applicants for this process and 19 met the qualifications and were granted interviews. Of those, 10 candidates were selected for promotion. Further details of this process can be found in the February 25, 2021, Board Report on Senior Officer Uniform Promotions (Min. No. P2021-0225-5.0).

As part of the promotional process to the rank of Staff Superintendent, there were a total of ten applicants for the Staff Superintendent process. Six candidates met the qualifications and were interviewed and 5 were selected for promotion. For this process forty percent of the candidates selected are female (2/5) and collectively they represent eight different ethnicities or cultural origins in addition to one member who is of Indigenous descent. Further details of this process can be found in the October 28, 2021 Board Report on Senior Officer Uniform Promotions (Min. No. P2021-1028-4.0).

Appendix G is a list of individuals promoted to the rank of Superintendent and Staff Superintendent.

SECTION III - Analysis of Trends in Hiring/Promotion and Identification of Systemic Barriers

Insights from 2019, 2020 and 2021 have indicated a challenge in selecting Cadet Candidates that best reflect the diversity of the communities we serve.

Disproportionalities are shown to exist between those who apply and the candidates selected; notably with Black and racialized applicants.

There has been some improvement year-over-year with greater racial diversity in the hiring and promotional processes. Recognizing that change must be demonstrated through the Service's leaders, the racial diversity of Senior Officers has increased by over 50%, from 17% in 2019 to 25% at present.

Female candidates have been over-represented in those hired compared to their presence in the applicant pool. Additional data will be required in order to determine if this is attributed to the reduction of systemic barriers.

It is also recognized that a diverse workplace requires a wider pool of applicants representing all communities from which to draw.

With these insights, the goal of the Talent Acquisition Unit is to develop strategies that both attract more applicants from diverse communities and create opportunities for those applicants to succeed in the process.

The Service has many ongoing efforts related to developing greater diversity in its workforce and these were detailed out in the July 29, 2021 Board Report on Police Reform Recommendation 30 - Diversity in Human Resources (Min. No. P2021-0729-14.0). Notable updates since that Board report include:

- In person recruitment sessions have resumed and includes women-only information sessions, physical prep-test practice, and greater presence at community events.
- The Service commenced its Ambassador program as of April 2022 to involve all interested members across the Service in recruiting efforts. This also includes utilizing relationships forged by our Neighbourhood Officer Program and our Y.I.P.I. program to build bridges and connect with citizens of Toronto that may not have considered policing as a career.
- Service-wide race-based data collection of existing members will be kicking off by mid-2022 as an opportunity to celebrate the uniqueness of our members, better understand the make-up of our Service and help tailor our existing Human Resource programs to better meet their needs.
- Hiring and promotional processes are undergoing additional review. This may include third party involvement as well as community consultation. A Committee has been created to discuss proposed changes to the uniform promotional process. A new application form has been developed. The Committee plans to

present their recommendations and proposed changes to the senior management team by the end of the 2nd quarter 2022, for review and feedback. The Committee also plans to schedule meetings for peer review with the Equity, Inclusion & Human Rights unit and Association of Black Law Enforcers (A.B.L.E).

- Data collection at each stage of the recruitment and promotion process is in the design stage. It is expected that the Service will have implemented additional data collection functionality in time for the recruitment of the December 2022 cadet class.
- Greater focus on education and awareness of how the collection of soci-demographic data benefits members, communities and the Service to promote strong engagement and response rates.
- Temporarily pausing the Board policy requirement for post-secondary education to align with the current provincial standards.

Conclusion:

This report provides the Board with information on 2021 Civilian and Uniform Hiring and Promotions and includes copies of the current Promotional Processes, new Civilian Job Descriptions, and detailed demographic information on applicants/hires/promotions where available. Also included is an analysis of trends in attraction and hiring from diverse communities, as well as a synopsis of ongoing efforts, challenges and next steps.

Moving forward into 2022, the Service continues its commitment to improvement across all of its human resources processes, including data collection and dissemination, technology, process/policy, and culture in order to be able to accurately identify and break down any systemic barriers that exist to hiring or promotion.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding to this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office

Appendix A – New Civilian Job Descriptions – Integrated Health and Wellbeing Lead



TORONTO POLICE SERVICE

JOB DESCRIPTION

Date Approved:

Board Minute No.

Total Points: 818

Pay Class: Z28

JOB TITLE:	Integrated Health & Wellbeing Lead	JOB NO.:	Z28034
BRANCH:	Corporate Services Command/People & Culture	SUPERSEDES:	New
UNIT:	Wellness	HOURS OF WORK:	35 SHIFTS: 1
SECTION:	Integrated Health & Wellbeing	NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Manager, Wellness	DATE PREPARED:	2021.09.27
		Updated:	2022.04.08

SUMMARY OF FUNCTION:

Responsible for the overall operation of the Wellness unit's Integrated Health & Wellbeing section, including the development, administration, implementation and monitoring of physical, mental, social and life health promotion and clinical and non-clinical support programs and initiatives for the Service. This role plans and implements programs for members with a focus on health promotion and harm prevention with the ongoing goal of building a culture of high performance health, safety and wellbeing. Responsible for leading a multidisciplinary team and overseeing the delivery of programming across the health continuum. A key contributor to driving culture and behaviour change through education, engagement and policy.

DIRECTION EXERCISED:

The Integrated Health & Wellbeing Lead reports into the Manager, Wellness. The role leads a team of Psychologists, Wellbeing Coordinators, System Navigators, Chaplains, Peer Support Volunteers, and other multidisciplinary health practitioners engaged in wellbeing programming. Leading through influence and collaboration, the Integrated Health & Wellbeing Lead works closely with other sections of the Wellness unit as well as Service wellness committees and advocates, internal and external stakeholder groups, members, leaders and vendors.

MACHINES & EQUIPMENT USED:

Workstation with associated software and other office equipment as required.

DUTIES AND RESPONSIBILITIES:

1. Leads, plans, organizes and administers the corporate health & wellbeing programs and initiatives.
2. Provides day-to-day leadership and guidance to team members, ensuring achievement of established performance goals.
3. Collaborates and liaises with all members of the Service (Command Officers, management, supervisors and staff), the Toronto Police Association, and Senior Officers' Organization on wellbeing programs.
4. Maintains knowledge of current trends, practices and issues relating to member wellbeing. Champion of best practices within the Service.
5. Plans, coordinates and ensures delivery of information sessions and programming on health promotion and harm prevention to members of the Service.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

Appendix A – New Civilian Job Descriptions – Integrated Health and Wellbeing Lead



TORONTO POLICE SERVICE
JOB DESCRIPTION

Date Approved:
Board Minute No.
Total Points: 818
Pay Class: Z28

JOB TITLE:	Integrated Health & Wellbeing Lead	JOB NO.:	Z28034
BRANCH:	Corporate Services Command/People & Culture	SUPERSEDES:	New
UNIT:	Wellness	HOURS OF WORK:	35 SHIFTS: 1
SECTION:	Integrated Health & Wellbeing	NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Manager, Wellness	DATE PREPARED:	2021.09.27
		<i>Updated:</i>	2022.04.08

DUTIES AND RESPONSIBILITIES: (cont'd)

6. Develops processes, procedures and metrics that provide consistent and transparent delivery of services. Establishes and promotes Service and industry best practices.
7. Responsible for the ongoing quality assurance and professional practice oversight of the Integrated Health & Wellbeing section. Develops and maintains statistical data to measure success and quality of wellbeing programming.
8. Ensures the effective maintenance, oversight and confidentiality of all personal health records, charts, files and information in accordance with statutory requirements.
9. Evaluates and co-ordinates delivery of wellbeing programs provided by external service providers, as appropriate.
10. Responsible for the ongoing oversight and development of the Critical Incidence Response Team and Peer Support Program, including training, quality assurance, and governance.
11. Responsible for the ongoing oversight of the psychological evaluations program for designated roles within the Service.
12. Contributes to the establishment and oversight of the Wellness unit's budget by developing and overseeing the budget for the Wellbeing section.
13. Develops and prepares Board Reports for submission to the Toronto Police Services Board with respect to wellbeing programming.
14. Liaises with other public sector agencies, external agencies and communities of practice regarding wellbeing programming and best practices.
15. Conducts performance reviews for assigned staff members. Mentors and coaches team members to reach optimal performance.
16. Conducts member wellbeing surveys, collates and analyzes survey data to inform future programming.
17. Coordinates and facilitates stakeholder advisory panels related to wellbeing.
18. Oversees Service wide wellbeing committees and wellness advocates.
19. Performs other related duties, as required.

.../2

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

Appendix A – New Civilian Job Descriptions – Integrated Health and Wellbeing Lead



TORONTO POLICE SERVICE JOB SPECIFICATION

Date Approved:
Board Minute No.
Total Points: 818
Pay Class: Z28

JOB TITLE:	Integrated Health & Wellbeing Lead	JOB NO.:	Z28034
BRANCH:	Corporate Services Command/People & Culture	SUPERSEDES:	New
UNIT:	Wellness	HOURS OF WORK:	35 SHIFTS: 1
SECTION:	Integrated Health & Wellbeing	NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Manager, Wellness	DATE PREPARED:	2021.09.27
		<i>Updated:</i>	2022.04.08

EDUCATION/EXPERIENCE:

Degree in health promotion, nursing, mental health/social work, clinical psychology, health sciences, nutrition, human kinetics, public health, occupational health, or a related field combined with seven years of progressively responsible leadership experience in the design and delivery of workplace health and wellbeing promotion and prevention programs; or equivalent combination of education and experience. As applicable, registration in good standing with any professional College or regulatory body.

ADDITIONAL REQUIREMENTS:

- Experience in the field of health and wellbeing, in a unionized environment is preferred.
- Current knowledge of scientific and professional literature regarding current issues, best practices and evidence-based care relevant to work with a police population, including knowledge and experience in trauma and critical incident response and strategies for proactive resilience building.
- Exceptional knowledge and connectivity to the health and wellbeing marketplace and industry.
- Demonstrated expertise in first responder health and wellbeing issues is preferred.
- Requires strategic leadership capabilities with exceptional interpersonal and organizational skills.
- Must possess the capacity to relate to others in an empathic manner and to reduce individual and systemic resistance to service provision.
- Required ability to reconcile professional, corporate and client-based responsibilities and accountabilities.
- Excellent communication skills including the ability to communicate complex information effectively across all ranks and all areas of the Service, both individually and in groups,
- Demonstrated ability to promote wellness and challenge stigma through both formal and informal presentations, and the ability to prepare written reports and documents with a high degree of precision and accuracy.
- Knowledge of research design and methodology.
- Knowledge of and compliance with legislation and professional/ethical standards related to health service provision.
- Must be willing to be available to provide after-hours support for members on an as needed basis (i.e. critical incidents).
- Knowledge of the traditional as well as digital health improvement innovations is preferred.
- Ability to research, analyze and report on health-related data is preferred.
- Understanding of the whole eco-system including extended health benefits would be an asset.
- Strong ability to deal effectively with all levels of management and internal and external agencies while maintaining exceptional customer relations.

QUALIFYING PERIOD:

One year.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

Appendix A – New Civilian Job Descriptions – Workplace Dispute Resolution Consultant



TORONTO POLICE SERVICE JOB DESCRIPTION

Date Approved:
Board Minute No.:
Total Points: 594
Pay Class: A13

JOB TITLE:	Workplace Dispute Resolution Consultant	JOB NO.:	A13013
BRANCH:	Corporate Services Command - People & Culture	SUPERSEDES:	New
UNIT:	Equity, Inclusion & Human Rights	HOURS OF WORK:	35 SHIFTS: 1
SECTION:		NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Human Rights & Accessibility Consultant	DATE PREPARED:	2021.07.27

SUMMARY OF FUNCTION:

Reporting to the Human Rights & Accessibility Consultant, this role is responsible for strategically employing alternative dispute mechanisms, including assessment, education, coaching, mediation, facilitation, workplace restoration and motivational interviews, to address complaints about the conduct of Service members, interpersonal conflict and workplace harassment, discrimination, and reprisal.

DIRECTION EXERCISED:

Exercises professional and sound judgment in delivering conduct complaint and workplace conflict resolution services. Provides leadership, support and guidance to the Service on mediation and other alternative dispute resolution and intervention techniques, to address conduct complaints and workplace conflict about harassment, discrimination and reprisal.

MACHINES AND EQUIPMENT USED:

Workstation with associated software and other office equipment as required.

DUTIES AND RESPONSIBILITIES:

1. Reviews and assesses conduct complaints and workplace conflict cases to determine suitability for mediation or other alternative dispute resolution mechanisms, and make recommendations.
2. Conducts mediations, group facilitation and other alternative dispute resolution mechanisms to address conduct complaints and workplace conflict, including matters relating to interpersonal conflict, harassment, discrimination, and reprisal, to achieve equitable resolutions on behalf of all parties.
3. Consults on complaints and workplace conflict matters and makes recommendations on alternative dispute resolution options, including mediation and other intervention techniques.
4. Works collaboratively and liaise with Unit Commanders and other relevant parties, where appropriate, in the alternative dispute resolution process.
5. Conducts interviews, examines, and gathers relevant information to assess suitability and appropriateness for mediations and other alternative dispute resolution mechanisms.
6. Analyzes and researches issues to determine when alternative resolution services are appropriate, depending on the nature, complexity, and severity of the issues raised, and willingness of the parties involved.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

Appendix A – New Civilian Job Descriptions – Workplace Dispute Resolution Consultant



TORONTO POLICE SERVICE JOB DESCRIPTION

Date Approved:
Board Minute No.:
Total Points: 594
Pay Class: A13

JOB TITLE:	Workplace Dispute Resolution Consultant	JOB NO.:	A13013
BRANCH:	Corporate Services Command - People & Culture	SUPERSEDES:	New
UNIT:	Equity, Inclusion & Human Rights	HOURS OF WORK:	35 SHIFTS: 1
SECTION:		NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Human Rights & Accessibility Consultant	DATE PREPARED:	2021.07.27

DUTIES AND RESPONSIBILITIES: (Cont'd)

7. Educates members and involved parties about the Service's alternative resolution services process, including opportunities for education, coaching, mediation, facilitation, workplace restoration and motivational interviews.
8. Prepares materials, such as guides, forms, and other communications to establish transparency in the process and educate/provide key information to parties utilizing alternative resolution services.
9. Develops, implements, and informs internal and external communication strategies to increase awareness and understanding of alternative resolution services.
10. Initiates coaching sessions for individuals who experience hesitancy or uncertainty about raising and receiving workplace concerns or issues or for other situations where appropriate.
11. Proactively identifies and analyzes issues and/or systemic barriers to implementing alternative resolution services, and creatively designs solutions for improvement.
12. Maintains awareness of new trends and developments in the areas of alternative dispute resolution, including mediation and conflict resolution skills and techniques, and incorporates this knowledge in the support and development of services provided.
13. Works collaboratively with colleagues in EIHR to develop and implement alternative resolution services.
14. Liaises with other areas (e.g. Toronto Police College) to develop and deliver training on alternative resolution services, in partnership with external stakeholders, as necessary.
15. Develops and delivers EIHR training and education as part of resolution outcomes or to support EIHR strategic goals.
16. Collaborates and develops strong working relationships with key internal and external stakeholders to develop and implement diverse complaint and workplace conflict resolution options.
17. Tracks alternative resolution services and provides reports as needed.
18. Performs other duties, functions, and assignments inherent to the position.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

Appendix A – New Civilian Job Descriptions – Workplace Dispute Resolution Consultant



TORONTO POLICE SERVICE JOB DESCRIPTION

Date Approved:
Board Minute No.:
Total Points: 594
Pay Class: A13

JOB TITLE:	Workplace Dispute Resolution Consultant	JOB NO.:	A13013
BRANCH:	Corporate Services Command - People & Culture	SUPERSEDES:	New
UNIT:	Equity, Inclusion & Human Rights	HOURS OF WORK:	35 SHIFTS: 1
SECTION:		NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Human Rights & Accessibility Consultant	DATE PREPARED:	2021.07.27

EDUCATION:

A university degree in a related discipline such as mediation, diversity, labour relations, law, social work, psychology, or human resources or a combination of education, training and experience deemed equivalent.

Alternate Dispute Resolution (ADR) certification, as well as Mediation and Conflict Resolution courses.

Canadian Human Resources Professional (CHRP) designation, particularly with additional courses or training concerning equity and inclusion, would be a valuable though non-essential tool.

ADDITIONAL REQUIREMENTS:

- Demonstrated mediation and alternative dispute resolution expertise and experience, within the Ontario police services sector and the Ontario public complaints process.
- Proven expertise in contemporary mediation and other alternative dispute resolution mechanisms, principles, practices and techniques, obtained through education and over 5 years of experience facilitating mediations and other alternative dispute resolution mechanisms.
- Demonstrated ability to effectively conduct mediation meetings and to demonstrate professionalism, collegiality, and consensus-building skills to clarify issues, build understanding and facilitate resolutions.
- Demonstrated specialized knowledge and experience working with senior police officials, colleagues and others, as required, in a consultative and collaborative manner to identify issues, share, and receive information to address workplace conflict/complaints and complaints from the general public.
- Strong analytical, reasoning, evaluation and problem solving skills to assess complaints, positions and interests to identify and evaluate issues and execute dispute resolution options.
- Proven ability to inform and/or design, develop and implement alternative dispute resolution programs, processes, policies, practices, standards and education.
- Experienced and effective facilitator and trainer.
- Demonstrated understanding of policing structure, organization and culture as well as issues, trends and developments relating to policing in Ontario and the Toronto Police Service, to appropriately address contentious issues in the alternative dispute resolution process.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

Appendix A – New Civilian Job Descriptions – Workplace Dispute Resolution Consultant



TORONTO POLICE SERVICE JOB DESCRIPTION

Date Approved:
Board Minute No.:
Total Points: 594
Pay Class: A13

JOB TITLE:	Workplace Dispute Resolution Consultant	JOB NO.:	A13013
BRANCH:	Corporate Services Command - People & Culture	SUPERSEDES:	New
UNIT:	Equity, Inclusion & Human Rights	HOURS OF WORK:	35 SHIFTS: 1
SECTION:		NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Human Rights & Accessibility Consultant	DATE PREPARED:	2021.07.27

ADDITIONAL REQUIREMENTS: (Cont'd)

- Working knowledge of the Police Services Act – including the Code of Conduct, Ontario Human Rights Code, Occupational Health and Safety Act, other relevant legislation, and TPS governance rules, policies and procedures relating to conduct, workplace harassment, discrimination and reprisal.
- In-depth understanding and application of anti-racism, and anti-oppression Human Rights principles and frameworks, including Anti-Black and Anti-Indigeneity racism within the context of alternative dispute resolution.
- Proven integrity and credibility to perform duties and responsibilities in a fair and bias-free manner.
- Excellent listening, communication and interpersonal skills and ability to work independently.
- Strong ability to exercise independent and sound judgement and make decisions with limited guidance.
- Strong administrative, organizational and time management skills to organize and manage workloads and competing demands.

QUALIFYING PERIOD:

One year.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

Appendix A – New Civilian Job Descriptions – Staff Planning Coordinator



TORONTO POLICE SERVICE JOB DESCRIPTION

Date Approved:
Board Minute No.:
Total Points: 351.5
Pay Class: A06

JOB TITLE:	Staff Planning Coordinator	JOB NO.:	A06102
BRANCH:	Corporate Services Command – People & Culture	SUPERSEDES:	NEW
UNIT:	Talent Acquisition	HOURS OF WORK:	35 SHIFTS: 1
SECTION:	Staff Planning	NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Lead (S. Sgt)	DATE PREPARED:	2021.10.06

SUMMARY OF FUNCTION:

Reporting to the Staff Planning Lead, this role is responsible for the administration and coordination of staffing processes such as hiring, recruiting, reclassifications; uniform promotions for the Service. In addition, the role applies collective agreement rules and HR procedures, maintains recruitment intake, supports complement management and conducts workforce analysis.

DIRECTION EXERCISED:

Provides guidance and support to Service personnel; makes recommendations; performs analysis; communicates to internal and external candidates.

MACHINES & EQUIPMENT USED:

TPS workstation with associated software and other office equipment as required; including HRMS and SAP and MS Office.

DUTIES AND RESPONSIBILITIES:

1. Maintains unit inboxes and types correspondence, reports, minutes, memos, forms, lists and other documents to internal and external audiences. Prepares draft responses to routine correspondence and requests as required.
2. Maintains unit files, ledgers, registers, information systems, databases of uniform and civilian members, active job calls, in progress files and open issues. Monitors responses and advises Unit Commander of outstanding issues. Ensures performance appraisals are completed and processed properly.
3. Answers telephone and in-person inquiries from members of the Service and the Public.
4. Organizes meetings as required. Prepares agenda, attends meetings and takes minutes. Transcribes and distributes minutes.
5. May be required to monitor time and resource management system (TRMS) for accuracy.
6. Liaises with units and coordinates candidate selection for hiring, promotions and exams.
7. Reviews, researches, tracks and analyzes data, forecasts human resources trends.
8. Prepares standard and custom summary reports, routine orders, statistical data, drafts staff planning policies and organizational charts, contributes to dashboards.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

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UNIT:	Talent Acquisition	HOURS OF WORK:	35
SECTION:	Staff Planning	SHIFTS:	1
REPORTS TO:	Lead (S. Sgt)	NO. OF INCUMBENTS IN THIS JOB:	1
		DATE PREPARED:	2021.10.06

DUTIES AND RESPONSIBILITIES: (Cont'd)

9. Under the direction of the Staff Planning Lead, coordinates the uniform promotional processes:
 - Maintains integrity and confidentiality of the processes;
 - Liaises with units for receipt and return of unit files;
 - Schedules distribution, examination and interview dates;
 - Prepares correspondence, examination and interview packages and coordinates distribution of these;
 - Compiles candidate information; creates and updates all related databases;
 - Coordinates candidate sign-ins and act as proctor during examination;
 - Assists with scoring of examination and interview results;
 - Records scores and facilitates debriefing sessions.
10. Under the direction of the Staff Planning Lead, administers and coordinates the uniform promotional examinations:
 - Negotiates agreements for rental facilities;
 - Prepares purchase orders and budgets, room layout and rental furniture acquisition;
 - Formats uniform promotional study packages;
 - Conducts research.
11. Inputs data, extracts data and analyses data from HRMS, SAP, TRMS, Member Gateway and other applicable software and tools.
12. Maintains, reconciles and monitors statistical data to ensure that staffing does not exceed approved funding and headcount.
13. Performs any other related duties and tasks inherent to the position.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

Appendix A – New Civilian Job Descriptions – Staff Planning Coordinator



TORONTO POLICE SERVICE JOB DESCRIPTION

Date Approved:
Board Minute No.:
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Pay Class: A06

JOB TITLE:	Staff Planning Coordinator	JOB NO.:	A06102		
BRANCH:	Corporate Services Command – People & Culture	SUPERSEDES:	NEW		
UNIT:	Talent Acquisition	HOURS OF WORK:	35	SHIFTS:	1
SECTION:	Staff Planning	NO. OF INCUMBENTS IN THIS JOB:	1		
REPORTS TO:	Lead (S. Sgt)	DATE PREPARED:	2021.10.06		

EDUCATION:

Grade 12 or an approved equivalent combination of education, training and experience.

Post-secondary education in administration, HR or a related field would be an asset.

ADDITIONAL REQUIREMENTS:

- Must have 2 to 3 years of experience related to staffing, HR processes.
- Must have excellent typing, keyboarding and word processing skills; good organizational skills; and must possess excellent written and oral communications skills, and interpersonal skills in dealing effectively with all levels of the Service and the public.
- Must have good excel skills, ability to organize lists and databases and perform excel based analysis.
- Must have working knowledge of HRMS, TRMS, and SAP.
- Must be able to work within established time frames and meet deadlines.
- Good knowledge of Service guidelines /policies and procedures.
- Proficiency in the use of MS Outlook.

QUALIFYING PERIOD:

One year.

