



**Public Meeting**

**Tuesday,  
October 11, 2022 at  
9:00AM**



**PUBLIC MEETING AGENDA**  
**Tuesday, October 11, 2022 at 9:00AM**  
Livestreaming at [https://youtu.be/g0\\_5v54RUHY](https://youtu.be/g0_5v54RUHY)

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Call to Order

Indigenous Land Acknowledgement

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

Chief's Monthly Verbal Update

1. Confirmation of the Minutes from the meeting held on [September 13, 2022](#).

Presentations and Items for Consideration

2. **2021 Toronto Police College Training Program**
  - 2.1 [Toronto Police College Training Program Overview Presentation](#)
  - 2.2 September 15, 2022 from James Ramer, Chief of Police  
**Re: [Annual Report: 2021 Toronto Police College Training Program](#)**
3. **Auditor General Draft Project Implementation Strategy**
  - 3.1 [Auditor General Implementation Draft Project Strategy Presentation](#)
  - 3.2 September 26, 2022 from James Ramer, Chief of Police  
**Re: [Letter from Deputy City Manager – City Collaboration on Auditor General Recommendations](#)**

4. October 11, 2022 from James Ramer, Chief of Police  
**Re: Request for Amendment to Use of Special Event Funding – LGBT Purge 30th Anniversary**
  
5. September 16, 2022 from Wendy Walberg, City Solicitor  
**Re: Final Report: Inquest into the death of Mr. Alexander Wettlaufer Jury verdict and recommendations**
  
6. August 16, 2022 from James Ramer, Chief of Police  
**Re: Response to the Jury Recommendations from the Coroner’s Inquest into the Death of Mr. Quinn MacDougall**
  
7. September 14, 2022 from James Ramer, Chief of Police  
**Re: Request for a Review of a Service Complaint Investigation – Professional Standards Case Number PRS-085961**

#### Consent Agenda

8. August 16, 2022 from James Ramer, Chief of Police  
**Re: Annual Report: 2022 Filing of Toronto Police Service Procedures**
  
9. **Chief’s Administrative Investigation Reports**
  - 9.1 September 12, 2022 from James Ramer, Chief of Police  
**Re: Chief’s Administrative Investigation into the Custody Injury of Complainant 2022.04**
  
  - 9.2 September 8, 2022 from James Ramer, Chief of Police  
**Re: Chief’s Administrative Investigation into the Alleged Sexual Assault of Complainant 2022.15**
  
  - 9.3 September 8, 2022 from James Ramer, Chief of Police  
**Re: Chief’s Administrative Investigation into the Alleged Sexual Assault of Complainant 2022.16**

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

**Monday, November 14, 2022**  
**Hybrid Board Meeting – at Police Headquarters, 40 College Street or virtually via WebEx**

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**Members of the Toronto Police Services Board**

Jim Hart, Chair  
Lisa Kostakis, Member  
John Tory, Mayor & Member  
Mark Grimes, Member & Councillor

Frances Nunziata, Vice-Chair & Councillor  
Ann Morgan, Member  
Ainsworth Morgan, Member