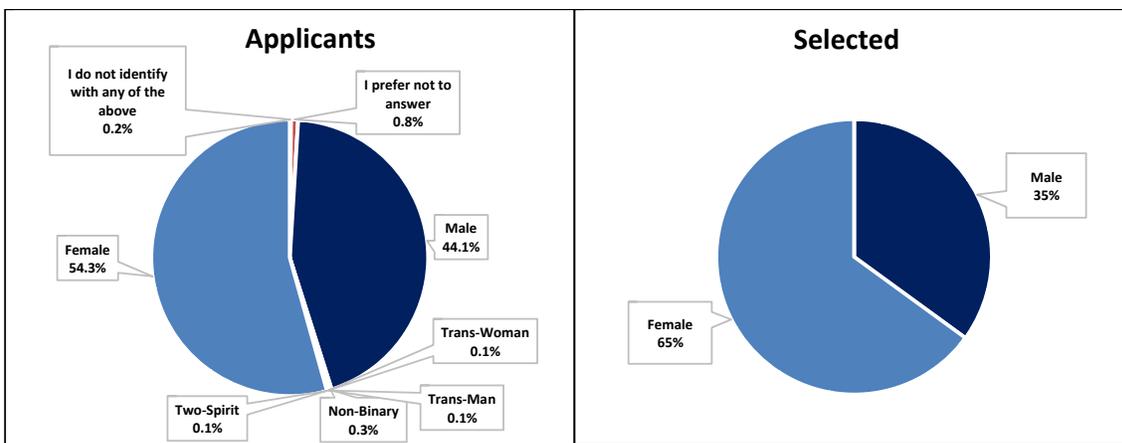
The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

Appendix B – Civilian External Hire Demographic Info

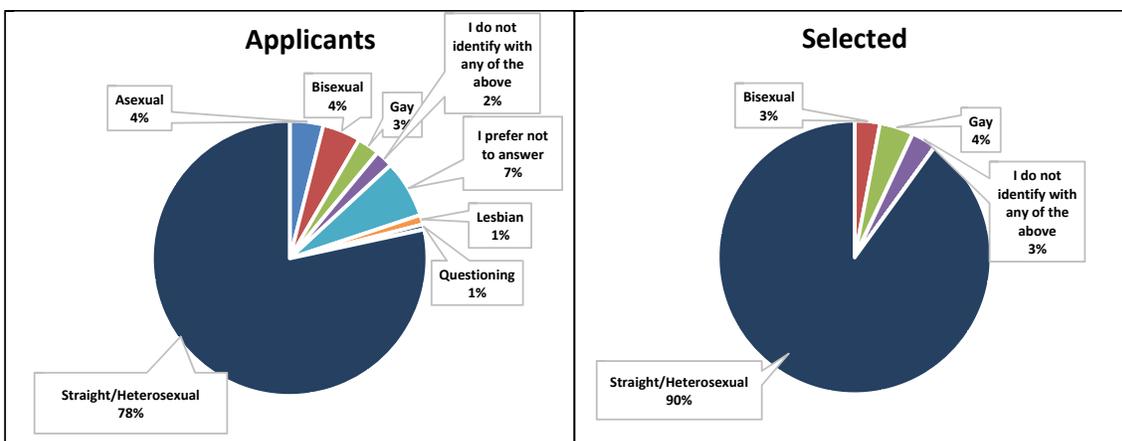
Sample Size

Applicants	Selected
12,747	131
76% Average response rate	53% Average response rate

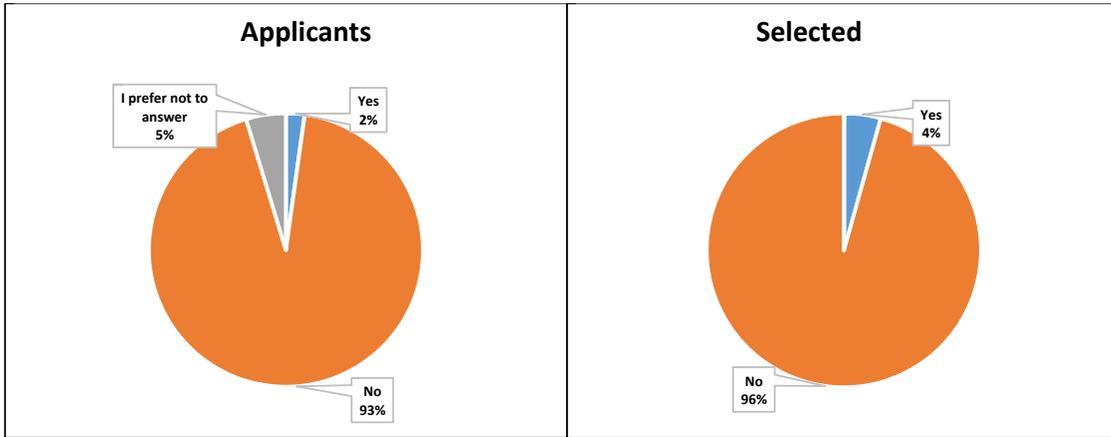
Gender Orientation: -



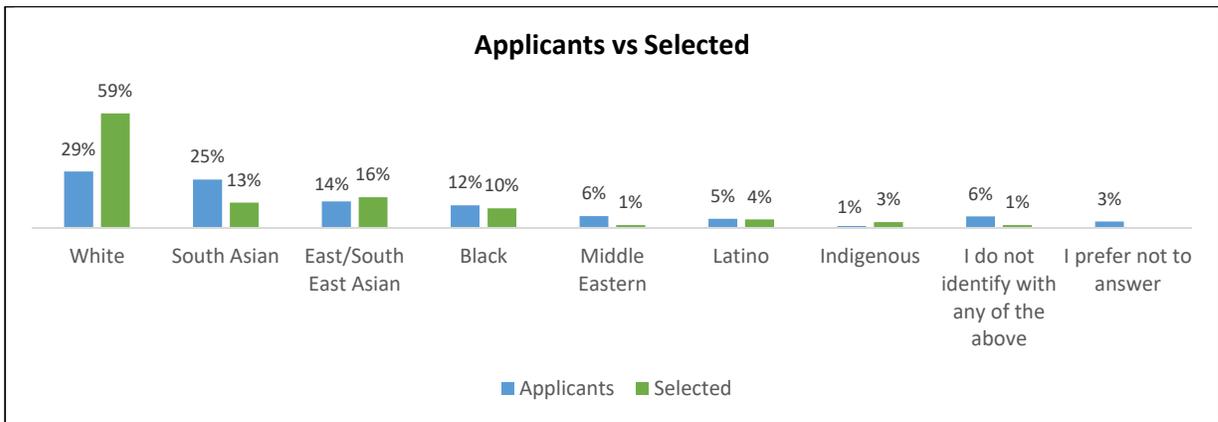
Sexual Orientation: -



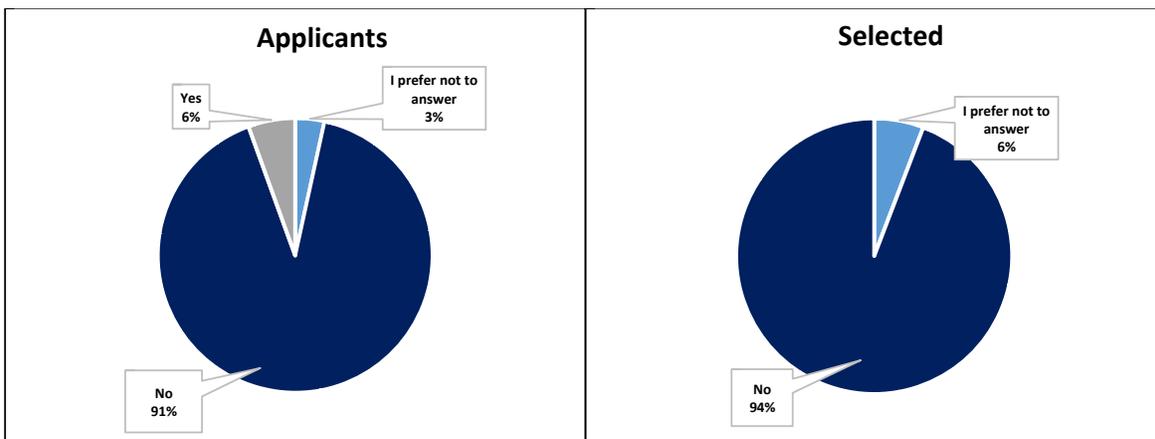
Identify as first nations:



Racial Background:



Disability:

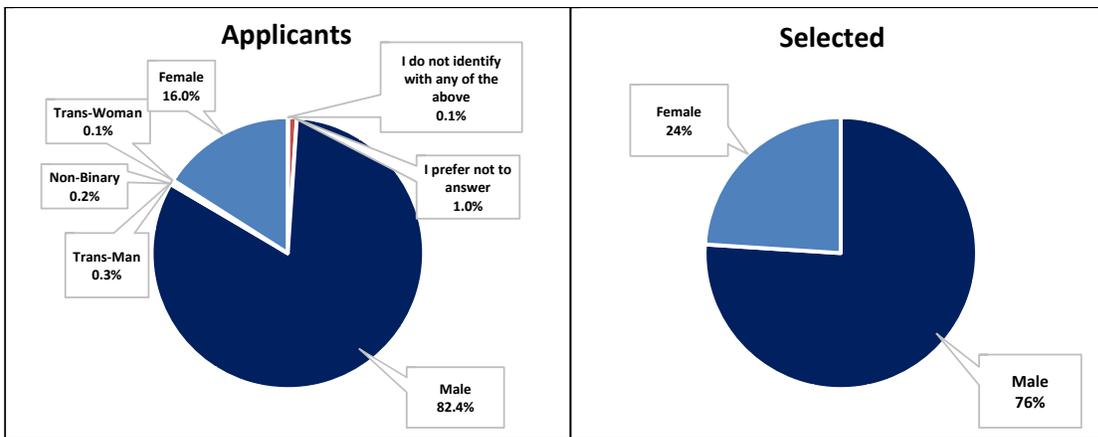


Appendix C – 2021 Cadet External Hire Demographic Info

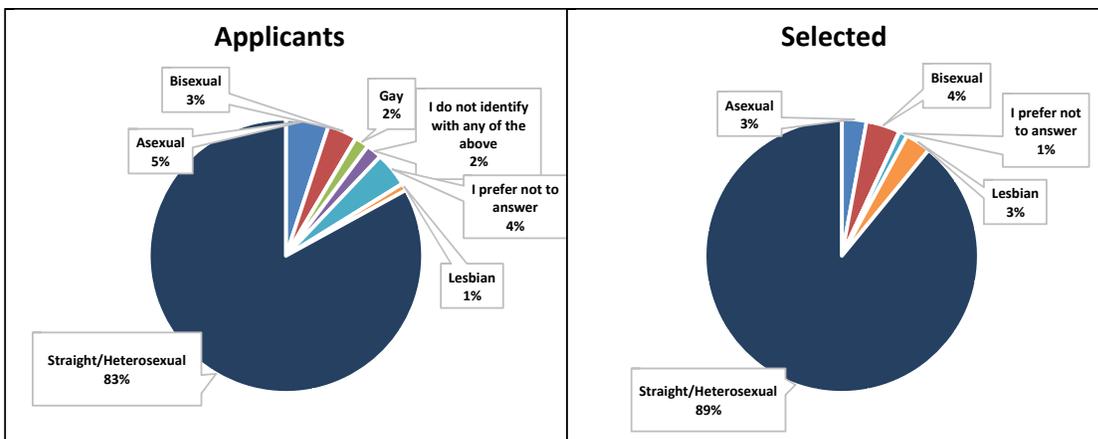
Sample Size

Applicants	Selected
3907	196
79% Average response rate	87% Average response rate

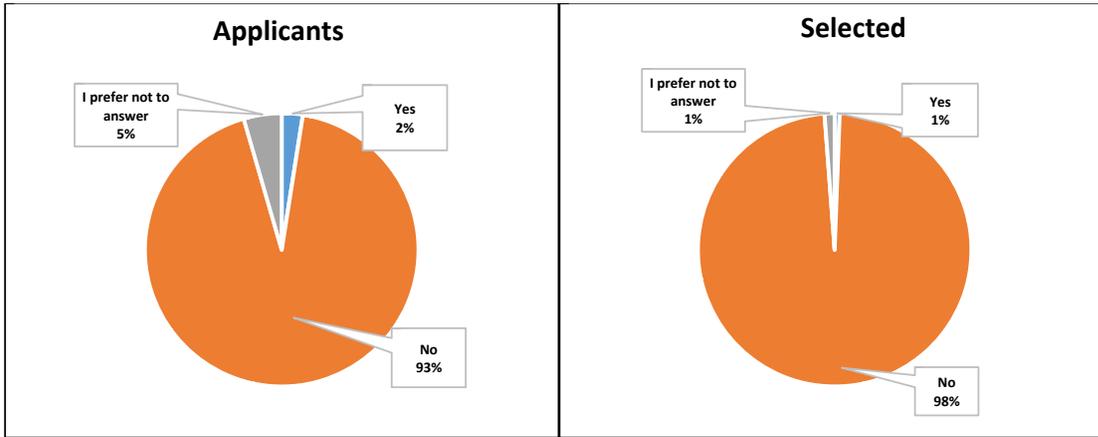
Gender Orientation: -



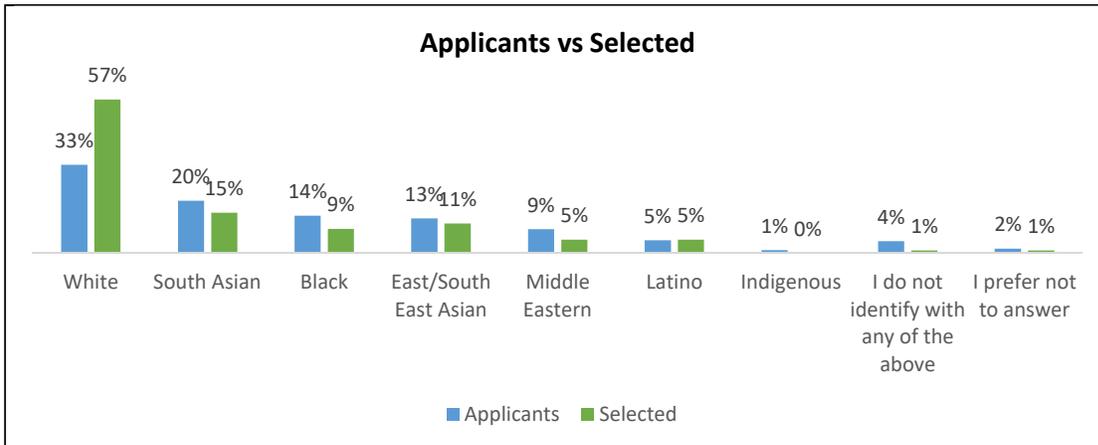
Sexual Orientation:



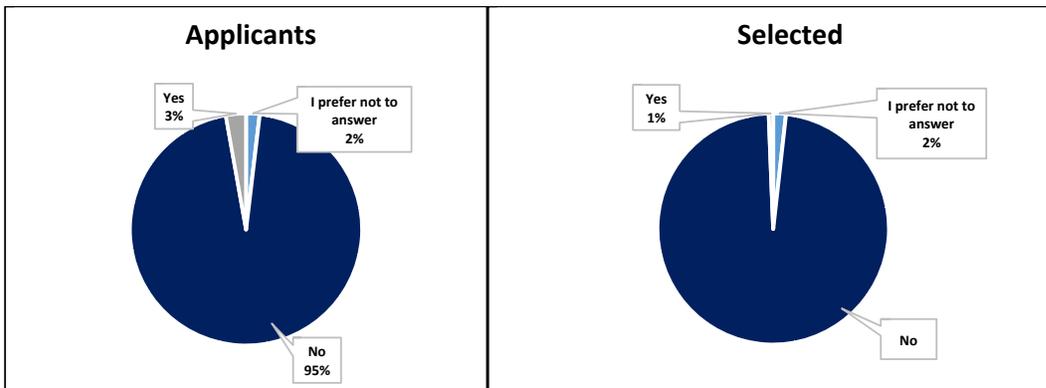
Identify as first nations:



Racial Background:



Disability:



Appendix D – Routine Orders for Promotion Processes

Sergeant

(Published August 30, 2021)

Minimum Qualifications

Applicants must meet all of the minimum eligibility requirements outlined in [Procedure 14-10 "Uniform Promotion Process"](#). For the upcoming process, the minimum qualifications include a member holding the rank of 1st class Constable for a minimum of 1 year from the application date.

Application Process

The promotional process will continue to be governed by [Procedure 14-10 "Uniform Promotion Process"](#) with the following exceptions:

- Self-Assessment (Form 1A and 1B), Promotion Case Study (Form 2C) and Promotional Application (Form 3) will not be required; and
- Promotps.com website is currently down for maintenance – any questions should be directed to Acting Inspector Tige POLLOCK (7911), Talent Acquisition.

Note that in the event of process-related questions or issues, the directives outlined in this Routine Order will take precedence.

Qualified Constables are now invited to apply for promotion to the rank of Sergeant as follows:

Step 1: Apply Online

- Complete and save a Promotion Application for Sergeant (TPS 981), Consent to Disclosure of Personal Information (TPS 828). *The TPS 828 and TPS 981 are available on TPS FORMS.*
- Apply to the “Uniform Promotional Process” posting in Member Gateway:
 - Upload your completed Application (TPS 981) at the resume step.
 - Upload your Consent to Disclosure of Personal Information (TPS 828) at the attachments step.
 - NOTE your internal resume is automatically uploaded. DO NOT UPLOAD A SECOND COPY.
 - Submit your application.
- You will receive an e-mail confirmation within 24-hours of submission.
- You must submit your online application no later than Friday, 2021 September 17.
- For an overview of the internal job application process in Member Gateway, please click on the following link: [e-Recruit for Internal Applicants](#).

Step 2: Initiate the Unit Commander Verification and Assessment

- Email your Promotion Application for Sergeant (TPS 981), Consent to Disclosure of Personal Information (TPS 828), and Internal Resume to your Staff and/or Detective Sergeant.
- You must submit the package to your Staff Sergeant and/or Detective Sergeant no later than Friday, 2021 September 17.

What Happens Next?

- You will receive an electronic copy of your Promotion Application for Sergeant, including comments made by your Staff and/or Detective Sergeant, Unit Commander, and supported by your Staff Superintendent/Director by end of business day Friday, 2021 October 01.
- An exam study package will be available on the TPS Intranet site on Monday, 2021 August 30. Candidates are reminded that studying on duty is prohibited (with the exception of assigned lunch hours).
- A Routine Order will be published indicating the names of those eligible to write the exam.
- To assist members with frequently asked questions and to help navigate the process, general information sessions will be made available as a separate posting on Member Gateway. Members who intend to participate in the process are encouraged to register for one of the sessions. If a member is unable to attend one of the sessions they may contact Acting Inspector Tige POLLOCK (7911) via email to receive a video link and the information session handout.
- NOTE: 1st Class Constables who have interest in learning about the process but have decided not to participate in this promotional process are welcome to sign up for the information sessions.
- The orientation material, frequently asked questions, and other pertinent material will be made available via the Talent Acquisition Share Point site in the coming days. Please monitor eUpdates and the TPS Intranet Home Page for links to the information.
- You may withdraw your application in Member Gateway at any time during the competition.

Unit Commanders

- Ensure that all eligible members who are absent on leave, secondment, leave of absence or any other type of absence that could affect the member's ability to apply, are notified of this process. When eligible members cannot apply online or cannot be contacted, Unit Commanders are permitted to submit proxy applications (contact Talent Acquisition for instructions).
- Upon receipt of the Promotion Application for Sergeant from the Detective Sergeant or Staff Sergeant:
 - Ensure the candidate meets the eligibility requirements set out in Procedure 14-10;

- Complete their portion of the Readiness Assessment Promotion for Sergeant contained in the Promotion Application for Sergeant; and
- Keep a copy of all documents, and submit the originals electronically to the Staff Superintendent/Director by Friday, 2021 September 24.
- Note: To ensure consistency across the Service, prior to completing the above documents, Unit Commanders shall meet with the applicable members of the unit management team for the purpose of assessing each candidate. The assessment will be based on the candidate's demonstrated performance in their current rank, as well as the member's potential for success at the next rank. Candidates will not be present during the management assessment.

Staff Superintendents/Directors

Staff Superintendents/Directors shall adhere to the instructions as contained in Procedure 14-10, and forward the required forms to Acting Inspector Tige POLLOCK (7911) Talent Acquisition, 2nd Floor Headquarters no later than Friday, 2021 October 01.

Examination

Eligible candidates will be required to write a qualifying procedural examination. Once a candidate has been notified by their Unit Commander that they are eligible to write the examination they can book themselves for a date and time through the 2021 Sergeant Promotion Procedural Examination on Member Gateway. Sessions will not be released until 0700 hours on 2021 October 04.

Candidates may only select one (1) exam date. Should a conflict arise that requires a new date be selected the applicant will withdraw from the exam via Member Gateway, notify Acting Inspector Tige POLLOCK (7911) via email, then select a new examination date.

Candidates requiring accommodation due to disability will be reasonably accommodated. Candidates requiring accommodation should contact Acting Inspector Tige POLLOCK (7911) Talent Acquisition, 2nd Floor headquarters no later than Friday, 2021 October 08.

Examination scores will be valid for 2 years.

Interview

Only applicants with a combined cumulative score that qualify them for an interview shall proceed to the interview phase of the process. NOT ALL APPLICANTS THAT PASS THE EXAM WILL RECEIVE AN INTERVIEW.

The interviews are tentatively scheduled to take place between 2021 November 29 and 2021 December 10. Candidates will be informed in writing of the exact date, time and location of their interview. Candidates should be aware that interviews may extend into the evening hours.

Conclusion of Process

At the conclusion of the process the most qualified will be selected and placed in a promotional pool to be selected and placed based on the needs of the Service. Promotion to the rank will be based on qualities and competencies identified in the process and not rate of vacancy.

Staff Sergeant

(Published May 11, 2021)

In response to the feedback from our members, we are implementing the following changes to the Promotional Process to the Rank of Staff Sergeant/Detective Sergeant.

The promotional process will continue to be governed by Procedure 14-10 Uniform Promotional Process and by Routine Orders 2020.12.24-1311 and 2021.01.19-0043. However, the contents of this Routine Order will take precedence where they differ from Service Procedure and any previously issued Routine Orders.

Application Process

Applicants are required to submit their application, case study and any supporting documentation through Member Gateway by 2021 March 01. Candidates no longer need to anonymize any part of their case study/application.

Review Panel

All eligible candidates will be invited to present their case study to the review panel. The review panel will also ask the candidate to answer a situational judgement question based on a scenario that the candidate would likely encounter in the role of a Staff Sergeant.

Candidates are permitted a maximum of 10 minutes to present their case study and a maximum of 10 minutes to answer the situational judgement question. Candidates are permitted to bring their Form 2C – Case Study. No other visual aids are permitted.

The review panel will consist of a Staff Sergeant or Detective Sergeant and two Inspectors.

The review panels are scheduled for the week of 2021 March 22. Candidates will be informed in writing of the exact time, date and location. Members will dress in uniform of the day. Electronic devices of any type will not be permitted in the room.

This portion of the promotional process is worth 50% of the candidate's overall mark.

The Situational Judgement question will replace the Situational Judgement Test.

Based on the review panel scores, successful candidates will advance to the formal interview.

Interviews

The interviews have been tentatively scheduled for the week of 2021 April 19.

Members selected to appear before a promotional panel will dress as follows:

Uniform Members: Formal dress with stripped Sam Browne as prescribed in Service Procedure 15-16 (Uniform, Equipment and Appearance Standards). Candidates will not wear Medals. However, candidates are allowed to wear ribbons.

Non-Uniform Members: Court dress as prescribed in Service Procedure 15-16.

Eligible candidates will be notified in writing of the exact time, date and location of their interview. The interview will consist of behavioural and situational questions selected from a pool of questions. Candidates will have thirty (30) minutes prior to the interview to view the behavioural event questions and make notes. Electronic devices of any type will not be permitted in the interview room.

This portion of the promotional process is worth 50% of the candidates overall mark.

Candidates scoring the highest combined score from the review panel and interview will be placed in a promotional pool.

At the conclusion of the promotional process, the candidate (whether successful or not) may request an appointment with the chair of the review panel or the interview panel for a discussion about their case study, situational judgment question or interview.

Superintendent

(Published December 9, 2020)

Minimum Qualifications

Applicants must meet all of the minimum eligibility requirements outlined in [Procedure 14-11 “Uniform Promotional Process to Staff Inspector, Superintendent and Staff Superintendent”](#)

Application Process

The promotional process will continue to be governed by [Procedure 14-11 “Uniform Promotional Process to Staff Inspector, Superintendent and Staff Superintendent”](#) with some enhancements being piloted this year to support the Service’s vision for a more efficient, transparent process. Note that in the event of process-related questions or issues, the directives outlined in this Routine Order will take precedence.

Qualified candidates who are confirmed in the rank of Inspector or above are now invited to apply for promotion to the rank of Superintendent as follows:

Step 1: Apply Online

- Complete and save an “Application and Consent to Disclosure Personal Information” (click this [link](#)).
 - **Note:** For this process, this document replaces both the Application (TPS 818) and the Consent to the Disclosure of Personal Information (TPS 828).
- Apply to the “Uniform Promotional Process” posting in Member Gateway.
 - Upload your completed Application and Consent to Disclose Personal Information at the Résumé step of the online application;
 - Answer the screening questions; and
 - Submit your application.
- You will receive an e-mail confirmation within 24-hours of submission.
- You must submit your online application no later than Tuesday, 2020 December 29.
- For an overview of the internal job application process in Member Gateway, please click on the following link: [e-Recruit for Internal Applicants](#)

Step 2:

- Print a copy of your completed Application and Consent to Disclose Personal Information.
- Sign and date the waiver portion of the document (Section 4), and have it witnessed.
- Print a copy of your TPS Internal Résumé from your Talent Profile in Member Gateway, and staple it to the back of your Application and Consent to Disclosure of Personal Information.
- You must submit the package to your Unit Commander no later than Tuesday, 2020 December 29.

What Happens Next?

- You may withdraw your application in Member Gateway at any time during the competition.

Staff Superintendents/Directors

Staff Superintendents/Directors shall adhere to the instructions as contained in Procedure 14-11 and forward the required file to Staff Sergeant Daniel MARTIN (7473), Talent Acquisition, 2nd Floor Headquarters no later than Friday, 2021 January 08.

Interviews

This promotional process will consist of one interview, which may be scheduled during evening hours or weekends. Interviews will continue uninterrupted and may be conducted virtually in the event the Province experiences a lockdown.

The interviews are tentatively scheduled to commence on and inclusive of 2021 January 25 to 2021 January 29 and will require candidates to appear before a panel consisting of the Chief of Police, Deputy Chiefs of Police, Chief Administrative Officer and Chief Information Officer.

This interview will last approximately forty five (45) minutes and will consist of a series of hypothetical, situational, behavioural, performance and/or current issue type questions, as well as a presentation between five (5) and ten (10) minutes.

Candidates being granted an interview will be notified by email of their interview date, time and location. At that time, candidates will be given their presentation topic.

All candidates receiving an interview will be subject to a background check conducted by Professional Standards.

The order of dress for the interview will be dress uniform with no medals (ribbons will be permitted) and no white gloves. Candidates are NOT permitted to bring any electronic devices.

Note: Due to COVID 19, social distancing protocols will be in effect. Members shall refrain from hand shaking. Hand sanitizer will be available. Please bring your own PPE. Bottled water will be provided and shall be removed by the candidate at the completion of the interview. Please ensure you have completed the on-line self-screening prior to your interview.

Staff Superintendent
(published August 16, 2021)

The Service is pleased to announce the upcoming promotional process to the rank of Staff Superintendent.

Applicants must only meet the minimum eligibility requirements as outlined in Procedure 14-10 entitled Uniform Promotion Process.

The ideal candidate will have a proven record in leadership roles within the organization, and will be able to articulate their management skills and experience, including, but not limited to, Service and community relationships, leadership, strategic thinking, planning, operations and administration.

As a change manager, the ideal candidate will also exemplify commitment to the Core Values, goals and objectives of the Service, as well as the principles of equity, collaboration, transformation and reform. They also must possess the ability to lead with vision, combined with a thorough understanding of the community and its concerns.

In the event of process-related questions or issues, the directives outlined in this Routine Order will take precedence.

Qualified candidates are now invited to apply for promotion to the rank of Staff Superintendent as follows:

Step 1: Apply Online

- Complete and save a Resume (TPS 830);
- Complete and save a Consent to Disclose Personal Information (TPS 828);
- Apply to the Uniform Promotional Process posting in Member Gateway;
 - Upload your completed Resume and Consent to Disclose Personal Information at the resume step of the online application;
 - Answer the screening questions; and
 - Submit your Resume and Consent To Disclose Personal Information.
- You will receive an e-mail confirmation within 24 hours of submission;
- You must submit your online application no later than 2021 August 30;
- For an overview of the internal job application process in Member Gateway, please click on the following link: e-Recruit for Internal Applications

Step 2: Submit the Resume and Consent to Disclose Personal Information

- Print a copy of your completed Resume and Consent to Disclose Personal Information;
- Sign and date the Consent to Disclose Personal Information and have it witnessed;

- Print a copy of your TPS Internal Resume from your Talent Profile in Member Gateway, and staple it to the back of your Resume (TPS 830) and Consent to Disclose Personal Information (TPS 828);
- You must submit the package to your Command Officer/Staff Superintendent/Director no later than 2021 August 30.

Command Officer/Staff Superintendents/Directors will review and forward the required forms and the candidate's personnel file to Superintendent Lisa CROOKER (7452), Talent Acquisition - 2nd Floor, Headquarters, no later than 2021 September 03.

Interview

This promotional process will consist of one (1) interview.

The interviews are tentatively scheduled to commence on 2021 September 14 and will require candidates to appear before a panel consisting of the Chief of Police, the Chief Administrative Officer, the Chief Information Officer, and the Deputy Chiefs of Police.

This interview will last approximately forty-five (45) minutes and will consist of a series of questions which may include hypothetical, situational, behavioural, performance and/or current issue type questions. All candidates receiving an interview will be subject to a background check conducted by Professional Standards.

The order of dress for the interview will be dress uniform with no medals (ribbons will be permitted) and no white gloves. Candidates are NOT permitted to bring any electronic devices, notes or materials into the interview room for the purpose of assisting them in the interview.

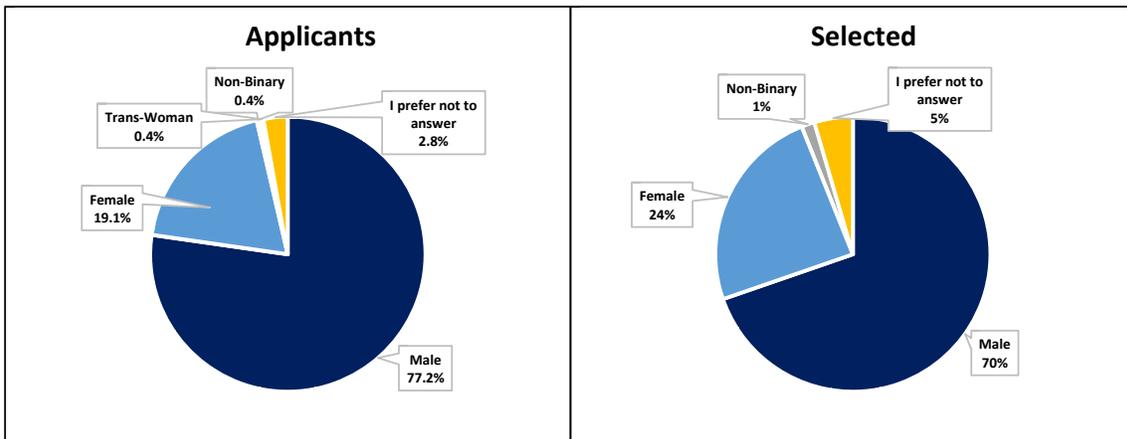
Candidates being granted an interview will be notified by email of their interview date, time and location.

Appendix E: Sergeant Demographic Data and Promotion Eligibility List

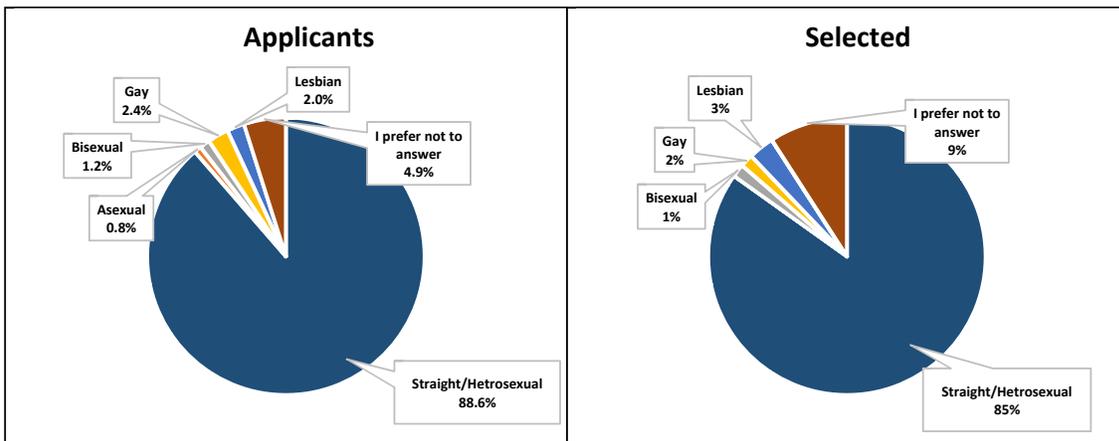
Sample Size

Applicants	Selected
371	120
67% Average response rate	56% Average response rate

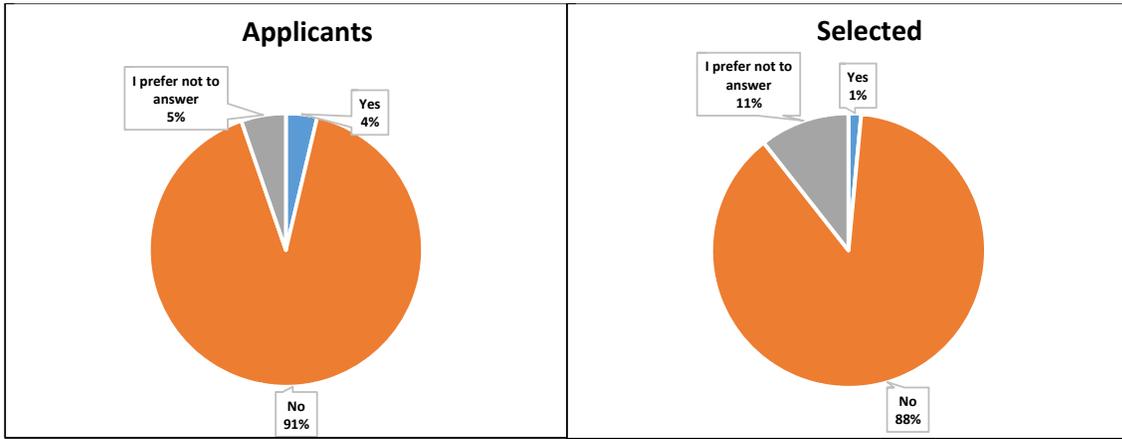
Gender Orientation:



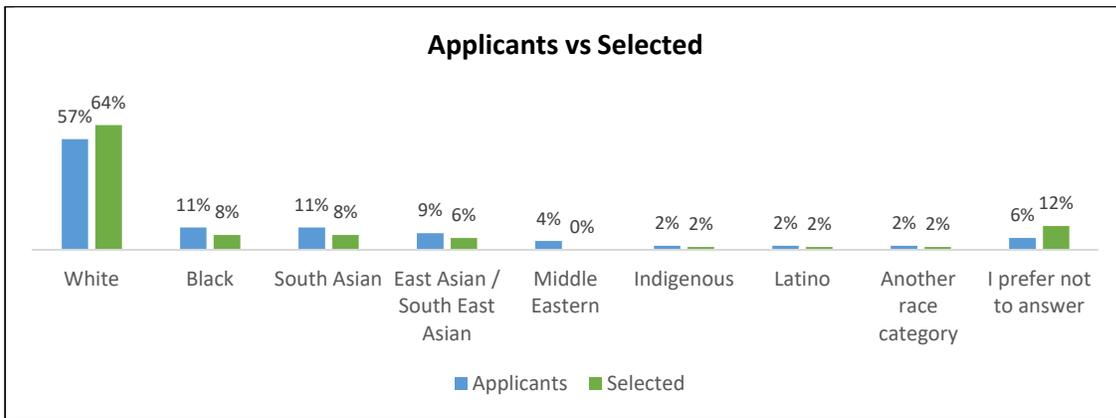
Sexual Orientation:



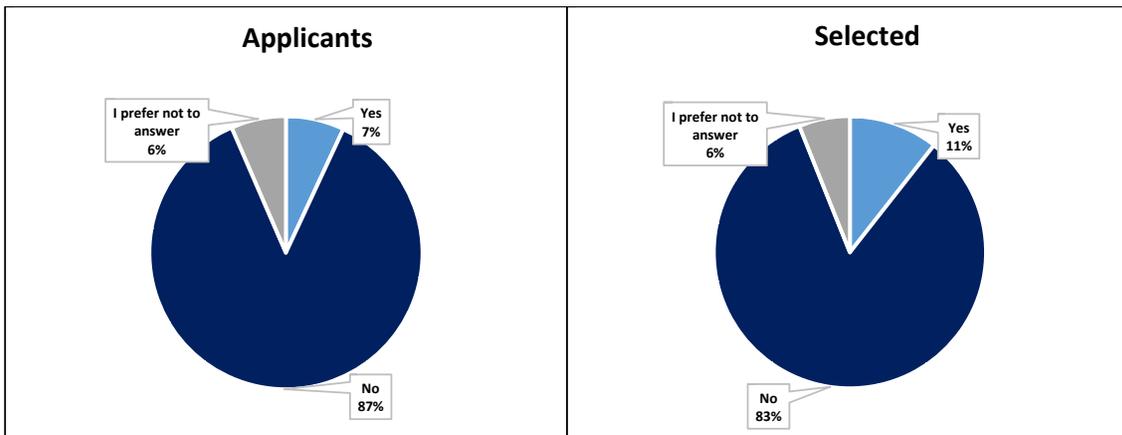
Identify as first nations:



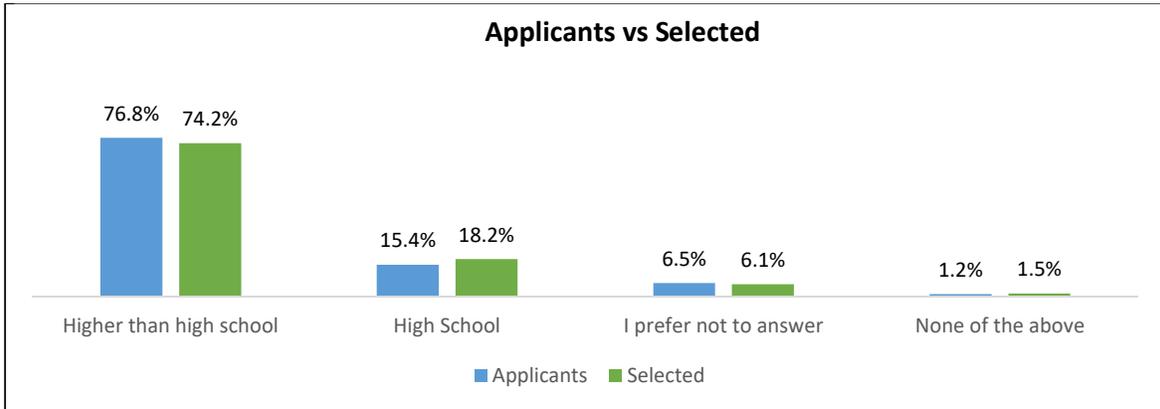
Racial Background:



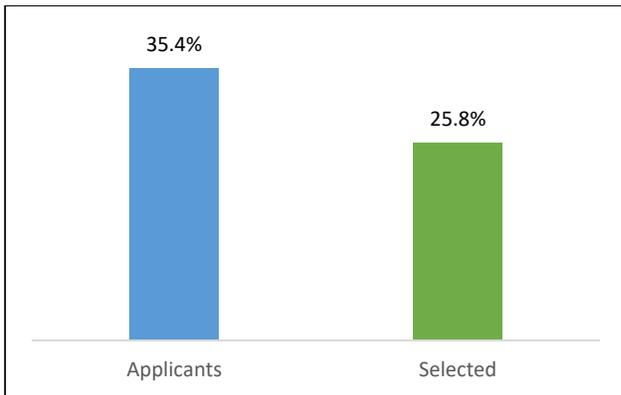
Disability:



Education:



Fluent in a language other than English:



Last Name	First Name	Badge
ABBASI	Sophia	09775
ALLEY	Nicholas	09056
ANDREW	William	07823
ANNETTS	Amanda	08644
ANTOINE	Kevin	07880
BALET	Andrew	09064
BENSON	Ian	09041
BHOHAL	Rajan-Singh	09612
BISHOP	Allan	99578
BLACK	Robert	09561
BOZZER	Andrew	07842
BRADY	Peter	10011
BREEDON	Warren	08535
BROWN	Matthew	09366
BROWNE	Gregory	10542
BYUN	David	09848
CAMPBELL	Julie	08470
CARON	Mary	09847
CHAHAL	Jaskanwal	10698
CHASE	William	08784
CHEVALIER	Robert	09808
CHIASSON	Yvette	08769
CID	Claudia	08614
CILIA	John	09125
COOKE	Lee	08185
CRAWFORD	Jason	10025
CRISTOFARO	Daniel	89105
CRUZ	Antonio	09112
DAIGLE	Matthew	05311
DARNLEY	Steven	07909
DAWOOD	Amaan	09811
DAY	Joanne	09517
DE CAIRE	Jeffrey	90406
DE SOUSA	John	08325
DELOTTINVILLE	Steven	05340
DI NARDO	Marco	09964
DOYLE	Christopher	09090
DULATAS	Jose	90303
ELLIS	Graham	11046
FILIPPIN	Gianni	07230

Last Name	First Name	Badge
GAYLE	Phillip	10227
GENDI	Peter	10001
GREAVES	Brandon	09914
GREWAL	Amanpreet	09499
GRIER	Megan	09078
HAMMOND	Nora	86185
HAMMOND	Andrew	86204
HARRIS	Andrea	09653
HARVEY	Horace	08343
HAYFORD	Marc	99900
HAYNES	Andrew	09743
HEMPEN	George	08436
HENRY	Lesley-Anne	05393
HUTCHINGS	Mark	10054
INDIRAN	Prashanan	10324
JAMES	Rita	07894
KENNEDY	Mark	09569
KEVEZA	Ryan	09110
KHERA	Sandeep	08875
KIM	Hyok	09672
LAMBIE	Darryl	09906
LANDRY	Joel	08749
LAPTISTE	Marlon	09796
LEFORT	Kenton	08411
LEYVA	Sharon	08966
LITSTER-MACLEOD	Kimberley	10246
LORIA	Caterina	08852
MACDONALD	Scott	08371
MACHACEK	Erika	10812
MACKENZIE	Thomas	08377
MACKRELL	James	10068
MALENFANT	Andrew	05488
MANIQUIS	Alvin	08307
MARJI	Martha	09995
MARKS	Stacey	10582
MASSEY	John	07943
MCBRIDE	Raymond	90040
MCQUOID	Scott	07902
MILDENBERGER	Kaine	08503
MISIUDA	Melissa	09340

Last Name	First Name	Badge
MUGFORD	Stephen	10672
NANTAIS	Jennifer	07191
NISHIKAWA	Brian	10188
ODDI	John-Paul	10974
PAKKA	Yulia	10960
PANAYOTOV	Lubomir	09856
PANESAR	Sarabhjeet	09297
PARGETTER	Kevin	09943
PARKER	Fitzroy	08881
PARLIAMENT	James	05051
PATTERSON	Shona-Lynn	09731
PENNY	Lisa	09989
QUINN	Sean	99965
RAMSBOTTOM	Christopher	08635
RASPBERRY	Jason	09987
REED-PYEFINCH	Jennifer	08657
REEVES	Sean	06401
RENNIE	Jason	09252
REYNOLDS	Jason	07856
RILEY	Jesse	09226

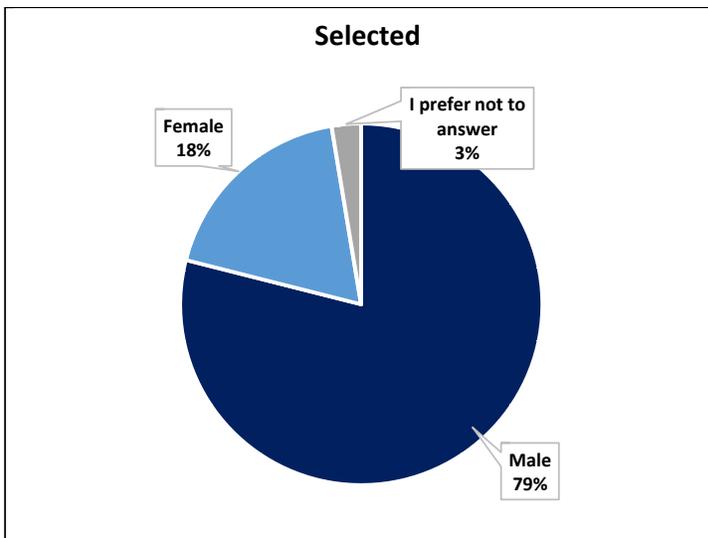
Last Name	First Name	Badge
ROMANO	Robert	09205
ROSS	Cameron	09898
ROURKE	Emerald	07797
SANTIZO ORANTES	Nelson	08899
SAYEDZADEH	Mehrdad	99771
SCHUMACHER	Jonathan	05124
SEHDEV	Nitin	09867
SINGFIELD	Alexander	08351
SMITH	Rohan	08708
SO	Ying	08332
SWAINE	Aaron	10510
TAHIRAJ	Ali	08552
TUGHAN	Michael	08682
TURNBULL	James	08457
TZIKAS	Athanasios	10761
ULFAT	Ahsan	09713
URBAS	Nathalie	10741
WATT	Jermaine	09729
WILSON	Shane	08711
YUNG	Stephen	09728

Appendix F: Staff Sergeant Demographic Data and Promotion List

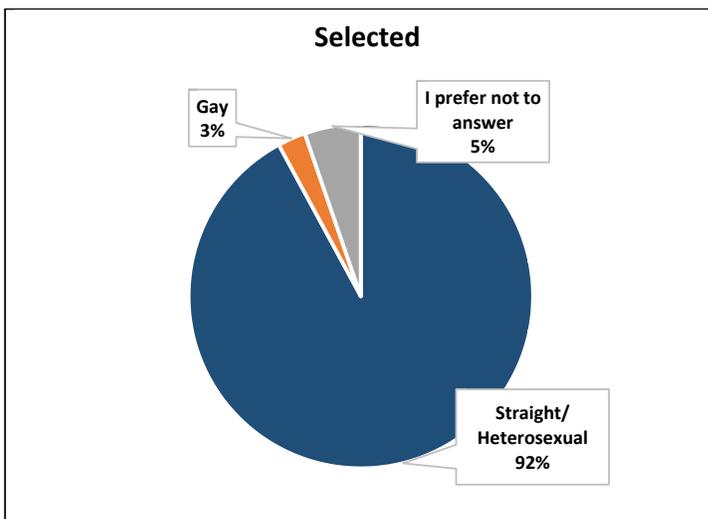
Sample Size

Selected
60
63% Average response rate

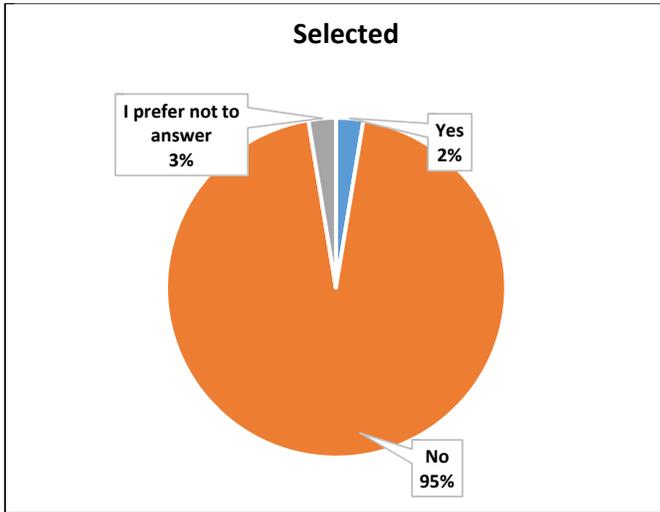
Gender Orientation:



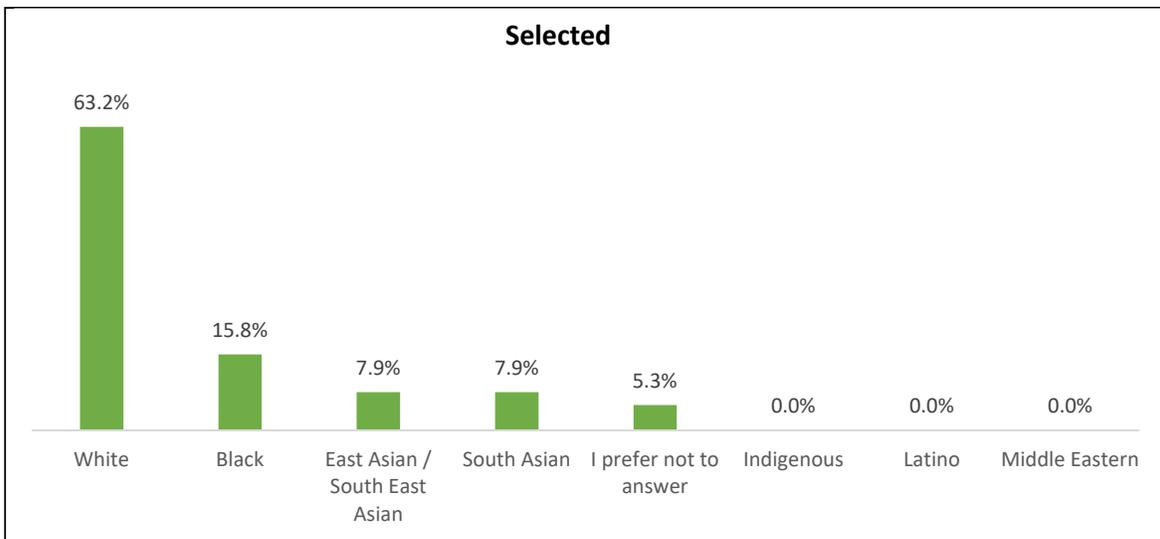
Sexual Orientation:



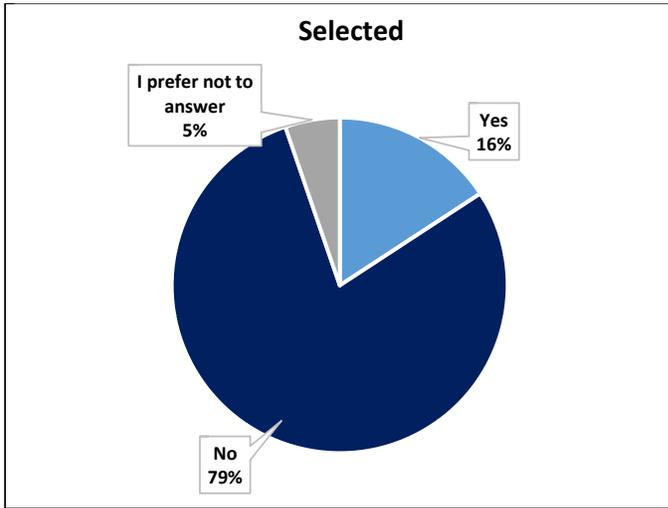
Identify as first nations:



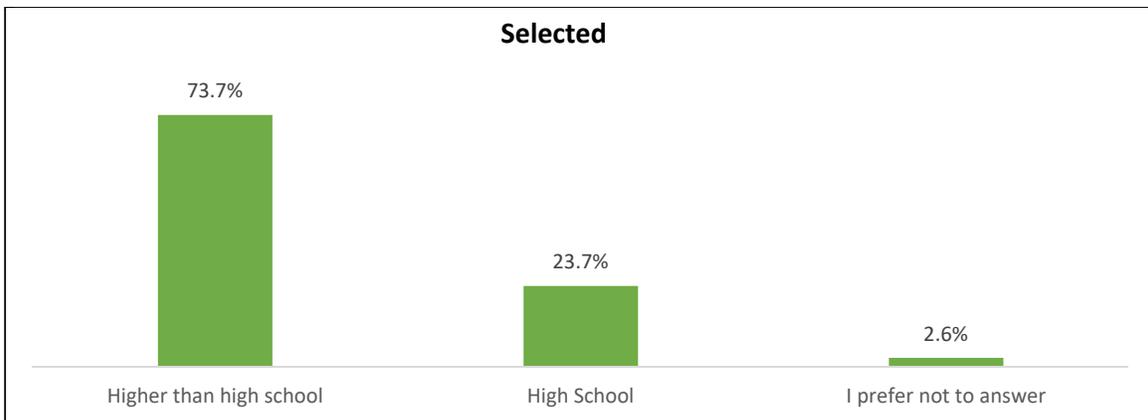
Racial Background:



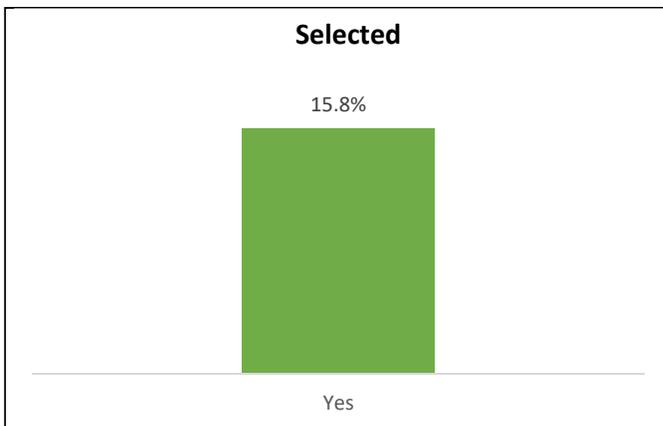
Disability:



Education:



Fluent in a language other than English:



2021 STAFF SERGEANT ELIGIBILITY LIST

SURNAME	BADGE	SURNAME	BADGE
ALI	87298	LEE	9214
ALLINGTON	7497	MACDUFF	99630
APOSTOLIDIS	7529	MAHARAJ	8453
BABINEAU	99607	MATTHEWS	8345
BARTLETT	8781	MCCANN	99697
BURRY	7553	MCCORD	8946
CARMICHAEL	7495	MINOR	1721
CARVALHO	1076	MORRIS	99470
CASTELL	9666	MORSE	8130
CHAN	89888	MULLEN	7592
CHOE	5392	OLSZERVSKI	89887
COSGROVE	8612	OUELLETTE	5258
COYNE	9358	PERCIVAL	86455
CRILLY	5083	PRAVICA	5097
DALEY	99097	QUINN	5169
DICOSOLA	1281	REID	99863
DIZON	5242	ROSE	99548
DUNKLEY	4233	ROUTH	88640
FORDE	86872	RUHL	6509
ESCOTT	8646	SHANGI	5459
FOLEY	5078	SINCLAIR	8116
GILBERT	86793	SLOAN	7844
HARRIS	5322	THORNTON	8041
HAYLES	5009	TSIANOS	8183
HAYNES	8586	WALLACE	99923
HOOPER	8652	WATSON	8385
HOPKINS	8058	WEHBY	7965
JANSZ	5330	WILLIAMS	2138
JONES	7905	WESTERVELT	5415
KIM	8762	WILSON	5019

Appendix G

Superintendent Promotion List

The officers listed below were selected for the eligibility pool for promotion to the rank of Superintendent.

Acting Superintendent	Donald BELANGER	5072
Acting Superintendent	Stacyann CLARKE	5223
Acting Superintendent	Lisa CROOKER	7452
Inspector	Ronald KHAN	6639
Acting Superintendent	Brian MacINTYRE	32
Acting Superintendent	Kimberley O'TOOLE	99481
Inspector	Lauren POGUE	5583
Acting Superintendent	Richard SHANK	6045
Inspector	Darla TANNAHILL	7234
Inspector	Warren WILSON	7270

Staff Superintendent Promotion List

The officers listed below were selected for the eligibility pool for promotion to the rank of Staff Superintendent.

Promotions to the Rank of Staff Superintendent		
Name	Badge	Date of Board Appointment
CODE, Peter	6469	October 12, 2021
GRAY, Pauline	3761	October 12, 2021
JOHNSON, Robert	5909	October 12, 2021
POGUE, Lauren	5583	October 12, 2021
MOREIRA, Peter	470	To Be Determined



Toronto Police Services Board Report

May 18, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Annual Report: April 1, 2021 to March 31, 2022 – Grant Applications and Contracts

Recommendation:

It is recommended that the Toronto Police Services Board (Board) receive this report.

Financial Implications:

Grant funding fully or partially subsidizes the program for which a grant is intended. Grants with confirmed annual funding at the time of budget development are included in the Toronto Police Service's (Service) operating and capital budgets. Grants that are awarded in-year, result in a budget adjustment to both expenditure and revenue accounts, with a net zero impact to the Service. Any program costs not covered by grants are accounted for in the Service's capital or operating budgets.

For the reporting period of April 1, 2021 to March 31, 2022, the Service was awarded \$28.5 Million (M) in grant funding from the Provincial and Federal governments.

Background / Purpose:

At its meeting of February 28, 2002, the Board granted standing authority to the Chair of the Board to sign all grant and funding applications and contracts on behalf of the Board (Min. No. P66/02 refers).

At its meeting of November 24, 2011, the Board approved that the Chief report annually on grant applications and contracts (Min. No. P295/11 refers).

This annual report covers the period of April 1, 2021 to March 31, 2022.

Discussion:

As of March 31, 2022, the Service had a total of 16 active grants. Some of these grants were awarded in prior reporting periods, span multiple years and therefore would not be in Appendix A (Grant Applications) or B (New Grants Awarded & Contract Amendments). The 16 active grants at this point in time are outlined in Table 1 below:

Table 1 – Active Grants

#	Name of Grant	Frequency of Award	Amount	Year ending
1	Youth In Policing Initiative and Youth In Policing Initiative - After School Program	Annually	\$990,009	March 31, 2022
2	Provincial Strategy to Protect Children from Sexual Abuse and Exploitation on the Internet	Four-year	\$637,282 \$637,282 \$637,282 \$637,282	March 31, 2022 March 31, 2023 March 31, 2024 March 31, 2025
3	Reduce Impaired Driving Everywhere (R.I.D.E.)	Two-year	\$184,747 \$184,829	March 31, 2021 March 31, 2022
4	Increasing Closed Circuit Television (C.C.T.V.) Capacity	Three-year	\$2,000,000 \$500,000 \$500,000	March 31, 2020 March 31, 2021 March 31, 2022
5	Proceeds of Crime Front-line Policing Grant - Project Engage	Three-year	\$100,000 \$100,000 \$100,000	March 31, 2021 March 31, 2022 March 31, 2023
6	Proceeds of Crime Front-line Policing Grant - YourChoice.to - Supporting the L.G.B.T.Q.I.2.S. Survivors	Three-year	\$100,000 \$70,000 \$130,000	March 31, 2021 March 31, 2022 March 31, 2023
7	Victim Support Grant – Project Survivor - Supporting Survivors and Communities through Training, Awareness and Research	Two-year	\$100,000 \$100,000	March 31, 2022 March 31, 2023
8	Children at Risk of Exploitation (C.A.R.E.) Unit Grant	Five-year	\$753,000 \$1,369,500 \$1,167,000 \$1,195,500 \$1,224,800	March 31, 2021 March 31, 2022 March 31, 2023 March 31, 2024 March 31, 2025
9	Ontario Closed Circuit Television (C.C.T.V.) Grant Program	One-time	\$200,000	March 31, 2022
10	Civil Remedies Grant -Toronto Homicide Mentoring Program	One-time	\$99,989	March 31, 2023
11	Ontario's Strategy to End Human Trafficking	One-time	\$69,600	March 31, 2022

#	Name of Grant	Frequency of Award	Amount	Year ending
12	Provincial Human Trafficking Intelligence - Led Joint Forces Strategy	One-time	\$217,090	March 31, 2022
13	Criminal Intelligence Service Ontario - Proceeds of Crime Law Enforcement Grant	One-time	\$86,603	March 31, 2022
14	Provincial Guns and Gangs Initiative Grant	Four-year	\$4,911,000 \$6,411,000 \$4,911,000 \$4,911,000	March 31, 2019 March 31, 2020 March 31, 2021 March 31, 2022
15	Community Safety and Policing (C.S.P.) Grant <u>Breakdown:</u> - Public Safety Response Team (P.S.R.T.) - Connected Officer Program (C.O.) Information - Technology Improvements Expansion - Neighbourhood Officer Program into the Yonge & Dundas Square - Transformative initiatives leading to more equitable policing - Conducted Energy Weapon (C.E.W.) training for front-line officers and new recruits	Three-year	\$17,413,656 \$18,913,656 \$18,913,656 \$10,678,656 \$3,331,000 \$1,573,000 \$1,559,000 \$911,000 \$861,000	March 31, 2020 March 31, 2021 March 31, 2022
16	Federal Contribution to Provincial Strategy to Protect Children from Sexual Abuse and Exploitation on the Internet	One-time	\$70,850	March 31, 2022

The Service was awarded \$28.5 Million (M) from the above 16 active grants for the reporting period of April 1, 2021 to March 31, 2022.

Appendix A provides the details of grant applications submitted by the Service, but not necessarily awarded by other levels of government. During the current reporting period, April 1, 2021 to March 31, 2022, there were seven applications submitted for grant funding of which five were approved.

Appendix B provides the details of new grants awarded and contract amendments signed by the Chair. During the current reporting period, April 1, 2021 to March 31, 2022, the Chair signed 11 grant contracts and four contract amendments.

Conclusion:

This report provides the Board with information on grant related activity that occurred during the period of April 1, 2021 to March 31, 2022, as well as the active grants in place as at the same date.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office

Appendix A

Grant Applications Submitted by the Service April 1, 2021 to March 31, 2022

Name and Description of Grant	Amount of Funding Requested	Grant Term	Comments
<p>Victim Support Grant – Project Survivor – Supporting Survivors and Communities through Training, Awareness and Research</p> <ul style="list-style-type: none"> A two-year project to support victims and survivors of human trafficking through collaboration with anti-human trafficking organizations, implementation of officer training and education programs, public awareness and outreach initiatives and research on advanced technological platforms that can aid to better understand types of trafficking involved, scope of the problem, detection of criminal behavior, the identification of previously unknown victims and the development of grounds for prosecution. 	\$200,000	April 1, 2021 to March 31, 2023	<p>Application submitted to Ministry of the Solicitor General in July 2021.</p> <p>Funding approved - See Appendix B.</p>
<p>Ontario Closed Circuit Television (C.C.T.V.) Grant Program</p> <ul style="list-style-type: none"> A grant program to expand C.C.T.V. systems as part of Ontario Guns, Gangs and Violence Reduction Strategy (G.G.V.R.S.). 	\$200,000	April 1, 2021 to March 31, 2023	<p>Application submitted to Ministry of the Solicitor General in July 2021.</p> <p>Funding approved – See Appendix B.</p>
<p>Community Safety and Policing Grant – Local Priorities Funding Stream</p> <ul style="list-style-type: none"> A three-year grant program to support police services in combatting crime on a more sustainable basis and keeping Ontario communities safe. Applications for a total of seven initiatives were submitted under the Program: <ol style="list-style-type: none"> Neighbourhood Officer Program & Expansion (\$12,239,200) Digital Officer Program (\$6,512,500) Inclusive Policing Transformation (\$1,824,800) Data Storage Modernization (\$540,000) Public Safety Response Team (\$33,000,000) Data Governance and Metadata Management (\$3,420,100) Centralized Shooting Response Team (\$13,337,841) 	\$70,874,441	April 1, 2022 to March 31, 2025	<p>Application submitted to Ministry of the Solicitor General in January 2022.</p> <p>Funding approved – See Appendix B.</p>

Appendix A

Grant Applications Submitted by the Service April 1, 2021 to March 31, 2022

Name and Description of Grant	Amount of Funding Requested	Grant Term	Comments
<p>Community Safety and Policing Grant – Provincial Priorities Funding Stream – Toronto Police Service Program for Provincial Genetic Genealogy Investigations</p> <ul style="list-style-type: none"> A three-year grant program to support police services in combatting crime on a more sustainable basis and keeping Ontario communities safe. This project is to provide funding in support of establishing a program to make genetic genealogy (a science that assists in identifying suspects in investigations of homicide and sexual assault cases) available to police services province-wide. 	\$1,500,000	April 1, 2022 to March 31, 2025	<p>Application submitted to Ministry of the Solicitor General in January 2022.</p> <p>Funding approved – See Appendix B.</p>
<p>Community Safety and Policing Grant – Provincial Priorities Funding Stream – Bail Support Team</p> <ul style="list-style-type: none"> A three-year grant program to support police services in combatting crime on a more sustainable basis and keeping Ontario communities safe. This project is to provide funding for the Bail Support Team which is a dedicated group of officers created to provide support in the continuing efforts to reduce gun violence in the City of Toronto. 	\$1,500,000	April 1, 2022 to March 31, 2025	<p>Application submitted to Ministry of the Solicitor General in January 2022.</p> <p>Application was not successful.</p>
<p>Research and Knowledge Initiative “Cultivating Community Data and Research to Inform Infrastructure Decision-making” – Neighbourhood & Community Safety Information Platform</p> <ul style="list-style-type: none"> This project would allow the Service to establish a digital platform for data collection, standardization, and sharing community safety information to support community infrastructure planning and development, as well as service delivery. 	\$600,000	April 1, 2022 to March 31, 2024	<p>Application submitted to Infrastructure Canada in October 2021.</p> <p>Application was not successful.</p>

Appendix A

Grant Applications Submitted by the Service April 1, 2020 to March 31, 2021

Name and Description of Grant	Amount of Funding Requested	Grant Term	Comments
<p>Youth In Policing Initiative and Youth In Policing Initiative - After School Program</p> <ul style="list-style-type: none"> A program to provide summer and after school employment opportunities for youth who are reflective of the cultural diversity of the community. 	\$990,009	April 1, 2021 to March 31, 2022	<p>Application submitted to Ministry of Children, Community and Social Services in March 2022.</p> <p>Funding approved – See Appendix B.</p>

Appendix B

New Grants Awarded & Contract Amendments Signed by Chair April 1, 2021 to March 31, 2022

Name and Description of Grant	Amount of Funding Approved	Grant Term	Comments
<p>Youth In Policing Initiative and Youth In Policing Initiative - After School Program</p> <ul style="list-style-type: none"> A program to provide summer and after school employment opportunities for youth who are reflective of the cultural diversity of the community. 	\$392,100	April 1, 2020 to March 31, 2021	The Chair signed the contract in December 2021.
<p>Civil Remedies Grant Program - Toronto Homicide Mentoring Program</p> <ul style="list-style-type: none"> A training program established where seasoned Service homicide investigators train accredited major case officers from across the Province on strategies used in the investigation of gang-related murder cases. 	\$99,989	April 1, 2020 to March 31, 2023	The Chair signed the contract amendment No. 2 in December 2021 to extend the contract term to March 31, 2023.
<p>Provincial Strategy to Protect Children from Sexual Abuse and Exploitation on the Internet</p> <ul style="list-style-type: none"> Funding to coordinate the increased identification of victims, to provide support services to victims of child internet sexual abuse and exploitation and to assist in preventing the cycle of recurring victimization. 	\$2,549,128	April 1, 2021 to March 31, 2025	The Chair signed the contract in May 2021.
<p>Proceeds of Crime Front-line Policing Grant – YourChoice.to – Supporting the L.G.B.T.Q.I.2.S. Survivors</p> <ul style="list-style-type: none"> A three-year project to add the new component, adaptation to include the need of the L.G.B.T.Q.I.2.S. survivors, to YourChoice.to which is a resource that empowers and promotes multi-faceted media strategy promoting and supporting the right of survivors of sexual violence to choose what happens next with focus on emotional/physical wellbeing of survivors and features translated versions of the Guide for Survivors of Sexual Assault. 	\$300,000	April 1, 2020 to March 31, 2023	The Chair signed the contract amendment in March 2022 to reallocate approved budget between fiscal years.

Appendix B

**New Grants Awarded & Contract Amendments Signed by Chair
April 1, 2020 to March 31, 2021**

Name and Description of Grant	Amount of Funding Approved	Grant Term	Comments
<p>Provincial Guns & Gangs Initiative Grant</p> <ul style="list-style-type: none"> • Funding to provide additional digital, investigative and analytical resources in support of the Service to fight gun and gang violence in the city under the six initiatives: <ol style="list-style-type: none"> 1. Social Media Analysis & Online Investigations 2. Detective Operations Video Analysis Unit 3. Technology Requirements 4. Firearm Related Bail Compliance Checks 5. Confidential Investigative Techniques 6. Project Community Space 	\$21,144,000	August 23, 2018 to March 31, 2022	The Chair signed the contract amendment in May 2021 to revise Performance Measures.
<p>Increasing C.C.T.V. Capacity</p> <ul style="list-style-type: none"> • Funding to expand the Public Safety C.C.T.V. program, a component of crime prevention initiatives particularly as it relates to gun violence, by increasing the number of C.C.T.V. systems by 40 from 34 to 74. 	\$3,000,000	August 23, 2019 to March 31, 2022	The Chair signed the contract amendment in December 2021 to purchase ten additional C.C.T.V. systems for a total of 50.
<p>Criminal Intelligence Service Ontario Grant - Proceeds of Crime Law Enforcement Grant</p> <ul style="list-style-type: none"> • Funding used to purchase equipment that will directly enhance the abilities of investigations to disrupt criminal acts, provide evidence of the allegations, and ultimately afford the prosecutors the best product in the criminal trial process. 	\$86,603	April 1, 2021 to March 31, 2022	The Chair signed the contract in February 2022.
<p>Ontario Closed Circuit Television (C.C.T.V.) Grant Program</p> <ul style="list-style-type: none"> • A grant program to expand C.C.T.V. systems as part of Ontario Guns, Gangs and Violence Reduction Strategy (G.G.V.R.S.). 	\$200,000	April 1, 2021 to March 31, 2023	The Chair signed the contract in December 2021.

Appendix B

New Grants Awarded & Contract Amendments Signed by Chair April 1, 2020 to March 31, 2021

Name and Description of Grant	Amount of Funding Approved	Grant Term	Comments
<p>Ontario's Strategy to End Human Trafficking</p> <ul style="list-style-type: none"> Funding to assist police services in coordinating the increased identification of victims, provide support services to victims of human trafficking and exploitation, and assist in preventing the cycle of recurring victimization. The strategy will build capacity and sustainability by establishing a coordinated, strategic plan between police services, Crown attorneys and victim support services in investigating human trafficking and protecting victims. 	\$69,600	April 1, 2021 to March 31, 2022	The Chair signed the contract in September 2021.
<p>Federal Contribution to Provincial Strategy to Protect Children from Sexual Abuse and Exploitation on the Internet</p> <ul style="list-style-type: none"> Funding received by the Province from Public Safety Canada under the "Contribution Agreement: Building Local Internet Child Exploitation Unit Capacity in Ontario to Combat Child Sexual Exploitation Online" is redistributed to municipal police services, including the Service, and is used to partially cover the salaries of a full-time Internet Child Exploitation Investigator. 	\$70,850	April 1, 2021 to March 31, 2022	The Chair signed the contract in June 2021.
<p>Provincial Human Trafficking Intelligence-Led Joint Forces Strategy</p> <ul style="list-style-type: none"> The funding is to partially cover the salaries and benefits of a Human Trafficking Investigator and a Human Trafficking Intelligence Analyst dedicated to investigative activities undertaken as part of the Province's Intelligence-Led Joint Force Strategy. 	\$217,090	April 1, 2021 to March 31, 2022	The Chair signed the contract in February 2022.

Appendix B

New Grants Awarded & Contract Amendments Signed by Chair April 1, 2020 to March 31, 2021

Name and Description of Grant	Amount of Funding Approved	Grant Term	Comments
<p>Community Safety and Policing Grant – Local Priorities Funding Stream</p> <ul style="list-style-type: none"> • A three-year grant program to support police services in combatting crime on a more sustainable basis and keeping Ontario communities safe. Applications for a total of seven initiatives are submitted under the Program: <ol style="list-style-type: none"> 1. Neighbourhood Officer Program & Expansion (\$12,239,200) 2. Digital Officer Program (\$6,512,500) 3. Inclusive Policing Transformation (\$1,824,800) 4. Data Storage Modernization (\$540,000) 5. Public Safety Response Team (\$33,000,000) 6. Data Governance and Metadata Management (\$3,420,100) 7. Centralized Shooting Response Team (\$13,337,841) 	\$70,874,441	April 1, 2022 to March 31, 2025	The Chair signed the contract outside the reporting period (May 2022).
<p>Community Safety and Policing Grant – Provincial Priorities Funding Stream – Toronto Police Service Program for Provincial Genetic Genealogy Investigations</p> <ul style="list-style-type: none"> • A three-year grant program to support police services in combatting crime on a more sustainable basis and keeping Ontario communities safe. This project is to provide funding in support of establishing a program to make genetic genealogy (a science that assists in identifying suspects in investigations of homicide and sexual assault cases) available to police services province-wide. 	\$1,500,000	April 1, 2022 to March 31, 2025	The Chair signed the contract outside the reporting period (April 2022).

Appendix B

**New Grants Awarded & Contract Amendments Signed by Chair
April 1, 2020 to March 31, 2021**

Name and Description of Grant	Amount of Funding Approved	Grant Term	Comments
<p>Victim Support Grant – Project Survivor – Supporting Survivors and Communities through Training, Awareness and Research</p> <ul style="list-style-type: none"> A two-year project to support victims and survivors of human trafficking through collaboration with anti-human trafficking organizations, implementation of officer training and education programs, public awareness and outreach initiatives and research on advanced technological platforms that can aid to better understand types of trafficking involved, scope of the problem, detection of criminal behavior, the identification of previously unknown victims and the development of grounds for prosecution. 	<p>\$200,000</p>	<p>April 1, 2021 to March 31, 2023</p>	<p>The Chair signed the contract in December 2021.</p>
<p>Youth In Policing Initiative and Youth In Policing Initiative - After School Program</p> <ul style="list-style-type: none"> A program to provide summer and after school employment opportunities for youth who are reflective of the cultural diversity of the community. 	<p>\$990,009</p>	<p>April 1, 2021 to March 31, 2022</p>	<p>The Chair signed the contract outside the reporting period (May 2022).</p>



Toronto Police Services Board Report

May 30, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Toronto Police Service Audit & Quality Assurance Annual Report

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive this report.

Financial Implications:

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

Background / Purpose:

At its meeting of December 15, 2014, the Board approved its Audit Policy (Min. No. P272/14 refers), which outlines a number of responsibilities for the Chief, including the following:

- The Chief of Police will prepare, using appropriate risk-based methodology, an annual quality assurance work plan which will identify inherent risks, resource requirements and the overall objectives for each audit and the work plan will be reported to the Board at a public or a confidential meeting as deemed appropriate;
- The Chief of Police will provide an annual report to the Board with the results of all audits and will highlight any issues that in accordance with this policy will assist the Board in determining whether the Toronto Police Service (Service) is in compliance with related statutory requirements, and issues that have potential risk of liability to the Board and/or to the Service.

The purpose of this report is to provide the Board with the Service's 2022 Audit Work Plan and 2021 Project Results.

Discussion:

Who is responsible for Internal Controls and Managing Risk in an Organization?

The Chief of Police, Command Officers, the Senior Management Team and Unit Commanders are responsible for managing and mitigating risk and ensuring proper internal controls exist and are working well in their respective areas of responsibility.

Internal controls are:

- part of an ongoing management framework that ensures operational efficiency and effectiveness are achieved, waste and fraud mitigated, and compliance with policies, procedures and legislation attained, through the management and control of risks; and
- made up of procedures, policies, processes and measures, including proper supervision, that are designed to help ensure the Service meets its objectives, and to mitigate risks that can prevent an organization from meeting its objectives.

What is Audit & Quality Assurance's Role in the Internal Controls Framework?

Audit and Quality Assurance (A.&Q.A.) is essentially an internal audit function. It reports administratively to the Staff Superintendent of Strategy & Risk Management and functionally to the Service's Executive Assurance Committee (E.A.C.) that is comprised of the Chief of Police, Chief Administrative Officer, Chief Information Officer, the Deputy Chiefs, and the Chair of the E.A.C.

A.&Q.A. provides assurance, insight and advice to the Chief of Police in fulfilling his/her duties and responsibilities as prescribed by Section 41 (1) of the Ontario Police Services Act and supports the governance and oversight functions of the E.A.C. by:

- conducting independent, objective assessments within the Service in order to provide an opinion or conclusion regarding a process, system or other subject matter. The nature and scope of the assurance engagement will be determined by A.&Q.A. and may: identify any control weaknesses, make recommendations for corrective actions, promote risk management, improve value for money in service delivery, address compliance with legislation and regulation and address proper stewardship of assets;
- developing a yearly workplan that focuses on high risk policing operations by applying a risk assessment framework that takes into account public safety,

officer safety, controls factors (such as Service procedures, supervision and oversight), policing applications and personal and organizational integrity;

- assessing, as appropriate, that program and unit mandates are consistent with and properly address Service priorities, goals and strategies and are implemented effectively, efficiently, economically, environmentally and ethically in response to community needs;
- responding to ad hoc requests from the Chief or Command Officers and providing consulting and advisory services to Command and senior management related to governance, risk management and control. The nature and scope of consulting engagements will be agreed upon by both A.&Q.A. and Command and A.&Q.A. will not assume management responsibility or be involved in implementation;
- providing the findings and recommendations from audits performed by the City Auditor General on City divisions and agencies, to the appropriate senior manager of the Service for review of the control issues identified so that corrective action required can be taken by the Service, if and as necessary;
- acting as the Compliance Administrator, as required per the Inquiry Services System Oversight Framework of the Ministry of Transportation; and
- evaluating the potential for the occurrence of fraud and how the Service manages fraud risk.

International Standards for the Professional Practice of Internal Auditing

A.&Q.A. has followed the Institute of Internal Auditors' (I.I.A.) *International Standards for the Professional Practice of Internal Auditing (Standards)* since the early 2000's. These *Standards* were affirmed by the E.A.C. The *Standards* pertain not only to the practice of internal auditing but also to the Code of Ethics. The *Standards* require every internal audit activity to undergo an external quality assessment to confirm its conformance to the *Standards* and Code of Ethics at least once every five years. A.&Q.A.'s first self-assessment with independent external validation was conducted in 2011 and its second in 2016.

During 2021, A.&Q.A. underwent its third self-assessment with independent external validation. The I.I.A.'s Quality Services, L.L.C. was the successful bidder engaged to conduct the independent validation. The independent external assessor concluded that A.&Q.A. generally conforms to the *Standards* and the Code of Ethics with the exception of the *Standards* dealing with independence. The assessor recommended the creation of an independent audit committee and functional reporting to the Board. Additionally,

the assessor recommended that the Board approve the internal audit charter, the risk-based internal audit plan, the internal audit budget and resource plan and establish a direct line of communication with the Manager of A.&Q.A. The Board is currently in the process of reviewing and revising its Audit Policy to better align with current Board priorities. A key element of the revisions being considered involves establishing a process for the Board to receive reports from A.&Q.A. and increasing the Board's involvement in A.&Q.A.'s planning process.

Of special note related to the assessment, the Service was the first police service worldwide to receive accreditation. It is the only police service world-wide to have undergone the self-assessment and independent validation process by the I.I.A. for a third time. Additionally, several successful internal audit practices were highlighted including A.&Q.A.'s risk assessment methodology, its robust Quality Assurance and Improvement Program, its extensive peer review process and the unit's successful implementation of an electronic working paper application.

Development of Annual Audit Work Plan

A.&Q.A. begins its annual work plan development process by researching and examining regulatory, environmental, technological and community issues and concerns that have the potential to affect the operations of the Service. The unit also examines other agencies' audit reports for trends, emerging issues and topics. A.&Q.A. then consults with the Command, senior management and selected unit commanders to identify risks, opportunities, strengths and weaknesses, which may impact the ability of the Service to achieve its priorities, goals and strategies. At the direction of the Chief, the unit has also consulted with the Chair of the Board regarding proposed work plan topics. In addition, the City Auditor General (A.G.) presented her 2022 Work Plan to the City's Audit Committee on November 2, 2021. A.&Q.A. reviewed the A.G.'s work plan to ensure no duplication of efforts.

Based on the results of this research and consultation, A.&Q.A. creates a listing of potential projects and conducts a risk assessment using established risk and opportunity factors to determine the relevant ranking of these projects.

In formulating the work plan, the unit also considers legislative and Service requirements. The main legislative requirement is Ontario Regulation 03/99, Adequacy and Effectiveness of Police Services. A.&Q.A. is mandated by the Chief to conduct audits related to the Policing Standards Manual each year. Service requirements also include audits mandated by Service procedures, coverage of high-risk areas in various Command areas, identification of opportunities for improvement and fiscal accountability.

A.&Q.A. cannot audit every unit, process, policy, procedure or program in the Service. It is therefore important that in developing the annual work plan, careful consideration is given to prioritizing projects so that the unit's limited resources can be utilized efficiently and effectively, and add the greatest overall value to the Service.

2022 Audit Work Plan

A.&Q.A.'s 2022 Audit Work Plan (see Appendix A) was approved by the E.A.C. and Chief at its February 14, 2022 meeting. The work plan is a working document and is designed to accommodate changes due to challenges that arise from project findings or the need to divert resources to deal with emerging issues.

Once projects are completed and the reports and recommendations approved by the E.A.C., the recommendations are tracked by A.&Q.A. The unit uses a tracking database to monitor the implementation status of recommendations assigned to management to ensure that appropriate corrective action is taken on a timely basis. Reports of the status of recommendations are presented to the E.A.C. on a quarterly basis.

2021 Project Results

Appendix B outlines reports issued in 2021 and Appendix C lists projects in progress at year-end. A summary of project objectives and related findings are included as part of these documents. The findings and assigned risk are based on a comparison of the conditions, as they existed at the time, against pre-established audit criteria that were agreed on with management. The findings and assigned risk are applicable only to areas examined and for the time period specified.

Conclusion:

This report provides the Board with the Service's 2022 Audit Work Plan and 2021 Project Results.

Staff Superintendent Robert Johnson will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

James Ramer O.O.M.
Chief of Police

*original copy with signature on file in Board office

Appendix A – 2022 Audit Work Plan

Project	Synopsis	Projected Total Hours
Risk Assessment and Work Plan Development	I.I.A. <i>Standards</i> require A.&Q.A. to conduct a yearly risk assessment in the preparation of its work plan to ensure adequate resources are deployed to audit high-risk areas. Research and consultation is undertaken to identify projects that are then assessed using risk and opportunity factors to determine the relevant ranking of these projects. The work plan is then prepared giving careful consideration to prioritizing the projects so A.&Q.A.'s resources can be utilized efficiently and effectively and add the greatest overall value to the Service.	200
Quality Assurance and Improvement Program – Continuous Improvement	As part of A.&Q.A.'s commitment to a continuous improvement process, the unit will perform peer reviews on projects, prepare project and work plan status reports, track outstanding recommendations and review the unit's conformance with I.I.A.'s 52 <i>Standards</i> and Code of Ethics on an ongoing basis. A yearly report on these activities will be prepared and presented to the E. A. C.	300
Review of Generally Accepted Government Auditing Standards	A.&Q.A. is researching an alternative internal audit standard that is more suitable to government entities. The City of Toronto Auditor General is currently using Generally Accepted Government Auditing Standards (G.A.G.A.S.). It is highly likely that the Service will meet independence standards according to G.A.G.A.S. interpretation. A.&Q.A. will assess how to pivot and adjust its internal process to satisfy the requirements of G.A.G.A.S.	100

Project	Synopsis	Projected Total Hours
Property and Video Evidence Management Unit – Firearms Processing Section	The Property and Video Evidence Management Unit audit is a provincially mandated audit that is conducted on a rotational cycle. This rotation is comprised of the general warehouse, drugs, firearms and video evidence to ensure adequate coverage of all areas. Each area is subject to a comprehensive audit every four years. The 2022 audit will assess the effectiveness of key internal controls on managing seized, found and surrendered firearms and prohibited weapons and the security and safekeeping of this property.	700
Ministry of Transportation Inquiry Services System Compliance Audit	This audit will identify and report on compliance issues, in accordance with the Inquiry Services System Oversight Framework for Policing Services of the Ministry of Transportation (M.T.O.). Per the framework, this audit includes identifying a lawful purpose for transactions selected by the M.T.O. and performing user exception testing (i.e. volume of searches, searches on colleagues, family, public figures, and vanity plates).	300
Major Case Management /Powercase	A review of Service compliance with the requirements of Ontario Regulation 354/05, Major Case Management of the Police Services Act, 1990 and the Major Case Management Manual (2017). This audit will include a review of the usage of mandated major case management software, PowerCase, and will assess whether major cases have been properly identified and managed as prescribed. This audit has been included in the work plan in response to Recommendations 13.8 and 13.9 of the Missing and Missed report issued by Justice Epstein.	300

Project	Synopsis	Projected Total Hours
Serial Predator Notification Process	A review of the process in place to notify the provincial Serial Predator Crime Investigations Coordinator and an assessment of the Service's compliance with notification criteria as per the Major Case Management Manual (2017). This audit has been included in the work plan in response to Recommendations 28 and 29 of the Missing and Missed report issued by Justice Epstein.	500
Special Projects	Assistance provided to other units at the request of the Chief of Police/Strategy & Risk Management/E.A.C.	400
Search of Persons	Service Procedure 01-02, Search of Persons has been updated to enhance the Service's processes related to frisk and strip searches. A review will be conducted to verify compliance with the updated direction in procedure.	750
Body Worn Cameras	The Board has outlined mandatory annual audit requirements for the Service's use of body worn cameras. This ongoing audit will be conducted by the Inspections Team.	500
Audit of Facial Recognition	The Service's use of facial recognition software, while a valuable tool for investigators, raises concerns from community members in relation to improper use and surveillance. The Information Security unit conducted a Privacy Impact Assessment on facial recognition in 2017 which included a recommendation to have A.&Q.A. conduct an audit on its internal controls after facial recognition has been in place for over a year. This audit will include compliance with the Board's policy on the use of artificial intelligence and related information systems. (. m).	1000
Audit of Identity and Access Management (Cybersecurity)	Identity and Access Management ensures the right individuals access the right information at the right times for the right reasons. Given past issues identified, with a focus on privileged access, this audit will review the Service's policies, procedures, and controls in relation to identity and access management.	900

Project	Synopsis	Projected Total Hours
Operational Plans / Search Warrants (Search of Premises)	Audit of operational plans and related processes, especially with respect to proper consultation and approval by required parties. Extended work to incorporate search warrants with an emphasis on coordination, planning and training.	1200
After-Action Reports & Recommendations	Review of the collection, analysis, maintenance, planning and procedural/operational changes as a result of After-Action reports.	1000
Inspections	Due to restrictions caused by the COVID-19 Pandemic, the Inspections Team will be assisting the audit team with work plan projects. In addition, the Inspections Team will perform special projects as requested by Command.	0

Appendix B - Projects Completed in 2021

Project Name: Measuring Project Success

Project Objectives: The overall objective of this project was to identify processes in the Service that ensure that all projects/programs are being managed appropriately from the start so that the success or failure of the project/program can be measured at its closing.

Project Results: A.&Q.A reached out to several units to determine project management processes currently in place and tried to compile a list of projects that were currently in progress and recently completed in order to have a sample from which to select projects for review. Given that there is no central repository of projects within the Service, determining a sample of projects to select from and obtaining the documentation required to achieve this project's objectives would be difficult and time consuming. As such, continuing with this project at this time was not a value added activity. However, it is important that the Service establish a centralized unit to coordinate the management of Service projects and implement a project management framework. A Project Management Office (P.M.O.) is a strategic component of any organization trying to improve its ability to deliver projects that bring value to the organization and the stakeholders it serves. A.&Q.A. made a recommendation that the Chief of Police establish and staff a Corporate P.M.O. that will serve as a champion and source of expertise for Service-wide project management. This report and recommendation were turned over to Strategy & Risk Management and they will consider the audit findings and recommendation when presenting their proposed new structure to the Chief and Command. The findings in this report represent a medium risk to the Service.

Positive Outcomes:

- Command and senior management advised of the benefits of a well defined and structured Corporate P.M.O. and the current status of project management within the Service; and
- assist Strategy & Risk Management in strengthening their business case for a Corporate P.M.O.

Management Response: Strategy Management is constantly assessing the newly proposed unit structure and mandate to ensure the amenableness of this recommendation. Due to the exigencies of the Service and prioritization of resources, Strategy Management has not yet presented the proposed unit structure and mandate to the Command Strategy Management Committee and Resource Management Committee. Plans to present the new unit structure in 2022 are being finalized.

Project Name: Audit of Property and Video Evidence Management Unit – Drug Repository Section (P.V.E.M.U. – D.R.S.)

Project Objectives: The objectives of this project were to:

- verify the integrity and continuity of drug evidence in compliance with legislation, Service procedures and unit specific policies;

Appendix B - Projects Completed in 2021

- assess the continued effectiveness and efficiency of internal controls of the drugs stored in the repository;
- assess the security of the physical inventory of the drugs in the Drug Repository Section; and
- determine whether the Drug Repository Section has complete and accurate records for all drugs that come to the possession of the Service.

Project Results: Officers were not consistently providing all of the g required information on the forms accompanying property submissions, resulting in an internal control not functioning over a period of time. The agreement over the illegal cannabis dispensary enforcement between the Service and the Municipal Licensing and Standards (M.L.S.) is not covered by a formal agreement. Service procedures need to be updated to reflect current practices for the transfer of properties and the Property Report is to be amended to include designated Supervisor approval. The findings in this report represent a low to medium risk to the Service.

Positive Outcomes:

- regular monitoring for the return of transferred out property;
- better management of transferred out property with the creation of guidelines for handling transferred property;
- development of a formal Memorandum of Agreement (M.O.A.) between the Service and M.L.S. on illegal cannabis dispensary enforcement; and
- implementation of signing authority for designated supervisory officers on Service Form 404 will expedite approval and reporting process.

Management Response: P.V.E.M.U. continues to follow up on outstanding properties transferred out and a member is assigned to oversee the returns. P.V.E.M.U. has developed a process to review all drug submissions. Non-compliance issues are captured and reported on a dashboard created in conjunction with Analytics & Innovation for the Staff Superintendents, which is in development. Discussions are ongoing between Field Command and M.L.S. on the creation of the M.O.A. for the illegal cannabis dispensary enforcement.

Project Name: Ministry of Transportation Inquiry Services System Compliance Audit

Project Objectives: The objective of this project was to identify and report on compliance issues in accordance with the Ministry of Transportation (M.T.O.) Inquiry Services System (I.S.S.) Oversight Framework for Policing Services.

Project Results: The audit team concluded that the Service/ Board is overall compliant with the Memorandum of Agreement and Oversight Framework entered into with the M.T.O. This is the fourth such audit conducted by A.&Q.A. Issues were identified where the lawful purpose for queries within M.T.O. I.S.S. were not identifiable, either due to limited information being noted or the searches themselves being improper (i.e. searching of a colleague). The instances of non-compliance were

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forwarded to Information Security. The findings in this report represent a medium risk to the Service.

Positive Outcomes:

- improved compliance with M.T.O. I.S.S. usage;
- addressed account usage concerns; and
- additional awareness on notation of M.T.O. I.S.S. within memorandum books.

Management Response: Information Security reviewed non-compliance instances. In the event of an identified breach, Information Security will notify the M.T.O. After the previous year's M.T.O. I.S.S. audit (2020), Information Security took further action to improve the communication of this requirement. These actions were not expected to be reflected in this year's audit as most of the transactions selected by the M.T.O. preceded these communications. The issue of a lack of notation within memorandum books will be re-examined in next year's M.T.O. I.S.S. audit.

Project Name: Text Template 20 (T.T.20) / Scanned Memorandum Book Notes

Project Objectives: The objectives of this project were to determine if:

- lead Investigators are ensuring a T.T.20 is completed for officers identified on the Intergraph Computer Aided Dispatch (I.C.A.D.) reports;
- police officers are scanning and attaching their notes to the General Occurrence (G.O.) when required; and
- the rate of compliance with respect to T.T.20 completion and scanning notes improves when system-generated follow-ups are issued to dispatched officers.

Project Results: Lead Investigators were found to be non-compliant for ensuring a T.T.20 is completed for officers identified on the I.C.A.D. across the Service at a 23% overall non-compliance rate. Police officers were found to be non-compliant in scanning and attaching their notes to the G.O. at a 6% overall non-compliance rate. The rate of compliance with respect to T.T.20 completion and scanning notes was significantly improved when system-generated follow-ups are issued to dispatched officers as the non-compliance rate was found to be 0%. The findings in this report represent a medium risk to the Service.

Positive Outcomes:

- improved compliance with T.T.20 completion and scanned memorandum book notes;
- time required by Lead investigators to initiate follow-ups can be spent on other investigative responsibilities;
- fewer Crown follow-up requests for memorandum book notes required for disclosure; and

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- fewer cases in court being stayed or delayed for having incomplete disclosure.

Management Response: The Governance unit has amended Service Procedure 12-08, Appendix A Memorandum Books to require police officers to check their Workflow Queues daily and action follow-ups within the diary date, regardless of whether or not the Lead Investigator issued the follow-up. As of March 22nd, 2021 the new business process of direct notification to the involved officer along with a follow-up in their workflow is visible to their respective Supervisors and ensures all required memorandum book notes are submitted. Community Safety Command will continue to work with Business Relationship Management, and Analytics and Innovation to make certain Unit Commanders and Senior Officers have solutions in place to ensure accountability and compliance.

Project Name: Legal Claims

Project Objectives: The objectives of this project were to:

- determine how legal claims against the Service are received and assigned;
- determine the decision making process for legal claims against the Service; and
- determine how information related to legal claims is tracked, reported and analyzed by the City of Toronto and the Service.

Project Results: There is an opportunity for the City, the Service and the Board to work together to improve tracking and reporting of the Service claims in order to provide more useful information to the Service and the Board. Discussions need to be had to determine the kind of information that would be helpful. These discussions should involve the Service's Legal Services, members of the Service's Civil and Human Rights Case Review Committees, members of the City's Insurance & Risk Management Office and lawyers from City Legal as well as an external legal firm used by the City for all civil litigation matters. In addition, consideration should be given to involving the Board as well. There was one recommendation made in this report. The findings in this report represent a low risk to the Service.

Positive Outcomes:

- improved tracking and reporting of the Service's legal claims information;
- increased understanding by the Service and the Board surrounding reasons for liability and settlement recommendations; and
- improvement in the type of information provided to the Service and the Board.

Management Response: For civil actions neither the Service nor the City make the decision on whether to settle claims, and how they are settled. Claims are subrogated to the City's insurer and it is the insurer that provides instructions on how to proceed. The same applies to human rights applications, except where public interest remedies are sought. In those instances, the Service's Legal Services unit, on behalf of the Chief, will seek and provide instructions.

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In order to identify trends that may impact legal claims filed and better manage risks in the organization, the Service has requested City Insurance and Risk Management to provide the Service and the Board with a general report and or dashboard that identifies key risks that need to be managed by the Service, and that enable the Board to better carry out its oversight role.

Although Legal Services does not make the decision on settlement, it will engage with the relevant stakeholders to discuss the findings and recommendation, and implement the necessary action by the end of the third quarter, 2022.

Project Name: Follow Up Review of Intimate Partner Violence Occurrences

Project Objectives: The objectives of this project were to:

- examine previous areas of non-compliance identified in the 2020 Intimate Partner Violence (previously known as Domestic Violence) Occurrences Review; and
- verify the status of previous recommendations made as a result of the 2020 Intimate Partner Violence (previously known as Domestic Violence) Occurrences Review.

Project Results: The audit team performed a follow up review of intimate partner violence occurrences. Several areas of improvement were noted and several areas of non-compliance were identified. There were six recommendations and seven issues identified within the report. The findings in this report represent a medium risk to the Service.

Positive Outcomes:

- improvement in most areas of non-compliance;
- identified a need for further training/refresher training in relation to the Domestic Violence Risk Management/Ontario Domestic Assault Risk Assessment (D.V.R.M./O.D.A.R.A.) form;
- recommendations made to amend Service procedure to reflect changes that came as a result of Bill C-75; and
- recommendations made to standardize how victim notifications are recorded and also to reflect current practice in relation to the notification form.

Management Response: The non-compliance issues were addressed at a Unit Commander meeting along with a follow up reminder via meeting minutes. The Intimate Partner Violence dashboard is operational. All divisions have been submitting weekly audits of their compliance with a marked increase in all categories. The new dashboard has been created to increase compliance even further. East and West Field Commands will continue to monitor compliance and address observed deficiencies with Unit Commanders. The Toronto Police College (T.P.C.) has resumed the Intimate Partner Violence Investigators course and hopes to deliver five sessions in 2022. East and West Field Commands are liaising with T.P.C. regarding training and a

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D.V.R.M./O.D.A.R.A. refresher course. The Governance unit will complete the required research with the support of relevant stakeholders and subject matter experts. Service procedure will be amended to reflect the recommendations and be completed by the end of the second quarter of 2022.

Project Name: Audit of Source Management Payment Process

Project Objectives: The objectives of this project were to:

- verify that any previous recommendations and/or issues related to the audit of Source payments have been implemented;
- establish the accuracy and integrity of the Source payment float fund via an unannounced cash count;
- verify that there is proper oversight and management control of the funds for Source payments; and
- verify that the Source payment process is administered in accordance with Service Governance.

Project Results: Two recommendations were made to revise Service Governance regarding the new payment process. The findings in this report represent a low risk to the Service.

Positive Outcomes:

- the fund is properly managed and administered;
- Accounting Services continues to provide an effective internal control to the fund; and
- Intelligence Services is continually enhancing the payment process.

Management Response: A new Source Management system is expected to be operational by the second quarter of 2022. Data conversion work is on-going and progressing well and upon full implementation, Service procedures and related Service forms will be updated to reflect operational process changes.

Project Name: Hate/Bias Crime Audit

Project Objectives: The objectives of this project were to:

- determine if Service Governance is aligned with the Policing Standards Manual;
- test Service member compliance with selected requirements of Service Procedure 05-16, Hate/Bias Crime;
- assess if training available to Service members covers the information required to properly respond to hate/bias crime and hate propaganda occurrences; and
- determine if Intelligence – Hate Crime is fulfilling their mandate.

Project Results: Service Procedure 05-16, Hate/Bias Crime is aligned with the Policing Standards Manual and the Intelligence-Hate Crime Unit (I.N.T.-H.C.) is fulfilling

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their mandate. The audit team noted areas requiring improvement, including amendments to Service procedure, and the need for additional training by frontline officers, including investigating officers and those responsible for overseeing hate/bias crime investigations. The audit team made 14 recommendations which were approved by Command. The findings in this report represent a medium risk to the Service.

Positive Outcomes:

- Hate/Bias Crime training and increased awareness of what constitutes a “hate incident”;
- improved compliance with Service procedure;
- enhanced contact with victims;
- more referrals to Victim Services;
- public dissemination of Hate Crime Information;
- improved information flow between internal stakeholders;
- development of detailed Hate Crime Text Template in the Service’s Records Management System (Versadex) to improve information relating to community groups victimized and hate-related offences; and
- Versadex changes will assist I.N.T.-H.C. with data collection for the Service’s Annual Hate Crime Statistical Report and external reporting to the Canadian Centre for Justice Statistics.

Management Response: Chief Ramer tasked a senior officer to oversee the prompt implementation of all audit recommendations. Recommendations addressed to Intelligence - Hate Crime, the Toronto Police College, the Governance unit, Detective Operations, and the Community Partnership and Engagement Unit have been implemented. A Hate Crime occurrence dashboard and Unit Commander Morning report template is being developed. Staff Superintendents, West and East Field Commands provided the audit findings to divisional unit commanders and reminded them to ensure supervisory attendance at hate/bias crime calls for service, victim/community assistance and referrals to Victim Services, and appropriate supervisory reviews of reports and notifications.

Project Name: Service Firearms Stored in Members’ Residences

Project Objectives: The objectives of this project were to:

- determine how and/or whether anyone in the Service is checking for compliance regarding home storage of issued firearms and ammunition; and
- determine if there are any privacy issues in terms of checking for compliance.

Project Results: The Service does not conduct compliance checks regarding home storage of issued firearms and ammunition, and currently, absent valid consent, such checks would be contrary as to the *Canadian Charter of Rights and Freedoms*. A.&Q.A. raised a two part recommendation which was not accepted by Command due to its impracticality. The scope was expanded to explore the practices of other police services and the cost of providing firearm storage receptacles to officers electing home

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storage. Three additional recommendations were made to amend Service Governance and forms, and to evaluate the feasibility of amendments to reflect extraordinary circumstances and/or job function. The findings in this report represent a low risk to the Service.

Positive Outcomes:

- limiting home storage of firearms and Conducted Energy Weapons (C.E.W.s) may reduce risk to the Service and the public;
- improved compliance with recording of storage election information could result in faster access to more accurate information; and
- all Service equipment is stored in the Asset Inventory Management System, firearms and C.E.W.s should be no exception.

Management Response: Service Governance and Administrative Forms were updated to align with the specifics of the *Storage, Display, Transportation and Handling of Firearms by Individuals Regulations*, Statutory Orders and Regulations, which provides clarity to officers on the responsibilities when electing home storage, including C.E.W.s. The Governance unit will consult with relevant stakeholders and subject matter experts to determine if Service procedures will be amended to reflect extraordinary circumstances and/or job function.

Project Name: Audit of Body Worn Cameras

Project Objectives: The objectives of this project were to determine if:

- the Service is compliant with the audit and reporting requirements in the Board's Body Worn Cameras (B.W.C.) Policy;
- B.W.C. are assigned and maintained as per Service Procedure 15-20, Body-Worn Cameras;
- supervisory reviews are being conducted in accordance with the B.W.C. Policy and Service procedure;
- members indicate when supplemental notes in their Memorandum Book are made after reviewing recordings as required by Service procedure;
- members are using stealth mode only in permitted circumstances as outlined in Service procedure;
- B.W.C. recordings are used, redacted, and disclosed in accordance with Service procedure;
- Service members are trained prior to the use of B.W.C. and complete training when required by their Supervisors, as per Service procedure; and
- the Service has sufficient resources to ensure compliance with the B.W.C. Policy and Service procedure.

Project Results: A.&Q.A. conducted an audit which included the processes and information related to the introduction of B.W.C. recordings. A.&Q.A. identified 12 issues related to compliance and raised 20 recommendations to improve the Service's implementation of B.W.C. This audit was conducted in the early stages of the B.W.C.

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rollout to identify and address concerns as soon as possible. The findings in this report represent a medium risk to the Service.

Positive Outcomes:

- improved compliance with B.W.C. Policy;
- leveraging B.W.C. to develop members (supervisory reviews);
- enhancements to training (informing and for investigators);
- reduce instances of low battery caused by human error;
- finalizing of processes related to managing B.W.C. assets (replacement, transfers, plainclothes); and
- clarity on noting views of B.W.C recordings.

Management Response: All 12 issues have been addressed and Unit Commanders notified. There have been five recommendations implemented and fifteen are currently ongoing. The ongoing recommendations relate to the B.W.C. Policy and Service procedure, retention, disclosure, supervisory reviews, and asset management.

Project Name: Audit of Contractor and Consultant Engagements

Project Objectives: The objectives of this project were to ensure that contractors and consultants were:

- objectively selected, competitively procured and diligently managed within approved funding limits;
- engaged in accordance with Service Governance and contractual obligations to achieve established goals and objectives; and
- effectively monitored and evaluated against defined measures and/or Service level requirements.

Additional objectives in this project determined whether:

- consultant and contractor expenditures were properly recorded and monitored to provide accurate reporting to the Board, the City and Command; and
- former and retired members re-employed by the Service as part-time staff are hired and managed in accordance with Service Governance and issued letters of employment.

Project Results: A.&Q.A. identified instances of non-compliance with the requirements of the Purchasing By-Law, Service Procedure 14-13, Contract Persons and Consultants, Service Procedure 14-30, Re-Employment of Former Members and Lateral Entries and Purchasing Procedures. A review of procurement files identified a number of engagements that did not have the required documentation maintained on file and a review of both the Cherwell Service Management System and the Human Resources Management System indicated that the information within these systems for contractor and consultant engagements is incomplete.

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A review of 24 engagements also identified one engagement where value for money spent on contracted services was not achieved and a separate engagement that had spending in excess of the total contract value due to a weakness in the Systems Applications and Products in Data Processing (S.A.P.) controls with respect to contract release orders. There is also no senior management review or approval of contract renewal decisions to justify the exercise of such options.

The audit revealed that additional consultation with Legal Services is required to ensure the unit can identify and mitigate legal risks related to procurements and contracts in a timely manner. A review of the Purchasing Services unit also indicated that the unit is understaffed and struggles to fulfill its mandate.

Contract management training has yet to be developed (an outstanding audit issue since 2011) and a review of 38 vendor invoices identified three instances where invoices lacked sufficient detail of services provided. The audit resulted in 15 recommendations and 10 issues responded to by management. The findings in this report represent a medium to low risk to the Service.

Positive Outcomes:

- senior management review of contract renewal options for efficiency and accountability;
- a fully resourced Purchasing Services unit that can better meet the needs of the Service;
- improved Request for Proposal development and issuance guidelines;
- inclusion of Legal Services in procurements and projects to better mitigate legal risks;
- contract management training that includes guidance to improve the review of vendor invoices;
- improved compliance with applicable by-laws, governance and purchasing procedures;
- complete tracking and reconciliation of contractors and consultants engaged by the Service;
- improved guidance and differentiation of contractors versus consultants for financial reporting purposes;
- review of expenditure classification to reduce reporting errors;
- development of a unit specific policy to govern excess hours worked by rehired members (i.e. Background Agents); and
- updated Service Governance and Purchasing Procedures.

Management Response: The Purchasing Services unit is relatively small - seven positions responsible for an annual spend of approximately \$120 Million. Management has made progress on the recommendations and issues identified within this report, with a number of items being fully implemented, including:

- ensuring that all non-competitive procurements are accurately reported to the Board annually as required;

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- ensuring all T.P.S. 649s, Purchasing Approval forms and Vendor Performance Evaluation forms are completed as required and included in the procurement files (note that although audit results showed that some documents were not available in the hard copy files, some of the information may have been available electronically, as the Purchasing Services unit also stores the purchasing records digitally. However, the possibility of this information being available electronically was not discussed at the time of audit);
- ensuring that all required evaluation and justification documentation to support the objective selection of a contractor or consultant are maintained in the procurement files;
- ensuring all vendor and contract information is completely and accurately stored in the Cherwell Service Management System as required by the Purchasing Procedures Manual: and
- revisions to Service Procedure 14-13 Contract Persons and Consultants to provide clearer differentiation of contractors versus consultants. In addition, the Chart of Accounts was updated to provide better descriptions and examples, along with the publication of the document, “Guidelines on Consulting, Professional and Contracted Services” as a supplement. The revised Service Procedure, updated Chart of Accounts and Guidelines were communicated to members through Routine Order.

Procedural updates put forward by Accounting Services are in the review and approval stage with the Governance unit, while additional procedural updates and unit processes still require development and implementation by both Purchasing Services and Talent Acquisition.

Turnover and staffing shortages in the Purchasing Services unit have been problematic along with the inability to attract and hire qualified procurement professionals. The Board recently approved the hiring of two experienced and qualified senior procurement specialists, and another position is being staffed that will allow the unit to focus more proactively on contract management. This should bring some much needed stability to the unit and ensure any control gaps are addressed.

Effective contract management procedures are not applied on a consistent basis across the Service. Contract management guidelines/procedures and best practices are currently available on the Service’s intranet and are being reviewed and improved. These will be communicated to members across the Service to assist them in the management of contracts under their responsibility, as necessary. In addition, contract management training will be developed by end of 2022 to further assist in and improve the contract management process.

Project Name: Risk Assessment and Work Plan Development

Appendix B - Projects Completed in 2021

Project Objectives: I.I.A. *Standards* require A.&Q.A. to conduct a yearly risk assessment in the preparation of its work plan to ensure adequate resources are deployed to audit high-risk areas.

Project Results: The 2022 Audit Work Plan was developed and is attached to this report.

Management Response: The 2022 Audit Work Plan was approved by the E.A.C. on February 14, 2022.

Appendix C – Ongoing Projects

Project Name: Quality Assurance and Improvement Program

Project Objectives: As part of A.&Q.A.'s continuous improvement process, the Unit will review its conformance with I.I.A. *Standards* and the Code of Ethics on an ongoing basis. This will help to alleviate the time pressure on the next internal assessment/external validation.

Project Results: Each year specific procedures related to compliance are carried out throughout the year. A Summary of 2021 Activities will be presented to the E.A.C. in early 2022.

Project Name: Mental Health Act Apprehension

Project Objectives: The objectives of this project are to determine if:

- members are trained on relevant Personal Health Information legislation and the requirement to use information shared by the Centre for Addiction and Mental Health (C.A.M.H.) for the sole purpose of locating and safely returning a person who is on “unauthorized leave of absence” in accordance with the pending Service Memorandum of Understanding with C.A.M.H.;
- the Service has policies and procedures in place to govern the access, use and disclosure of Personal Health Information shared by C.A.M.H. for locating and safely returning a person who is on “unauthorized leave of absence”;
- the Service has appropriate physical and security safeguards in place to keep Personal Health Information shared by C.A.M.H. confidential and secure at all times; and
- the Service complies with Service Governance and Policing Standards Manual, LE-13, Police Response to Mentally Ill Persons as it relates to “unauthorized leave of absence”.

Project Results: This project was ongoing at year-end.

Project Name: Violent Crime Linkage Analysis System (V.i.C.L.A.S.) Compliance

Project Objectives: The objectives of this project are to determine whether:

Appendix C – Ongoing Projects

- criteria offences are identified by the Service and have a corresponding V.i.C.L.A.S. submission completed in accordance with Ontario Regulation 550/96, Violent Crime Linkage Analysis System Reports of the *Police Services Act* and Service Governance;
- supplemental V.i.C.L.A.S. submissions or responses to potential linkage reports received are completed in accordance with Ontario Regulation 550/96, Violent Crime Linkage Analysis System Reports of the *Police Services Act* and Service Governance; and
- criteria offences that do not have a V.i.C.L.A.S. submission completed have adequate documentation and reasoning to support why a submission was not completed.

Project Results: This project was ongoing at year-end.

Project Name: Incident Response

Project Objectives: The objectives of this project are to determine if:

- Service Governance addresses incident response in relation to cybersecurity in accordance with industry best practices;
- detection and notification of potential incidents are addressed in accordance with unit specific policies;
- incidents are analyzed and responded to per Service Governance; and
- incidents are reported on and continual improvement is addressed as per unit specific policies.

Project Results: This project was ongoing at year-end.

Project Name: Social Media

Project Objectives: The objectives of this project are to ensure that:

- the Service has a social media strategy in place that is aligned with the Service's strategic objectives and is communicated to all members;
- members obtain the necessary approvals prior to using social media for public communication purposes as required by Service Procedure 17-13, Social Media;
- members comply with the roles and responsibilities set out in Service Governance when using social media for public communication purposes;
- Service Procedure 17-13, Social Media addresses responsibility for monitoring social media accounts used for the purpose of public communication and that the process for reporting and responding to potential issues is consistent; and
- members receive social media training prior to using social media for public communication purposes as required by Service Procedure 17-13, Social Media.

Project Results: This project was ongoing at year-end.

Appendix C – Ongoing Projects

Project Name: Service Firearms and Conducted Energy Weapons (C.E.W.) Issuance, Tracking and Accountability

Project Objectives: The objectives of this project are to:

- determine if the issuance and return of shared Service Firearms and C.E.W.s are tracked and monitored in compliance with Service Procedure 15-15, Shared Equipment, Service Procedure 15-09, Conducted Energy Weapons, and/or unit specific policy;
- determine the extent to which the Asset Inventory Management System (A.I.M.S.) is not functioning and/or usability issues result in alternative or manual recording to accomplish functions expected of A.I.M.S.;
- determine if inventory checks of Service Firearms and C.E.W.s are conducted in compliance with Service Procedure 15-03, Service Firearms, Service Procedure 15-15, Shared Equipment and unit specific policy;
- ensure that only authorized users have the ability to add, modify or delete inventory in A.I.M.S. and that a record/back up of A.I.M.S. data is maintained; and
- examine the process related to damaged or lost Service Firearms and C.E.W.s and the extent to which members are held accountable.

Project Results: This project was ongoing at year-end.

Project Name: Collective Agreement Entitlements

Project Objectives: The objectives of this project are to:

- verify whether there is Service Governance that identifies and defines the criteria for positions eligible for Specialty Pay and Primary Response Unit (P.R.U.) Patrol Allowance and that provides the standard process and procedure with regards to the management, administration and monitoring of Specialty Pay and P.R.U. Patrol Allowance;
- determine that Specialty Pay and P.R.U. Patrol Allowance are administered in accordance with Collective Agreement provisions and Service Governance; and
- verify that there is oversight and management control of the payroll process for Specialty Pay and P.R.U. Patrol Allowance.

Project Results: This project was ongoing at year-end.



Toronto Police Services Board Report

March 16, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation into the Alleged Sexual Assault of Complainant 2019.36

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving serious injury, death, or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

S.I.U. Terminology:

Complainant – Refers to the Affected Person

WO – Witness Official

TPS – Toronto Police Service

SO – Subject Official

ICCS – In-Car Camera System

Discussion:

On October 8, 2019, at approximately 1236 hours, several uniformed officers from 11 Division responded to a call for a domestic assault occurring at an address on Windermere Avenue. The officers conducted a preliminary investigation and as a result, placed a male under arrest for assault. He was transported to 11 Division for further investigation and processing on several criminal charges. The investigation resulted in charges of three counts of Assault; Uttering Threats; Forcible Confinement and Assault with a Weapon. The accused was held for a show cause hearing.

The victim of these assaults, a female identified as Alleged Sexual Assault Complainant 2019.36 (2019.36), was suffering from superficial wounds. She had bruises and abrasions, but she refused medical treatment. A uniformed female officer from 11 Division attended the address and transported 2019.36 to 11 Division to provide a statement to the investigators.

Upon her arrival at the station, 2019.36 asked the escorting officer about the process for making a complaint about a sexual assault. When the officer asked 2019.36 as to who had sexually assaulted her, she replied that a police officer had committed the assault about 1 ½ years previously, possibly on July 7, 2017.

The officer immediately notified a supervisor of the allegation and the on-call S.I.U. Designate, was notified.

The S.I.U. was notified and invoked its mandate.

Over the course of the investigation, S.I.U. investigators were provided with spreadsheets detailing Toronto Police Service (T.P.S.) vehicle identification numbers and photographs displaying the various models, decaling schemes, fleet numbers and colours.

The T.P.S. Automated Vehicle Location (A.V.L.) was requested by the S.I.U. but these records were not available as the retention period had expired.

The S.I.U. investigators were provided with *'parade sheets'* and Time Record Management Systems (T.R.M.S.) entries for both 11 and 12 Divisions throughout the investigation covering various dates ranging from June to August in 2017.

In March of 2020, the S.I.U. investigation into the alleged sexual assault revealed the potential subject official with the following description:

"He was a male with a light brown skin, tall and slender, a 'swimmers body', big broad shoulders, long slim legs, short dark hair, dark brown eyes, long

slender nose, dark freckles on the left side of his face, had children and had a badge number that possibly included 6, 5, 4, and maybe 3.”

It was alleged that the uniformed officer was operating a marked T.P.S. vehicle. He had stopped 2019.36 near Runnymede Avenue and Bloor Street West and had directed her into the ‘No Frills’ parking lot. The officer allegedly attended at the driver’s window and engaged 2019.36 in conversation and at one point put his head into the passenger compartment and kissed her on the lips before driving away.

No record, data or report was uncovered that detailed any interaction between a T.P.S. officer and 2019.36 in or around this time period.

The S.I.U. did not designate any member of the T.P.S. as a subject official; however 22 other members were designated as witness officials. These witness officials were interviewed by the S.I.U. over the course of its investigation.

On August 25, 2021, the T.P.S. contacted the S.I.U. to follow up on the status of the investigation. The S.I.U. advised that the matter had been closed in mid-February 2021 but the T.P.S. had not yet been notified of the closing.

In a letter to the T.P.S. dated August 26, 2021, Director Joseph Martino of the S.I.U. advised;

“I write to advise you that the investigation by this Unit into the alleged sexual assault of a female that occurred on July 8, 2017, has been completed. The file has been closed and no further action is contemplated. In my view, while there were reasonable grounds to believe that the woman was sexually assaulted as she alleged by a male TPS officer, the SIU was unable to identify a subject officer.”

The Director of the S.I.U. does not provide a copy of or make public its investigative reports where there has been an allegation of sexual assault stating in part:

“please note that I will not be providing a copy of the report to any of the involved parties, nor will the report be posted publicly on the SIU’s website, as the release of information related to investigations of sexual assault allegations is always associated with a risk of further deterring reports of what is an under-reported crime and undermining the heightened privacy interests of the involved parties, most emphatically, the complainants”.

Summary of the Toronto Police Service's Investigation:

The Professional Standards-S.I.U. Liaison (S.I.U. Liaison) conducted an investigation pursuant to Schedule 1, *Community Safety and Policing Act*, 2019, Part VI, Section 81.

This investigation examined the circumstances of the alleged sexual assault in relation to the applicable legislation, service provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison investigation reviewed the following T.P.S. procedures:

- Procedure 05-04 (Intimate Partner Violence);
- Procedure 05-05 (Sexual Assault);
- Procedure 05-19 (Violent Crime Linkage Analysis System);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Use of Force);
- Procedure 15-17 (In-Car Camera System).

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Unit Act* Section 31 (1) (Duty to Comply);
- *Special Investigations Unit Act* Section 16 (1) (Notification of Incident);

The S.I.U. Liaison investigation determined that the T.P.S.'s policies and procedures associated with the alleged sexual assault were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison investigation determined the conduct of the witness officials was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

original copy with signature on file in Board office



Toronto Police Services Board Report

March 18, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation into the Custody Death of 2020.51

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving serious injury, death, or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

S.I.U. Terminology:

WO – Witness Official
TPS – Toronto Police Service
SO – Subject Official
ICCS – In-Car Camera System

S.I.U. Investigative Conclusion:

In a letter to the Chief of Police dated October 26, 2021, Director Joseph Martino of the S.I.U. advised, *“The file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against the two officials.”*

The following *S.I.U. Incident Narrative and Analysis and Directors Decision* have been reprinted in their entirety from the S.I.U. Director’s report, number 20-TCD-284, which can be found in its entirety via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=1632

S.I.U. Incident Narrative:

“The following scenario emerges from the evidence collected by the SIU, which included interviews with SO #1 and SO #2, and a review of video and audio recordings from the officers’ ICCS that captured much of the incident.

At about 7:00 a.m. of October 26, 2020, a TPS call-taker contacted the Complainant to find out if she was okay after a 911 call from her cell phone had been disconnected. A crying and seemingly confused Complainant provided little information other than that unknown persons were at her door trying to break in. Officers were dispatched to check on the Complainant’s well-being.

SO #1 and SO #2, traveling together in a cruiser, arrived at the Complainant’s address on Bellamy Road at about 7:45 a.m. As the officers made their way down the hallway, the Complainant stuck her head out the door, looked at the officers, and then re-entered her apartment, leaving the door open as she did so. The officers entered the residence.

The Complainant was alone in the apartment and in a state of elevated paranoia. She told the officers there were persons throughout the residence. SO #2 took the lead in speaking with the Complainant and SO #1 looked around to ensure no one else was there. The officers repeatedly assured the Complainant that she was safe and that nobody else was present, even taking the Complainant to different parts of the apartment so she could see for herself. The Complainant began to sweat profusely and continued to point to people – “They’re here, they’re here” – who were not present. Suspecting she was in an altered state precipitated by mental illness or drugs, the officers decided it would be best to take the Complainant to hospital to be assessed. The Complainant agreed to go. The Complainant was taken into custody, placed in the officers’ cruiser, and transported to SCH.

SO #1 and SO #2 remained with the Complainant as she was triaged and placed in a room for further examination. It was apparent to hospital staff that the Complainant's condition was deteriorating. Her heart was racing, and the results of an ECG were quickly brought to the attention of a physician. Plans to take the Complainant to an acute care room were pre-empted because no beds were available, and she was returned to the room. The officers assisted in putting the Complainant on her bed, and then watched as her agitation seemed to escalate – she yelled, pulled at her chest, said her arm hurt, and darted her head. A doctor entered to speak with the Complainant and then exited to complete some paperwork. The officers, both positioned outside the room's open door, saw the Complainant try to get up. She was weak in the knees and lowered herself onto the floor in front of the bed, after which she screamed and slumped over onto her side. Concerned that the Complainant may not be breathing, SO #1 entered the room and was unable to rouse her with a sternum rub. Medical personnel rushed into the room and the Complainant was taken into an acute care room where CPR and other resuscitative measures were undertaken over a lengthy period, tragically, without success.

Cause of Death

The pathologist at autopsy attributed the Complainant's death to methamphetamine toxicity."

Analysis and Director's Decision:

"The Complainant passed away in hospital on October 26, 2020 following her apprehension by TPS officers. The TPS officers – SO #1 and SO #2 – were identified as subject officers for purposes of the SIU investigation. On my assessment of the evidence, there are no reasonable grounds to believe that either officer committed a criminal offence in connection with the Complainant's death.

The offences that arise for consideration are failure to provide the necessities of life and criminal negligence causing death contrary to sections 215 and 220 of the Criminal Code, respectively. The former is predicated, in part, on conduct that amounts to a marked departure from the level of care that a reasonable person would have observed in the circumstances. The latter is a more serious offence and reserved for behaviour that establishes a wanton or reckless disregard for the lives or safety of other persons. It is not made out unless the departure from a reasonable standard of care is marked and substantial. In the instant case, the issue is whether there was any want of care in the manner in which SO #1 and SO #2 dealt with the Complainant that caused or contributed to her death and/or was sufficiently egregious as to attract criminal sanction. In my view, there was not.

SO #1 and SO #2 were lawfully placed and clearly in the discharge of their lawful duties as they entered into the Complainant's apartment to ensure her well-being and subsequently took her into custody. There is no question regarding the lawfulness of the officers' entry into the residence. The Complainant's 911 call had disconnected, and the police were duty bound to check on her welfare, particularly as she had complained of unknown persons at her residence and seemed to be of unsound mind. Once inside, the evidence indicates the officers acted professionally and with compassion as they satisfied themselves there were no intruders and then attempted to assure the Complainant that she was safe. When it became clear that the Complainant's paranoia could not be alleviated, and that she was actively experiencing hallucinations, the officers decided to apprehend the Complainant so she could be taken to hospital for assessment. Given the Complainant's state at the time, there were lawful grounds to do so pursuant to section 17 of the Mental Health Act. The Complainant was receptive to the idea, and her arrest was effected without incident.

Having assumed custody over the Complainant, I am satisfied that SO #1 and SO #2 conducted themselves with due care and regard for her health and safety. The record indicates that the officers drove the Complainant straight to hospital, arriving at about 8:30 a.m., and promptly placed her in the care of medical staff. Though they were largely observers from that point forward, SO #1 and SO #2 continued to exercise a level of vigilance with the Complainant and were the first to notice that she had stopped breathing, after which acute medical care was administered by hospital personnel. Regrettably, the Complainant could not be saved, and she died away later that morning of a drug overdose.

On the aforementioned-record, and for the foregoing reasons, there are no reasonable grounds to believe that either of SO #1 and SO #2 transgressed the limits of care prescribed by the criminal law throughout their interactions with the Complainant. Accordingly, there is no basis to proceed with criminal charges against the officers, and the file is closed."

Summary of the Toronto Police Service's Investigation:

The Professional Standards-S.I.U. Liaison (S.I.U. Liaison) conducted an investigation pursuant to Schedule 1, *Community Safety and Policing Act*, 2019, Part VI, Section 81.

This investigation examined the circumstances of the custody death in relation to the applicable legislation, service provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison investigation reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 01-01 (Arrest);
- Procedure 01-02 (Search of Persons);
- Procedure 01-03 (Persons in Custody);
- Procedure 04-16 (Death in Police Custody);
- Procedure 06-04 (Persons In Crisis);
- Procedure 10-05 (Incidents Requiring the Emergency Task Force);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Use of Force);
- Procedure 15-17 (In-Car Camera System);

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Unit Act* Section 31(1) (Duty to Comply);
- *Special Investigations Unit Act* Section 16(1) (Notification of Incident);
- *Special Investigations Unit Act* Section 20 (Securing the Scene);
- Ontario Regulation 926 14.2(1) (Use of Force Qualifications);

The S.I.U. Liaison investigation determined that the T.P.S.'s policies and procedures associated with the custody death were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison investigation determined the conduct of the designated subject officials was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

original copy with signature on file in Board office



Toronto Police Services Board Report

October 26, 2021

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation into the Alleged Sexual Assault of Complainant 2021.24

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving serious injury, death or the allegation of sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

Discussion:

On February 8, 2021, at 0002 hours, officers from 51 Division responded to an "*unknown trouble*" in the area of Wellesley Street East and Sherbourne Street.

The caller advised Toronto Police Service (T.P.S.) Communications Services (Communications) that a person, later identified as Alleged Sexual Assault Complainant 2021.24 (2021.24) may be in possession of a weapon. A description was provided.

Uniformed officers from 51 Division were dispatched to the call and attended the area.

Officers located 2021.24, who matched the description provided. Given the information provided to the officers prior to attending, they had a reasonable belief 2021.24 was in possession of a weapon. 2021.24 was detained, handcuffed and given a protective search.

While searching 2021.24, the searching officer located a small package containing what was suspected to be fentanyl. 2021.24 was placed under arrest for being in possession of a Schedule 1 substance.

After consulting with divisional investigators, it was decided 2021.24 would be released with no charges and the seized narcotics would be appropriately submitted for destruction.

2021.24 was released at the scene and an occurrence detailing the officer's interactions with 2021.24 was created.

On February 17, 2021, 2021.24 communicated with an officer at 51 Division and made an allegation of sexual assault relating to their arrest on February 8, 2021.

This officer did not take any action regarding this allegation nor did they advise a supervisor of the allegation of sexual assault as is required by T.P.S. Procedure 13-16 (Special Investigations Unit).

On April 7, 2021, 2021.24 called 51 Division and spoke to a supervisor and reported that they had been sexually assaulted by officers on February 8, 2021.

On April 7, 2021, the S.I.U. was notified and invoked its mandate.

The S.I.U. designated one officer as the subject official; four other officers were designated as witness officials.

In a letter to Chief James Ramer dated August 4, 2021, Director Joseph Martino of the S.I.U. advised, "*the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges in this case.*"

The S.I.U. Director does not publish a public Report of Investigation for investigations alleging sexual assaults. This is explained by the Director stating, "*the SIU does not post any reports dealing with investigations of a sexual nature. The release of information related to investigations of sexual assault allegations is associated with a risk of further deterring what is an under-reported crime and undermining the heightened privacy interests of the involved parties, most emphatically, the complainants. As required by legislation, the SIU has reported the results of the investigation to the Attorney General.*"

Summary of the Toronto Police Service's Investigation:

The Professional Standards (P.R.S.)-S.I.U. Liaison conducted an investigation pursuant to Ontario Regulation 267/10, Section 11.

This investigation examined the circumstances of the alleged sexual assault in relation to the applicable legislation, service provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison investigation reviewed the following T.P.S. procedures:

- Procedure 01-01 (Arrest);
- Procedure 01-02 (Search of Persons);
- Procedure 01-08 (Criminal Code Release);
- Procedure 04-35 (Source Management-Confidential Source)
- Procedure 09-04 (Controlled Drugs and Substances);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-17 (In-Car Camera System).

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Police Services Act* Section 113 (Special Investigations Unit)
- Ontario Regulation 267/10 (Conduct and Duties of Police Officers Respecting Investigations by the Special Investigations Unit)

The S.I.U. Liaison investigation determined that the T.P.S.'s policies and procedures associated with this alleged sexual assault were lawful, in keeping with current legislation, and written in a manner, which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison investigation determined the conduct of two of the designated officers was not in compliance with T.P.S. procedures. Specifically, it was found that one of the officers failed to comply with Procedure 13-16 (Special Investigations Unit) and the other officer failed to comply with Procedure 09-04 (Controlled Drugs and Substances).

An internal investigation was commenced pursuant to Part V of the *Police Services Act* and misconduct was substantiated against both officers. Both officers are now properly before the Tribunal.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office



Toronto Police Services Board Report

March 21, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation of the Firearm Injury of 2021.26

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving death, serious injury, the discharge of a firearm at a person or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

S.I.U. Terminology:

Complainant – Refers to the Affected Person

SO – Subject Official

WO – Witness Official

TPS – Toronto Police Service

MCIT – Mobile Crisis Intervention Team

CAMH – Centre for Addiction and Mental Health

S.I.U. Investigative Conclusion:

In a letter to the Chief of Police dated August 11, 2021, Director Joseph Martino of the S.I.U. advised, *“the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against the official.”*

The following S.I.U. *Incident Narrative and Analysis and Directors Decision* has been reprinted from the S.I.U. Director’s report, number 21-TFI-118, which can be found via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=1499

S.I.U. Incident Narrative:

“The following scenario emerges from the evidence collected by the SIU, which included interviews with the Complainant, one of the two subject officials – SO #1, two other officers present at the time of the shooting, and a civilian who witnessed the incident in part. As was her legal right, the other subject official – SO #2 – chose not to interview with the SIU or release a copy of her incident notes.

In the morning of April 13, 2021, WO #1 and WO #2 attended an apartment on Shuter Street to apprehend its occupant – the Complainant. In effect at the time was a bench warrant that had been issued when the Complainant failed to appear at a court date and a Form 47, the latter issued by CAMH authorizing the return of the Complainant to the facility for being in violation of a community treatment order. WO #1 knocked on the door, and the Complainant answered by opening the door before quickly slamming it shut on the officers. Thereafter, the officers continued to knock and call out to the Complainant encouraging him to open the door, to no avail.

WO #1 and WO #2 sought advice from senior officers as to how to proceed. The deployment of the Mobile Crisis Intervention Team (MCIT) was discussed, but it was determined they were unavailable that day before 11:00 a.m. At about 8:00 a.m., WO #5 advised the officers that a Feeney warrant [4] would be sought, and that they should continue to monitor the door waiting for the arrival of additional officers and the issuance of the warrant.

SO #2 and SO #1 arrived to assist WO #1 and WO #2 at about 8:50 a.m. SO #2 kicked at the door to get the Complainant’s attention. After a period, the Complainant opened the door about halfway. He was holding a large knife.

There ensued a struggle at the doorway’s threshold in which SO #2 was being pulled into the apartment by the Complainant as SO #1, behind her,

grabbed and tried to pull her away from the door. In the fracas, SO #2 ended up inside the apartment unit on her back. With the door still open, WO #1 fired his CEW in the direction of the Complainant standing by the doorway. One of the probes struck SO #1. WO #1 discharged his CEW a second time, again to no effect.

Shortly after the CEW discharges, with the door now closed and locked with only SO #2 and the Complainant inside, SO #1 fired his gun twice at the door. In and around the same time, SO #2 fired her gun twice at the Complainant from inside the apartment. The Complainant was struck three times – once each to the left and right arms, and once to the abdomen.

Following the second of SO #1's shots, SO #2 yelled out that she was opening the door and then did so. The Complainant was on the kitchen floor of the apartment. SO #1, WO #1 and WO #2 entered the unit and provided first aid to the Complainant.

Paramedics soon attended the address and transported the Complainant to hospital”.

[4] Obtained via the framework set out in section 529 and 529.1 of the Criminal Code, and named after the Supreme Court of Canada decision in R v Feeney, [1997] 2 SCR 13, a Feeney warrant authorizes the forcible entry by police officers into a dwelling-house to effect and arrest

Analysis and Director's Decision:

“The Complainant was shot and injured by two TPS officers in his apartment in Toronto on April 13, 2021. The officers – SO #1 and SO #2 – were identified as subject officials for purposes of the SIU investigation. On my assessment of the evidence, there are no reasonable grounds to believe that either subject official committed a criminal offence in connection with the shooting.

Pursuant to section 34 of the Criminal Code, force used in the defence of oneself or another from a reasonably apprehended attack, actual or threatened, is legally justified if the force itself was reasonable in the circumstances. In assessing the reasonableness of the force in question, one is to look at all the relevant circumstances including such considerations as the nature of the force or threat; the extent to which the use of force was imminent and whether there were other means available to respond to the potential use of force; whether any party to the incident used or threatened to use a weapon; and, the nature and proportionality of the person's response to the use or threat of force. I am unable to reasonably conclude on the

evidence that the discharge by SO #1 and SO #2 of their firearms was not authorized by section 34.

The involved officers, including SO #2 and SO #1, were lawfully placed at all times throughout their engagement with the Complainant. They were in the hallway by his apartment door seeking to enforce two lawful processes – a Form 47 under the Mental Health Act and a bench warrant – when the skirmish before the gunfire ensued. On this record, there is no suggestion of any unlawful entry by the officers onto private premises [5].

SO #1 told SIU investigators that he fired his gun in a desperate effort to save SO #2's life, which he feared was in imminent peril at the time. There is nothing in the record to cast doubt on the authenticity of the officer's stated mindset. With respect to SO #2, there is no direct evidence bearing on her state of mind at the time she fired her weapon as she declined to provide a statement to the SIU, as was her right. That said, the circumstances surrounding SO #2's discharges strongly suggest she was acting to protect her life – she had just been yanked into the apartment by a knife-wielding Complainant and was alone with him at the time of the gunfire. Moreover, the officer confided as much to WO #5 a short time after the incident while at hospital.

While the evidence of what precisely occurred in the apartment in the moments surrounding SO #2's gunfire is scant, the little that is known does not suggest that the officer acted unreasonably in discharging her gun twice at the Complainant. Finding herself alone in a locked apartment with an armed and erratic the Complainant, it would appear that the officer was entitled to meet a lethal threat with lethal force of her own.

The real issue relates to the propriety of SO #1's gunfire. At the time, the evidence establishes that the apartment door was closed. In effect, the officer was shooting blind into the apartment through the door, potentially placing the life of the very person he was trying to save – SO #2 – at risk, as well as any other person who might have been present in the unit.

On the other hand, if SO #1's conduct was risky, I am satisfied it was a calculated risk. He had just seen SO #2 being dragged into the apartment, the door closed behind her, by an armed and violent Complainant. Having tried and failed to force open the door physically, the officer decided that he had no other option if he was going to save SO #2's life than to fire his weapon in the direction he had last seen the Complainant and away from where he had observed SO #2 on the ground. Though the officer says he discharged his firearm within a second or two of the door closing, the evidence indicates that at least ten seconds had elapsed. Needless to say, that gap in time would have only increased the risk to SO #2 in the apartment of an errant discharge by SO #1 given the increased prospect of a change in

her location. That said, I am mindful of the common law principle that officers embroiled in dangerous and volatile situations need not measure their responsive force to a nicety; what is required is a reasonable response, not an exacting one: R. v. Baxter (1975), 27 CCC (2d) 96 (Ont. CA); R. v. Nasogaluak, [2010] 1 SCR 206. In the heat of the moment, with only seconds to decide and SO #2's life hanging in the balance, the evidence falls short of a reasonable belief that the force used by SO #1 was disproportionate to the exigencies at hand.

For the foregoing reasons, there are no reasonable grounds to believe that either of SO #2 and SO #1 comported themselves other than lawfully throughout their engagement with the Complainant [6]. Accordingly, there is no basis for proceeding with criminal charges in this case, and the file is closed”.

[5] It appears that the officers were aware of the Complainant's history of mental illness. Indeed, he had been flagged on police records as an emotionally disturbed person, which raises the question whether the MCIT ought to have been used in the Complainant's apprehension. The MCIT brings together a specially trained police officer with a mental health professional to deal with calls for service involving emotionally disturbed persons. The evidence indicates that the MCIT was not available that day until 11:00 a.m., but of course this begs the question why the police simply did not wait until that time to engage the services of the team. No good reason was proffered in answer to that question. It might well have been the case that such a team would have found greater success in dealing peacefully with the Complainant. Be that as it may, it is to an extent speculation to conclude that the MCIT would have fared any better than the officers in question. Nor am I of the view that the officers were disentitled to the protection of section 34 even were I to conclude they acted precipitously in proceeding without the MCIT.

[6] As I am satisfied that there is no reason to believe the gunfire fell outside the realm of legal justification per section 34 of the Criminal Code, I am similarly satisfied that WO #1's CEW discharges, a lesser use of force that preceded the gunfire, were authorized in the defence of SO #2.

Summary of the Toronto Police Service's Investigation:

Professional Standards (P.R.S.) conducted an investigation pursuant to Schedule 1, *Community Safety and Policing Act*, 2019, Part VI, Section 81.

This investigation examined the circumstances of this firearm injury in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The P.R.S. investigation reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 01-01 (Arrest);
- Procedure 06-04 (Persons In Crisis);
- Procedure 08-03 (Injured on Duty Reporting);
- Procedure 08-04 (Members Involved in a Traumatic Critical Incident);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Use of Force);
- Procedure 15-02 (Injury/Illness Reporting);
- Procedure 15-03 (Service Firearms);
- Procedure 15-09 (Conducted Energy Weapons);
- Procedure 15-17 (In-Car Camera System).

The P.R.S. investigation also reviewed the following legislation:

- *Special Investigations Act* (S.I.U.A. 2019);
- Ontario Regulation 926 (9) (Discharge Firearm);
- Ontario Regulation 926 (14)(Training in the Use of Force and Firearms);
- Ontario Regulation 926 (14) (Reports on the Use of Force).

The P.R.S. investigation determined that the T.P.S.'s policies and procedures associated with this firearm injury were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The P.R.S. investigation determined the conduct of the designated officers was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

The following additional comments are provided in response to the Director of the S.I.U.'s comments regarding the use and involvement of the Mobile Crisis Intervention Team (M.C.I.T.).

The Affected Person has numerous contacts with the T.P.S. including dozens of *Mental Health Act* (M.H.A.) apprehensions. The Affected Person was known to be violent and at the time of this event was wanted for assaulting a peace officer. The Affected Person was also the subject of an outstanding apprehension order pursuant to section 47 of the M.H.A. for failing to attend required appointments or failing to comply with treatment.

The officers present attempted to make contact with the Affected Person and when he refused to surrender himself the officers began making arrangements to lawfully enter his apartment to apprehend him.

Prior to receiving this authorization the Affected Person opened his door armed with a knife and violently attacked the officers.

The T.P.S. public facing web page describes the function of the M.C.I.T. in part as follows:

Are MCITs first responders?

Priority Response Units (PRU) are the officers that respond to all calls for service including 9-1-1 emergency calls. They will attend calls for individuals experiencing a mental health crisis first to ensure it is safe for the nurse. The MCIT will then attend as secondary responders when the PRU indicates it's safe to do so.

Although MCITs have traditionally been considered secondary responders, the program has evolved since its inception in 2000. The MCITs now may operate as co-responders to calls that do not include weapons or any other identified safety concerns. This means, when appropriate, MCITs will respond simultaneously with Priority Response Unit officers.

Further, T.P.S. Procedure 06-04 (Persons In Crisis) states:

When feasible and consistent with officer and public safety, members with MCIT training and/or additional mental health training may take the lead role in situations involving an individual experiencing a mental health crisis.

In this instance the involvement of the M.C.I.T. was not appropriate until such time as the initial officers deemed the call safe. If that determination was made, and if required the M.C.I.T. could have been engaged.

In all circumstances involving persons in crisis officers shall consider engaging the M.C.I.T. but will always balance this with the need to ensure the safety of all the members of the team most especially the unarmed civilian nurse partner.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

original copy with signature on file in Board office



Toronto Police Services Board Report

April 13, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation of the Firearms Death of 2021.34

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving death, serious injury, the discharge of a firearm at a person or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

S.I.U. Terminology:

Complainant – Refers to the Affected Person

SO – Subject Official

WO – Witness Official

CW – Civilian Witness

TPS – Toronto Police Service

CEW – Conducted Energy Weapon

MCIT – Mobile Crisis Intervention Team

S.I.U. Investigative Conclusion:

In a letter to the Chief of Police dated September 17, 2021, Director Joseph Martino of the S.I.U. advised, *“the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against the official”*.

The following S.I.U. *Incident Narrative and Analysis and Directors Decision* has been reprinted from the S.I.U. Director’s report, number 21-TFD-161, which can be found in its entirety via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=1559

S.I.U. Incident Narrative:

“The material events in question are clear on the evidence collected by the SIU, which included interviews with the SO, three other officers who were present at the time of the shooting, and several civilians who witnessed the incident in parts.

In the evening of May 22, 2021, the Complainant’s mother – CW #3 – made a 911 call seeking help for her son. CW #3 reported that the Complainant suffered from schizophrenia, was agitated, and had just hit her. When asked, CW #3 indicated that the Complainant did not have any weapons, but did have access to knives inside her apartment. Paramedics and police officers were dispatched to the address – a condominium building at 1815 Yonge Street.

The paramedics – three of them – were the first to arrive on scene. By that time, the Complainant’s father – CW #4 – was also at the address, waiting with CW #3 outside the building. He accompanied the paramedics to CW #3’s unit. The lead paramedic – CW #6 – knocked on the door and heard footsteps from inside, but the door remained closed. Given their information that the Complainant had assaulted his mother, the decision was made by the paramedics to wait for the arrival of the officers before trying to reach the Complainant again.

Four officers arrived at the third floor unit at about 9:00 p.m.: the SO, and WO #1, WO #3 and WO #4. They spoke briefly with CW #6 and then took up positions in the hallway in front of the locked door. The SO stood by the left side of the door as WO #4 was closer to the right, hinged side of the door. Behind them stood WO #3 and WO #1, respectively. The SO knocked on the door, announced their presence as the police, and asked to speak with the Complainant to ensure he was okay. There was no response from inside.

After a few minutes trying to attract the Complainant's attention, the officers became concerned that he could be harming himself inside the unit and decided to enter. CW #6, who had retrieved a key from CW #4, provided it to the SO, who used it to unlock the door. The officer opened the door slightly but could see no one inside. WO #4 opened the door further, took a step inside, and observed the Complainant. The Complainant told the officers to get out, and had a knife in his right hand. He moved quickly in the direction of the officers, preventing them from closing the door as they retreated. The officers yelled at the Complainant to get down and drop the knife.

The Complainant continued to advance toward the officers and was unfazed even as the SO discharged his CEW at him. He raised his knife and attacked WO #4 with it. WO #4 raised his arms in self-defence and was pushed backward against the hallway wall. The officer lost his footing and found himself in a crouched position still fending off the Complainant, who continued to stab at him with the knife. WO #1 drew her CEW and discharged it at the Complainant, but it failed to immobilize him. Shortly thereafter, a gunshot was heard. The time was about 9:11 p.m.

The shot came from the SO. Seeing WO #4 on the ground and the Complainant over top of him with a knife, he fired his weapon into the Complainant's back fearing for the officer's life. The Complainant slumped backwards onto the hallway floor after the shooting. As he still had the knife in his possession, WO #4 fired his CEW at the Complainant. WO #3 ordered the Complainant to drop the knife a few times, and he eventually did so, after which he and the SO handcuffed the Complainant.

Following his arrest, CW #6, still on the third floor, rushed in to provide emergency care to the Complainant. The Complainant was transported to hospital, where despite resuscitative efforts, he was pronounced deceased at 10:00 p.m.

WO #4 was also taken to hospital. He had suffered superficial cuts to a forearm, as well as cuts to the right side of his head and right shoulder, and a stab wound in the back.

Cause of Death

The pathologist at autopsy was of the preliminary view that the Complainant's death was attributable to a "penetrating gunshot wound of the back".

Analysis and Director's Decision:

On May 22, 2021, the Complainant was struck by a bullet discharged by a TPS officer. He would later succumb to his injuries in hospital. The officer –

the SO – was identified as a subject official for purposes of the SIU investigation. On my assessment of the evidence, there are no reasonable grounds to believe that the SO committed a criminal offence in connection with the death of the Complainant. Pursuant to section 34 of the Criminal Code, the use of force that would otherwise amount to an offence is legally justified if it was intended to protect against a reasonably apprehended attack, actual or threatened, and was itself reasonable in the circumstances. The following factors are among the circumstances to be considered in an assessment of the reasonableness of the force: the nature of the force or threat; the extent to which the use of force was imminent and whether there were other means available to respond to the potential use of force; whether any party to the incident used or threatened to use a weapon; and, the nature and proportionality of the person's response to the use or threat of force. In the instant case, there is insufficient evidence to reasonably establish that the discharge by the SO of his firearm fell outside the ambit of the section 34 protection.

The officers were lawfully placed at all times throughout their brief engagement with the Complainant. They had been called to the unit to assist paramedics as they endeavoured to examine the Complainant, whom had been reported in mental distress. As the Complainant had also been said to have been violent with his mother, and information in police records indicated he had a history of weapons-related offences, it would appear that a police presence was a reasonable precaution to ensue everyone's safety.

With respect to the gunshot to the Complainant's back, I am unable to reasonably conclude that it was not legally justified. The Complainant was in the middle of a knife attack on WO #4 when the SO, fearing for his partner's life, fired his weapon. At that moment, there is no doubt that the Complainant constituted a real and imminent threat of grievous bodily harm and death to WO #4. He was armed with a knife, had already cut and stabbed WO #4 repeatedly, and had been undeterred by two preceding CEW discharges. In the circumstances, I am satisfied that the SO was within his rights to meet the lethal threat represented by the Complainant with lethal force of his own. While he or the other officers might have chosen to physically engage and overpower the Complainant, that option would have placed their own lives at risk given the knife in the Complainant's hands; they cannot be faulted for not having done so.

Before closing the file, it bears noting that the officers who responded to deal with the Complainant gave little thought to requesting the presence of a Mobile Crisis Intervention Team (MCIT), or believed that such a team was unavailable or inappropriate in the circumstances. These teams, which pair specially trained police officers with mental health nurses, are part of the police service's strategy to engage more effectively with persons in mental health crisis. Pursuant to the terms of police service's present policy, it

appears that an MCIT ought to have been requested and/or deployed. That said, whether such a team might have contributed to a more positive outcome had they been at the scene is a matter of speculation. More to the point, even if the officers acted precipitously in the absence of an MCIT team, their indiscretion did not disqualify the SO from using force to protect WO #4 from an ongoing knife attack. Moreover, if the officers failed in their duty of care in this regard, their oversight was not so wanting as to constitute criminal negligence. The SO explained that the officers opened the door when they did because of a concern that the Complainant, in the state he was in and given his access to knives in the kitchen, might harm himself. That concern was not without foundation.

In the result, as there are no reasonable grounds to believe that the SO conducted himself unlawfully when he shot the Complainant, there is no basis for proceeding with criminal charges in this case. The file is closed.

Summary of the Toronto Police Service's Investigation:

Professional Standards (P.R.S.) conducted an investigation pursuant to Schedule 1, *Community Safety and Policing Act*, 2019, Part VI, Section 81.

This investigation examined the circumstances of this firearm death in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The P.R.S. investigation reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 01-01 (Arrest);
- Procedure 06-04 (Persons In Crisis);
- Procedure 08-03 (Injured on Duty Reporting);
- Procedure 08-04 (Members Involved in a Traumatic Critical Incident);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Use of Force);
- Procedure 15-03 (Service Firearms);
- Procedure 15-17 (In-Car Camera System).

The P.R.S. investigation also reviewed the following legislation:

- *Police Services Act* Section 113 (Special Investigations Unit);
- Ontario Regulation 267/10 (Conduct and Duties of Police Officers Respecting Investigations by the Special Investigations Unit);
- Ontario Regulation 926 (14)(Training in the Use of Force and Firearms);

- Ontario Regulation 926 (14) (Reports on the Use of Force);
- Ontario Regulation 926 (9) (Discharge Firearm);

The P.R.S. investigation determined that the T.P.S.'s policies and procedures associated with this firearm death were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The P.R.S. investigation determined the conduct of the designated officers was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

The following additional comments are provided in response to the Director of the S.I.U.'s comments regarding the use and involvement of the Mobile Crisis Intervention Team (M.C.I.T.).

The P.R.S. investigation determined that on the date of this event there were no M.C.I.T. units signed on in 53 Division. The M.C.I.T. unit that covers the neighbouring division (54 Division and 55 Division) had logged off and was unavailable to assist.

Additionally, the T.P.S. public facing web page describes the function of the M.C.I.T. in part as follows:

Are MCITs first responders?

No. Priority Response Units (PRU) are the officers that respond to all calls for service including 9-1-1 emergency calls. They will attend calls for individuals experiencing a mental health crisis first to ensure it is safe for the nurse. The MCIT will then attend as secondary responders when the PRU indicates it's safe to do so.

Although MCITs have traditionally been considered secondary responders, the program has evolved since its inception in 2000. The MCITs now may operate as co-responders to calls that do not include weapons or any other identified safety concerns. This means, when appropriate, MCITs will respond simultaneously with Priority Response Unit officers.

Further, T.P.S. Procedure 06-04 (Persons In Crisis) states:

When feasible and consistent with officer and public safety, members with MCIT training and/or additional mental health training may take the lead role in situations involving an individual experiencing a mental health crisis.

In this instance, a call for a person in crisis who was behaving violently, the involvement of the M.C.I.T. was not appropriate until the initial responding officers could determine what if any safety issues existed. If a determination was made that the call was appropriate for the M.C.I.T., the M.C.I.T. could have been engaged if available.

In all circumstances involving persons in crisis officers shall consider engaging the M.C.I.T. but will always balance this with the need to ensure the safety of all the members of the team most especially the unarmed civilian nurse partner.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

original copy with signature on file in Board office



Toronto Police Services Board Report

March 16, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation into the Custody Injury of Complainant 2021.46

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving serious injury, death, or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

S.I.U. Terminology:

Complainant – Refers to the affected person

SO – Subject Official

WO – Witness Official

TPS – Toronto Police Service

ICCS – In-Car Camera System

S.I.U. Investigative Conclusion:

In a letter to the Chief of Police dated February 7, 2022, Director Joseph Martino of the S.I.U. advised, *“the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against the two officials”*.

The following S.I.U. *Incident Narrative and Analysis and Directors Decision* has been reprinted from the S.I.U. Director’s report, number 21-TCI-214, which can be found in its entirety via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=1820

S.I.U. Incident Narrative:

“The material events in question are clear on the evidence collected by the SIU, which included interviews with the Complainant, both subject officials, a civilian eyewitness, and several police officers who were present at the time of the Complainant’s arrest. The investigation was also assisted by audio-video recordings from several ICCSs that captured the incident in parts.

In the early morning hours of July 8, 2021, the Complainant became belligerent with a member of the security staff of a building at Bathurst Street and Finch Avenue, the CW, retrieved a gun from his possession and fired it at the CW, nearly missing his target. The CW called 911 and reported the matter to the police as the Complainant fled outside.

Multiple police officers converged on the scene. The first to arrive, shortly after 1:00 a.m., were WO #7 and WO #12. As they spoke with the CW in the building lobby, a further gunshot was heard, prompting the officers to take cover and WO #12 to broadcast a warning that there was an active shooter in the area. Shortly thereafter, a further volley of gunshots was heard by the officers in the area, some of whom were a distance north of the building’s front entrance behind the cover of their cruisers.

WO #12 exited the building and began to make his way carefully east along the sidewalk leading to the visitors’ parking, east of the front entrance. As he did so, the officer saw the Complainant stand up a distance east of him on the sidewalk. He had emerged from an area of bushes and trees by the north side of the building. WO #12’s firearm drawn and pointed at him, the officer approached the Complainant and ordered him to the ground. The Complainant did not do so, and was kicked in the chest by the officer.

Felled by the kick onto a grassy area, the Complainant rolled into a prone position as other officers rushed towards the area to assist WO #12, among

them WO #1, SO #1 and SO #2. The Complainant was told to put his arms behind his back and was met with a series of strikes when he failed to do so. From a position on his right side, WO #1 delivered two knee strikes into the Complainant's torso. The Complainant was punched twice in the lower back and hip area by SO #2, and multiple times in the left upper arm and shoulder by SO #1. The struggle lasted about a minute before the officers were able to wrestle control of the Complainant's arms and handcuff them behind his back.

A revolver was located by the officers in the bush area within metres of the site of the Complainant's arrest.

Following his arrest, the Complainant complained of pain. He was taken by ambulance to hospital where he was diagnosed with a broken nose."

Analysis and Director's Decision:

"The Complainant suffered a serious injury in the course of his arrest by TPS officers on July 8, 2021. Among the arresting officers, SO #1 and SO #2 were identified as subject officials for purposes of the ensuing SIU investigation. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that either subject official committed a criminal offence in connection with the Complainant's arrest and injury.

Pursuant to section 25(1) of the Criminal Code, police officers are immune from criminal liability for force used in the course of their duties provided such force was reasonably necessary in the execution of an act that they were required or authorized to do by law. The police officers responding to the scene had every reason to believe that the Complainant had fired a gun at the CW. That was the information provided to them at dispatch, and confirmed by WO #7 and WO #12 in conversation with the CW at the scene. The Complainant was clearly subject to arrest.

With respect to the force used by the officers in taking the Complainant into custody, I am unable to reasonably conclude that it was anything other than lawful. The officers had cause to be extremely concerned about the threat the Complainant presented. It was their information at the time that the Complainant had just fired a gun at the CW without provocation, and they had arrived at the scene to the sound of additional gunfire. There was a clear and pressing need to take the Complainant into custody as quickly as possible. In the circumstances, when he resisted his arrest, refused to release his hands from underneath his torso, and kicked out with his legs, the officers were entitled to resort to a measure of force to subdue and arrest the Complainant, particularly as he was suspected of having a gun on him at the time. A takedown, followed by a series of punches and knee strikes

delivered as the struggle unfolded, would not appear to have been excessive given the exigencies of the situation.

It remains unclear precisely how the Complainant's nose was broken. The force described by the officers would not appear to have impacted the Complainant's face, albeit there is the possibility that they were mistaken about where their blows landed given the dynamics at play. Be that as it may, as there are no reasonable grounds to believe that the Complainant was subjected to unjustified force, there is no basis for proceeding with criminal charges in this case. The file is closed."

Summary of the Toronto Police Service's Investigation:

The Professional Standards-S.I.U. Liaison (S.I.U. Liaison) conducted an investigation pursuant to Schedule 1, *Community Safety and Police Act 2019*, Part VI, Section 81.

This investigation examined the circumstances of the custody injury in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison investigation reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 01-01 (Arrest);
- Procedure 01-02 (Search of Persons);
- Procedure 01-03 (Persons in Custody);
- Procedure 10-05 (Incidents Requiring the Emergency Task Force);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Use of Force);
- Procedure 15-02 (Injury/Illness Reporting);
- Procedure 15-17 (In-Car Camera System);
- Procedure 15-20 (Body-Worn Camera).

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Unit Act* Section 31(1) Duty to Comply;
- *Special Investigations Unit Act* Section 16(1) Notification of Incident;
- *Special Investigations Unit Act* Section 20 Securing the Scene;
- Ontario Regulation 926 14.2(1) Use of Force Qualification;
- Ontario Regulation 926 14.5(1) Use of Force Report

The S.I.U. Liaison investigation determined that the T.P.S. policies and procedures associated with this custody injury were lawful, in keeping with current legislation, and

written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison investigation determined the conduct of the designated subject and witness officials were in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

original copy with signature on file in Board office



Toronto Police Services Board Report

May 4, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

**Subject: Chief's Administrative Investigation into Vehicle Death
2021.56**

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving death, serious injury, the discharge of a firearm at a person or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

S.I.U. Terminology:

Complainant – Refers to the Affected Person

SO – Subject Official

WO – Witness Official

CW – Civilian Witness

TPS – Toronto Police Service

ICCS – In-Car Camera System

S.I.U. Investigative Conclusion:

In a letter to the Chief of Police dated December 30, 2021, Director Joseph Martino of the S.I.U. advised, *“the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against the official”*.

The following S.I.U. *Incident Narrative and Analysis and Directors Decision* has been reprinted from the S.I.U. Director’s report, number 21-TVD-289, which can be found in its entirety via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=1751

S.I.U. Incident Narrative:

“The material events in question are clear on the evidence collected by the SIU and may be briefly summarized.

At about 5:30 p.m. of September 3, 2021, the SO was in his cruiser – a marked TPS SUV – en route to relieve a fellow officer at St. Michael’s Hospital. He was travelling west on College Street intending to make a left-hand turn onto University Avenue. The officer entered the intersection on a green light, travelled past the northbound lanes of University Avenue, and started into his turn as the light turned to red.

At about the same time, the Complainant was operating a motorcycle eastward on College Street approaching University Avenue. Travelling in the curb lane past a streetcar stopped in the passing lane, the Complainant entered the intersection on a red light.

The SO had crossed the eastbound passing lane and was into the curb lane when his cruiser’s passenger side was struck by the Complainant’s motorcycle.

The Complainant was propelled from the motorcycle, which came to rest in the middle southbound lane of University Avenue in the intersection. Realizing his vehicle had been struck, the SO continued a short distance south, brought his vehicle to a stop in the southbound passing lane of University Avenue, and exited to render assistance.

Paramedics and firefighters arrived at the intersection, and the Complainant was transported to hospital.”

Analysis and Director's Decision:

"On September 4, 2021, the Complainant died from serious injuries he suffered the day before in a motor vehicle collision with a TPS cruiser. The driver of the cruiser – the SO – was identified as the subject official for purposes of the ensuing SIU investigation. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that the SO committed a criminal offence in connection with the collision.

The offence that arises for consideration is dangerous driving causing death contrary to section 320.13(3) of the Criminal Code. Simple negligence will not suffice to make out the offence. Rather, what is required, in part, is a marked departure from the level of care that a reasonable person would have exercised in the circumstances. In the instant case, the question is whether there is sufficient evidence to reasonably establish a want of care on the part of the SO that caused or contributed to the Complainant's death and was sufficiently egregious to attract criminal sanction. In my view, there is not.

The SO bears some responsibility for the collision. Knowing full well that left-hand turns were prohibited at that time, the officer chose to disregard the law and embark on his turn. He was not responding to any emergency at the time, and should have known better than to conduct himself as he did. The SO was also on the phone engaged in a personal conversation with his girlfriend as he approached and entered the intersection. Though perhaps not technically in violation of the rules restricting the use of hand-held communication devices while driving, it is possible the SO was not as focused on the road as he might otherwise have been.

On the other hand, it is important to note that the officer's approach and attempted turn at the intersection, though prohibited, appear to have been executed with due care and regard for traffic in the vicinity. He entered the intersection lawfully on a green light and was proceeding into his turn as the lights for east and westbound traffic turned red when his cruiser was struck. On this record, though it is perhaps fair to say that the collision would not have occurred but for the SO's imprudent left-hand turn, it is also fair to observe that he was in no way responsible for the Complainant's decision to enter the intersection on a red light at speed. In addition, the officer was using his phone 'hands-free' at the time – it had been set to speaker mode and was contained in the officer's vest pocket.

In the final analysis, when the SO's indiscretions are weighed in the balance with the extenuating considerations, I am satisfied that his conduct falls short of constituting a marked departure from a reasonable standard of care. Accordingly, there is no basis for proceeding with criminal charges in this case, and the file is closed."

Summary of the Toronto Police Service's Investigation:

The Professional Standards-S.I.U. Liaison (S.I.U. Liaison) and Traffic Services Unit (T.S.V.) conducted an investigation pursuant to Schedule 1, *Community Safety and Policing Act*, 2019, Part VI, Section 81.

This investigation examined the circumstances of the collision and vehicle death in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison and T.S.V. investigation reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 07-01 (Transportation Collisions);
- Procedure 07-03 (Life Threatening Injury/Fatal Collisions);
- Procedure 07-05 (Service Vehicle Collisions);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-11 (Use of Service Vehicles);
- Procedure 15-16 (Uniform, Equipment and Appearance Standards);
- Procedure 15-17 (In-Car Camera System);

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Unit Act* Section 31 (1) (Duty to Comply);
- *Special Investigations Unit Act* Section 20 (Securing the Scene);
- *Special Investigations Unit Act* Section 16 (1) (Notification of Incident);
- *Highway Traffic Act* Section 144 (9) (Proceed Contrary to Sign at Intersection);
- *Highway Traffic Act* Section 78.1(4) (Wireless Communications Devices).

The S.I.U. Liaison and T.S.V. investigation determined that the T.P.S.'s policies and procedures associated with this collision and vehicle death were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison Unit and T.S.V. investigation determined the conduct of the designated officer was not in compliance with applicable provincial legislation regarding the *Highway Traffic Act* and applicable T.P.S. procedures.

In relation to the conduct of the subject officer, it was determined that despite not being at fault in the collision, he bore some responsibility for the sequence of events. He was using a personal cellular phone and engaged in a private conversation at the time of the

collision. He disobeyed lawfully and clearly posted prohibited turn signs at the intersection. A separate investigation was commenced under Part V of the *Police Services Act* and adjudicated at the unit level.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

original copy with signature on file in Board office



Toronto Police Services Board Report

March 10, 2022

To: Chair and Members

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation into the Custody Injury of Complainant 2021.65

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving serious injury, death, or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

S.I.U. Terminology:

Complainant – Refers to the affected person

SO – Subject Official

WO – Witness Official

TPS – Toronto Police Service

ICCS – In-Car Camera System

S.I.U. Investigative Conclusion:

In a letter to the Chief of Police dated January 28, 2022, Director Joseph Martino of the S.I.U. advised, *“the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against the official”*.

The following *S.I.U. Incident Narrative and Analysis and Directors Decision* has been reprinted from the S.I.U. Director’s report, number 21-TCI-329, which can be found in its entirety via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=1795

S.I.U. Incident Narrative:

“The following scenario emerges from the weight of the evidence collected by the SIU, which included interviews with the Complainant, several of his family members present at the time of the events in question, and the SO.

In the morning of July 16, 2021, the Complainant’s son and daughter-in-law – CW #2 and CW #1, respectively – arrived at his residence on Huntingdale Boulevard, Toronto. They had left the residence following a dispute with the Complainant, and had returned to collect their furniture and belongings. When the Complainant refused them entry, CW #1 called the police.

The SO and her partner, the WO, were dispatched to the address. The officers satisfied themselves that CW #2 and CW #1 had a legal right to enter the premises, and were able to persuade the Complainant to let them in to collect their things.

The Complainant was belligerent as his son and daughter-in-law, and movers they had hired, walked about the home collecting property. His wife – CW #3 – tried to keep him seated and calm in the dining room. On one occasion, the Complainant stood from his seat and approached his son in an aggressive manner. CW #3 intervened to restrain the Complainant and attempted to walk him back to his seat. Concerned that his behaviour had escalated to the point of imminent violence, the SO also interceded by grabbing hold of the Complainant’s wrist and escorting him back to his chair. She and the WO had to that point largely been spectators standing in the hallway by the front entrance.

The Complainant protested the SO’s conduct and exclaimed that he had been assaulted and injured. He contacted 911 to complain about the SO, but refused an offer of an ambulance.

At hospital, later that day, the Complainant was diagnosed with a fractured right shoulder.”

Analysis and Director’s Decision:

“On September 30, 2021, the TPS notified the SIU that they were in receipt of information in which it was alleged that a man – the Complainant – had suffered a serious injury in an interaction with a TPS officer on July 16, 2021. The SIU initiated an investigation and identified the SO as the subject official. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that the SO committed a criminal offence in connection with the Complainant’s injury.

Pursuant to section 25(1) of the Criminal Code, police officers are immune from criminal liability for force used in the course of their duties provided such force was reasonably necessary in the execution of an act that they were authorized or required to do by law.

In the instant case, the officers had spoken with the property owner and, having assured themselves that CW #2 and CW #1 were named parties on the lease at the residence on Huntingdale Boulevard, rightfully concluded that they had every right to enter the residence to collect their belongings. Having been invited to the scene to keep the peace as CW #2 and CW #1 collected their property, it follows that the officers were also lawfully placed inside the residence.

I am further satisfied that the SO comported herself lawfully when she took hold of the Complainant to guide him away from his wife and son. The Complainant was angry with his son and daughter-in-law and at times gave the impression of wanting to attack them physically. The evidence indicates that the SO took hold of the Complainant believing that he was about to assault his wife. The SO reported that she took hold of the Complainant’s wrist without undue force and for a very brief period to guide him back to his seat. In the circumstances, there is no evidence that the SO used anything other than reasonable force in the execution of her duties to preserve the peace and prevent a reasonably apprehended assault.

The mechanism of the Complainant’s fracture remains unclear, and there is good reason to believe that the SO had very little, if anything, to do with the fracture. That said, the medical evidence was unable to exclude a direct application of force as being the cause of the fracture. Be that as it may, as I am satisfied for the foregoing reasons that the SO used only lawful force throughout her engagement with the Complainant, there is no basis for proceeding with criminal charges in this case, and the file is closed.”

Summary of the Toronto Police Service's Investigation:

The Professional Standards - S.I.U. Liaison (S.I.U. Liaison) conducted an investigation pursuant to Schedule 1, *Community Safety and Policing Act*, 2019, Part VI, Section 81.

This investigation examined the circumstances of the custody injury in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison investigation reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 01-01 (Arrest);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Use of Force);
- Procedure 15-02 (Injury/Illness Reporting);
- Procedure 15-17 (In-Car Camera System);
- Procedure 15-20 (Body-Worn Camera).

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Unit Act* Section 31(1) Duty to Comply;
- *Special Investigations Unit Act* Section 16(1) Notification of Incident;
- *Special Investigations Unit Act* Section 20 Securing the Scene;
- Ontario Regulation 926 14.2(1) Use of Force Qualification;

The S.I.U. Liaison investigation determined that the T.P.S. policies and procedures associated with this custody injury were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison investigation determined the conduct of the designated officers was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Neither officer was equipped with a Body-Worn Camera (B.W.C.) however the audio portions of the officers' In-Car Camera System (I.C.C.S.) captured some of the dialogue in the event. This was disclosed to the S.I.U. for their investigation.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

original copy with signature on file in Board office



Toronto Police Services Board Report

March 17, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation into the Custody Death of Complainant 2021.66

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving serious injury, death, or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

S.I.U. Terminology:

Complainant – Refers to the affected person

SO – Subject Official

WO – Witness Official

TPS – Toronto Police Service

ICCS – In-Car Camera System

S.I.U. Investigative Conclusion:

In a letter to the Chief of Police dated February 4, 2022, Director Joseph Martino of the S.I.U. advised, *“the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against any official”*.

The following S.I.U. *Incident Narrative and Analysis and Directors Decision* has been reprinted from the S.I.U. Director’s report, number 21-TCD-340, which can be found in its entirety via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=1814

S.I.U. Incident Narrative:

“The material events in question are clear on the evidence collected by the SIU, which included interviews with officers involved in an operation around the Complainant’s residence around the time of his death.

At about 7:30 p.m. of October 9, 2021, the Complainant called 911 from his basement apartment on Castledene Crescent. He was of unsound mind at the time. He asked that police officers attend his residence and spoke about “causing chaos”. Police officers were dispatched to the address.

Arriving at about 7:50 p.m., and led by WO #5, the first officers at the scene included WO #1, WO #2, WO #3 and WO #4. A check of police records had revealed that the Complainant was a former gang member who frequently suffered from paranoia. The officers would also learn that the Complainant was flagged on police records for violence.

The officers were allowed into the home – a rooming house – by one of the tenants, and set about trying to locate the Complainant. WO #1 and WO #2 reported that they had located the Complainant in a bedroom in the basement. They had attempted to communicate with the Complainant through the locked bedroom door without success. He kept repeating, “Come in and kill me, confirm, confirm.”

The officers were joined in the basement by WO #3, WO #4 and WO #5. Further efforts at communication with the Complainant were similarly unsuccessful. The sergeant inquired about the availability of the Mobile Crisis Intervention Team, and was told they were not working. As the officers were becoming increasingly concerned for the health of the Complainant, who had earlier that day been seen with a hammer and screwdriver, and his girlfriend – CW #4 – whose whereabouts were unknown, the sergeant decided to call-in the ETF to deal with what had

become a barricaded persons situation.

A team of ETF officers arrived on scene at about 8:30 p.m., relieving the primary response officers. They shone their flashlights at the bedroom door frame to elicit a response from the Complainant. The Complainant reacted by screaming, "Come on! Come in!" When asked if his girlfriend was in the room with him, the Complainant did not respond. Concerned that CW #4 was being held hostage, the officers decided they needed a view into the bedroom.

The ETF team leader, WO #6, went outside, located the bedroom window, and broke it, pulling the drapes aside. The room was dark and they were unable to detect the Complainant. With the use of a thermal imaging camera, however, the Complainant was seen against the wall opposite the window. WO #6 used his flashlight to illuminate the Complainant. He was holding a hammer and waving it. The officer told the Complainant to drop the hammer and speak with the officers at the door. The Complainant was unresponsive.

As WO #6 continued to scan the bedroom with his flashlight, he noticed that the hammer was now on the bed and the Complainant had a knife in his hand. The officer yelled, "Knife," and drew his CEW but was unable to deploy it without a clear shot. Within seconds, the Complainant stabbed himself in the neck. WO #6 called for medics to attend as the officers outside the bedroom door forced it open

Paramedics attended to the Complainant in the basement. He was placed in an ambulance and rushed to hospital where he was pronounced deceased at 9:59 p.m.

The pathologist at autopsy was of the preliminary view that the Complainant's death was attributable to 'stab wound to neck'.

Analysis and Director's Decision:

"The Complainant died in Toronto on October 9, 2021. As TPS officers had engaged with the Complainant for a period of time before he suffered wounds resulting in his death, the SIU was notified of the incident and initiated an investigation. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that any TPS officer committed a criminal offence in connection with the Complainant's death.

The offence that arises for consideration is criminal negligence causing death contrary to section 220 of the Criminal Code. The offence is reserved for serious cases of neglect that demonstrate a wanton or reckless disregard

for the lives or safety of other persons. A simple finding of unreasonable conduct will not suffice to ground liability. Rather, what is required is a marked and substantial departure from the level of care that a reasonable person would have exercised in the circumstances. In the instant case, the issue is whether there was any want of care on the part of the officers who engaged with the Complainant, sufficiently egregious to attract criminal sanction that contributed to his self-inflicted death. In my view, there was not.

The officers who attended at the Complainant's residence were at all times lawfully placed. They had been called to the scene by the Complainant himself, who was in apparent mental distress at the time. Once there, with the information at their disposal suggesting the Complainant was armed and a danger to himself and possibly others, they were duty bound to do what they reasonably could to protect and preserve life.

In the course of a standoff lasting little more than an hour at the scene, I am also satisfied that the officers comported themselves with due care and regard for the Complainant's well-being. The uniformed officers who initially attended attempted to de-escalate the situation at the door by speaking with the Complainant. They tried to persuade him to open the door but to no avail. The sergeant in command – WO #5 – considered his options and decided, wisely, in my view, that the ETF should be deployed given the potential of a hostage inside the bedroom with an armed man – the ETF had personnel and resources specifically for these types of situations. The ETF's approach at the scene was measured and methodical. They too attempted to negotiate a peaceful resolution of the matter and only decided on a more proactive posture when those efforts failed. The decision to acquire a line of sight into the bedroom as a first step would appear a reasonable one as they had yet to confirm the presence of another person in the room. Regrettably, the Complainant decided to stab himself within seconds of WO #6 breaking the bedroom window before any of the ETF officers had an opportunity to prevent that from happening. Once in the bedroom, there is no indication that the officers failed to act with dispatch in securing medical attention for the Complainant.

For the foregoing reasons, I am satisfied that none of the officers involved in the operation set in motion by the Complainant's call to police transgressed the limits of care prescribed by the criminal law. Accordingly, there is no basis for proceeding with criminal charges in this case."

Summary of the Toronto Police Service's Investigation:

The Professional Standards-S.I.U. Liaison (S.I.U. Liaison) conducted an investigation pursuant to Schedule 1, *Community Safety and Policing Act*, 2019, Part VI, Section 81.

This investigation examined the circumstances of the custody death in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison investigation reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 01-01 (Arrest);
- Procedure 06-04 (Persons In Crisis);
- Procedure 06-13 (Mobile Crisis Intervention Team (MCIT));
- Procedure 10-05 (Incidents Requiring the Emergency Task Force);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Use of Force);
- Procedure 15-17 (In-Car Camera System);
- Procedure 15-20 (Body-Worn Camera).

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Unit Act* Section 31(1) Duty to Comply;
- *Special Investigations Unit Act* Section 16(1) Notification of Incident;
- *Special Investigations Unit Act* Section 20 Securing the Scene;
- Ontario Regulation 926 14.2(1) Use of Force Qualification;

The S.I.U. Liaison investigation determined that the T.P.S. policies and procedures associated with this custody death were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison investigation determined the conduct of the designated officers was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Neither officer was equipped with Body-Worn Camera (B.W.C.) however the audio portions of the officer's In-Car Camera System (I.C.C.S.) captured some of the dialogue in the event. This was disclosed to the S.I.U. for their investigation.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office



Toronto Police Services Board Report

April 8, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation into the Custody Death of Complainant 2021.67

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving serious injury, death, or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

S.I.U. Terminology:

Complainant – Refers to the affected person

SO – Subject Official

WO – Witness Official

TPS – Toronto Police Service

ICCS – In-Car Camera System

S.I.U. Investigative Conclusion:

In a letter to the Chief of Police dated February 7, 2022, Director Joseph Martino of the S.I.U. advised, *“the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against the three officials”*.

The following S.I.U. *Incident Narrative and Analysis and Directors Decision* has been reprinted from the S.I.U. Director’s report, number 21-TCD-341, which can be found in its entirety via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=1821

S.I.U. Incident Narrative:

“At about 11:25 p.m. of October 9, 2021, an agitated Complainant called police seeking help. He reported there were people with guns trying to kill him but was unable to provide any details. In a second 911 call a few minutes later, a still frantic Complainant repeated there were people out to harm him. Police officers were dispatched to investigate.

WO #3, WO #1 and WO #2 of 51 Division were the first officers to arrive on scene at the sixth floor apartment on Church Street. To no avail, they attempted to communicate with the Complainant through the locked door. The Complainant could be heard yelling from inside the apartment indicating that he was being shot. He refused to open the door for the police. A call was made to have firefighters attend to force open the door. That call was cancelled moments later when WO #3 decided to call-in the ETF.

The first ETF officers – SO #3 and WO #8 – were on scene at about 12:25 a.m. They were followed by other team members that included SO #1, SO #2, WO #5, WO #6, and WO #7. The ETF took charge of police operations. SO #2 continued with efforts to speak with the Complainant through the door. The Complainant screamed and yelled, and was largely incoherent. By this time, it was clear they were dealing with an individual in mental distress. A check of police records indicated that the Complainant was schizophrenic and refused to take his medication.

At about 1:30 a.m., after hearing the sounds of grunts and groans from inside the apartment, and the Complainant crying for help, ETF officers forced open the door with a hydraulic ram and rushed inside the apartment. SO #3 and SO #2 quickly located the Complainant lying on the floor, handcuffed him behind the back, and placed him in the recovery position. Within moments, the Complainant lapsed into acute medical distress.

Paramedics who had been staging nearby were summoned to the apartment. CPR was administered, as were other lifesaving measures. The Complainant was eventually placed on a chair stretcher, taken down to a waiting ambulance, and rushed to hospital.

The Complainant was pronounced deceased at hospital at 2:16 a.m.

The pathologist at autopsy was of the preliminary view that “signs of traumatic causes of death [were] not present”. The cause of the Complainant’s death remains pending at this time.”

Analysis and Director’s Decision:

“The Complainant passed away in the early morning hours of October 10, 2021 in Toronto. As his death was preceded by a standoff at his residence involving TPS officers, the SIU was notified and initiated an investigation. Three officers – SO #1, SO #2 and SO #3 – were identified as subject officials. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that any of the subject officials committed a criminal offence in connection with the Complainant’s death.

The offence that arises for consideration is criminal negligence causing death contrary to section 220 of the Criminal Code. The offence is reserved for serious cases of neglect that demonstrate a wanton or reckless disregard for the lives or safety of other persons. A simple finding of unreasonable conduct will not suffice to ground liability. Rather, what is required is a marked and substantial departure from the level of care that a reasonable person would have exercised in the circumstances. In the instant case, the issue is whether there was any want of care on the part of the officers who engaged with the Complainant, sufficiently egregious to attract criminal sanction that contributed to his death. In my view, there was not.

The officers who attended at the Complainant’s residence were at all times lawfully placed. They had been called to the scene by the Complainant himself, who was in apparent mental distress at the time and under the belief that there were people trying to hurt him. Once there, with the information at their disposal suggesting the Complainant was in the throes of a psychotic episode, they were duty bound to do what they reasonably could to prevent harm coming to him.

The deployment of the ETF at the scene seems a reasonable decision. Uniformed officers, including a member of the service’s Mobile Crisis Intervention Team, had tried and failed to make any headway with the Complainant from outside his apartment door. The situation had effectively become a barricaded person situation, potentially involving guns - precisely

the circumstances for which ETF officers are trained and equipped.

In the course of a standoff lasting little more than an hour at the scene, I am also satisfied that the ETF officers, including the subject officials, comported themselves with due care and regard for the Complainant's well-being. Though of unsound mind, while the Complainant could still be heard inside the apartment they continued with their efforts to peacefully resolve the situation through negotiation. As time wore on, they decided to drill a hole in the door to acquire a line of sight into the apartment. Unfortunately, something hanging from the door partially obstructed the hole they had created. It was shortly after drilling the hole that the Complainant asked for help and began making sounds indicating he was in physical distress. At this time, the ETF forced open the door and entered the apartment. I am unable to reasonably conclude on this record that the officers ought to have entered any sooner than they did. They were within their rights in exercising a measure of caution given the Complainant's talk of guns in his 911 calls. Once inside, there is no indication of any significant force having been brought to bear against the Complainant, other than what would have been necessary to temporarily handcuff his arms behind his back. Thereafter, paramedics were expeditiously brought to the scene to render emergency medical care.

The cause of the Complainant's death remains undetermined at this time pending the results of further examinations. Be that as it may, as I am satisfied for the foregoing reasons that the Complainant's death is not attributable to any unlawful conduct on the part of the involved officers, there is no basis for proceeding with criminal charges in this case. The file is closed."

Summary of the Toronto Police Service's Investigation:

The Professional Standards-S.I.U. Liaison (S.I.U. Liaison) conducted an investigation pursuant to Schedule 1, *Community Safety and Policing Act*, 2019, Part VI, Section 81.

This investigation examined the circumstances of the custody death in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison investigation reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 01-01 (Arrest);
- Procedure 06-04 (Persons In Crisis);
- Procedure 06-13 (Mobile Crisis Intervention Team);
- Procedure 10-05 (Incidents Requiring the Emergency Task Force);

- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Use of Force);
- Procedure 15-17 (In-Car Camera System);
- Procedure 15-20 (Body-Worn Camera).

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Unit Act* Section 31(1) Duty to Comply;
- *Special Investigations Unit Act* Section 16(1) Notification of Incident;
- *Special Investigations Unit Act* Section 20 Securing the Scene;
- Ontario Regulation 926 14.2(1) Use of Force Qualification;

The S.I.U. Liaison investigation determined that the T.P.S. policies and procedures associated with this custody death were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison investigation determined the conduct of the designated officers was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

original copy with signature on file in Board office



Toronto Police Services Board Report

March 16, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation into the Custody Injury of Complainant 2021.69

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving serious injury, death, or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

S.I.U. Terminology:

Complainant – Refers to the affected person

SO – Subject Official

WO – Witness Official

TPS – Toronto Police Service

ICCS – In-Car Camera System

S.I.U. Investigative Conclusion:

In a letter to the Chief of Police dated February 11, 2022, Director Joseph Martino of the S.I.U. advised, *“the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against the official”*.

The following S.I.U. *Incident Narrative and Analysis and Directors Decision* has been reprinted from the S.I.U. Director’s report, number 21-TCI-346, which can be found in its entirety via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=1830

S.I.U. Incident Narrative:

“The following scenario emerges from the evidence collected by the SIU, which included interviews with the SO and another officer who participated in the Complainant’s arrest – WO #1. The investigation was also assisted by video footage from a security camera that captured the incident in parts. The Complainant could not be located to provide a statement.

In the afternoon of August 22, 2021, the SO and WO #1 were working a paid-duty at Lakeshore Boulevard East and Northern Dancer Boulevard when they were approached by employees of a restaurant near the intersection. One of the employees – the CW – told the officers of a male in the store who was being a nuisance and impeding the flow of customers into the business. The officers walked over to the restaurant to investigate.

The male was the Complainant. He had entered the store shirtless and wearing a pair of shorts that exposed his upper buttocks. The Complainant had sat down on the floor blocking the entrance, and refused to leave.

The SO and WO #1 entered the store and spoke with the Complainant. They asked the Complainant if he needed anything and told him the store staff wanted him off the premises and he would have to leave. By that time, the Complainant had also set off the fire alarm in the store for no particular reason. The Complainant swore at the officers but got up and left the store of his own volition. As he approached the doors, the Complainant lightly pushed a store employee out of the way as he made his exit.

The officers followed the Complainant out of the restaurant and watched as he crossed Lakeshore Boulevard East west of the controlled intersection, causing live traffic to come to a stop, and entered Woodbine Park on the northwest corner of the intersection. WO #1 decided to arrest the Complainant at this time.

WO #1 walked up from behind the Complainant in the park, grabbed hold of his left arm, and told him he was under arrest. The Complainant spun free of the officer's hold, lost his balance, and fell on his back on an asphalt walkway. From the ground, the Complainant flailed his legs and swung his arms in their direction, almost striking the officers as they attempted to take him into custody. The SO punched the Complainant in the face during the struggle, after which the officers handcuffed his arms behind his back.

The Complainant was taken to hospital from the scene and diagnosed with a fractured nose.”

Analysis and Director's Decision:

“The Complainant was seriously injured in the course of his arrest by two TPS officers on August 22, 2021. One of the officers – the SO – was identified as a subject official for purposes of the SIU investigation. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that the SO committed a criminal offence in connection with the Complainant's arrest and injury.

Pursuant to section 25(1) of the Criminal Code, police officers are immune from criminal liability for force used in the course of their duties provided such force was reasonably necessary in the execution of an act that they were required or authorized to do by law.

I am satisfied that the SO and WO #1 had lawful grounds to seek the Complainant's arrest for mischief and assault. They had information that he had set off a fire alarm and had seen him push a restaurant employee, in both cases, for no reason.

I am also satisfied that the force used by the SO was legally justified in the circumstances. The Complainant reacted with hostility and aggression when told he was under arrest. He had forcibly broken free of WO #1's hold, falling in the process, and was combative on the ground, lashing out with his limbs at the officers. In the circumstances, I am unable to reasonably conclude that a single punch, intended to subdue the Complainant and deter any further aggression, was a disproportionate response to the situation at hand. Indeed, the Complainant was quickly handcuffed following the strike, after which there was no further force used by the officers.

For the foregoing reasons, there are no reasonable grounds to believe that the SO comported himself other than lawfully in his dealings with the Complainant. Accordingly, there is no basis for proceedings with criminal charges in this case, and the file is closed.”

Summary of the Toronto Police Service's Investigation:

The Professional Standards-S.I.U. Liaison (S.I.U. Liaison) conducted an investigation pursuant to Schedule 1, *Community Safety and Policing Act*, 2019, Part VI, Section 81.

This investigation examined the circumstances of the custody injury in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison investigation reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 01-01 (Arrest);
- Procedure 01-02 (Search of Persons);
- Procedure 01-03 (Persons In Custody);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Use of Force);
- Procedure 15-02 (Injury/Illness Reporting);
- Procedure 15-17 (In-Car Camera System);
- Procedure 15-20 (Body-Worn Camera).

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Unit Act* Section 31(1) Duty to Comply;
- *Special Investigations Unit Act* Section 16(1) Notification of Incident;
- *Special Investigations Unit Act* Section 20 Securing the Scene;
- Ontario Regulation 926 14.2(1) Use of Force Qualification;
- Ontario Regulation 926 14.5(1) Use of Force Report

The S.I.U. Liaison Unit investigation determined that the T.P.S. policies and procedures associated with this custody injury were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison investigation determined the conduct of the designated officers was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office



Toronto Police Services Board Report

March 9, 2022

To: Chair and Members
Toronto Police Services Board

From: James Ramer
Chief of Police

Subject: Chief's Administrative Investigation into the Alleged Sexual Assault of Complainant 2021.71

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive the following report for information.

Financial Implications:

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

Background / Purpose:

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving serious injury, death or the allegation of sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

Discussion:

On July 5, 2011, at 1143 hours, two uniformed officers from 41 Division responded to a call for a, *domestic* at 2675 Eglinton Avenue East.

Information was received that Alleged Sexual Assault Complainant 2021.71 (2021.71) and her boyfriend were having an argument about money and her insistence that he attend the methadone clinic with her. The boyfriend had called police to mediate the situation as 2021.71 had previously accused him of assaulting her.

The officers arrived on scene and determined this was a domestic incident and advised a supervisor of this disposition.

It was decided that 2021.71 would be transported home by police to her residence.

At 1236 hours, the officers advised Communications Services they were transporting 2021.71 home.

At 1300 hours, the officers arrived at 2021.71's home address.

At 1319 hours, the officers started the report detailing the circumstances of this call.

At 1343 hours, the report was completed, submitted and the officers marked themselves clear of the call.

The Automated Vehicle Location (A.V.L.), the In-Car Camera System (I.C.C.S.) and the communications audio from this event were not available. This type of data is retained by the Toronto Police Service (T.P.S.) for one year unless previously requested as part of an off-line check or disclosure request.

On October 22, 2021, at 1128 hours, the T.P.S. S.I.U. Liaison Officer was contacted by the Durham Regional Police Service (D.R.P.S.) Professional Standards Unit.

D.R.P.S. advised the T.P.S. that they had received a voicemail message from 2021.71 who had stated in her voicemail message that she had been sexually assaulted by an unknown T.P.S. officer in Toronto on an unspecified date(s).

Pursuant to D.R.P.S. policy, its S.I.U. Liaison Officer, contacted the S.I.U. directly to report the incident and the involvement of a T.P.S. officer.

The S.I.U. advised T.P.S. that it had invoked its mandate in relation to this investigation.

The S.I.U. advised the T.P.S. that 2021.71 had alleged that she was sexually assaulted by one of the officers who interacted with her on July 5, 2011.

The S.I.U. did not disclose to the T.P.S. the nature and extent of the contact that is alleged to have constituted the alleged sexual assault.

The S.I.U. designated one officer as a subject official; one other officer was designated as a witness official.

In a letter to the T.P.S. dated February 18, 2022, Director Joseph Martino of the S.I.U. advised, *"the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges in this case"*.

The S.I.U. has not made the Director's Report public stating in part, "pursuant to section 34(6) of the Special Investigations Unit Act, 2019, the SIU Director may exercise a discretion, subject to prior consultation with the complainant, to not publish the report if the Director is of the opinion that the complainant's privacy interest in not having the report published clearly outweighs the public interest in having the report published.

Summary of the Toronto Police Service's Investigation:

The Professional Standards-S.I.U. Liaison (S.I.U. Liaison) conducted an investigation pursuant to Schedule 1, *Community Safety and Policing Act*, 2019, Part VI, Section 81.

This investigation examined the circumstances of the alleged sexual assault in relation to the applicable legislation, service provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison investigation reviewed the following T.P.S. procedures:

- Procedure 05-04 (Domestic Violence);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Act*, 2019

The S.I.U. Liaison investigation which was reviewed by Specialized Criminal Investigations-Sex Crimes determined that the T.P.S.'s policies and procedures associated with this alleged sexual assault were lawful, in keeping with current legislation, and written in a manner, which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison investigation determined the conduct of the designated officers was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Staff Superintendent Peter Code, Professional Standards, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

James Ramer, O.O.M.
Chief of Police

*original copy with signature on file in Board office