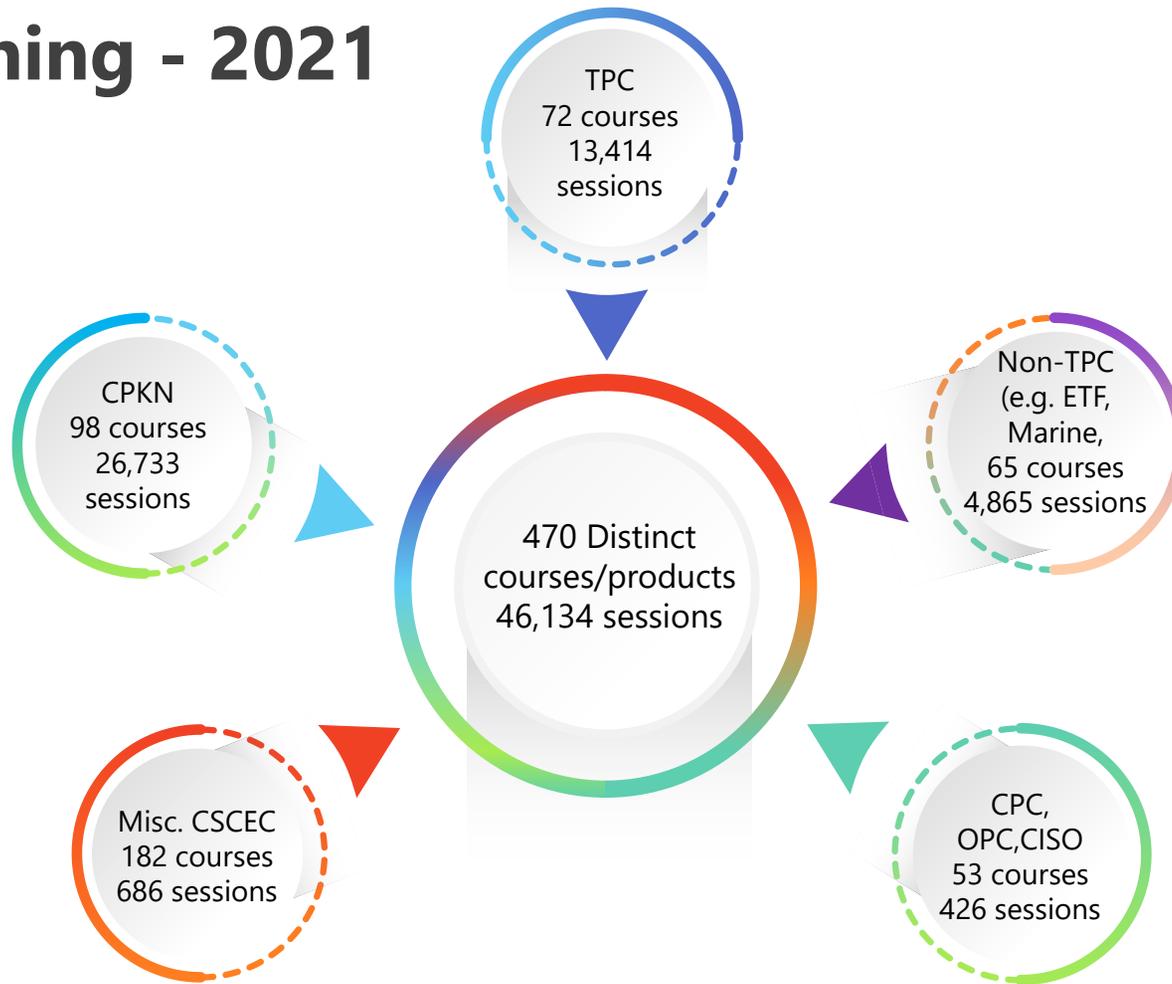


# Training Overview

Toronto Police College



# Total Training - 2021



# College Sections



## Learning Development Standards

The Black Experience

Indigenous Experience

Fair and Unbiased Policing

Wellness and Resilience

Active Bystander

Investigative Techniques

Disabilities



## Community Policing

Pre-Aylmer Recruit Training

Post-Aylmer Recruit Training

Uniform Coach Officer

Crime Prevention CPTED

Spec Const Book Recruit Trng

DRE DSgt Workflow & MCM

Direct Entry Versadex Intro



## Incident Response Team

In Service Training (ISTP)

Deescalation Techniques

Verbal Communications

Defensive Tactics

Dealing with Persons in Crisis

Tactical Considerations



## Investigative

Search Warrants

Major Case Management

Interviewing

Plain Clothes Operator

Provincial Statutes

Sex Crimes

Youth Crimes

Search of Persons



## Armament & PVO

Annual Requalification

Dynamic Simulations

Active Attacker Training

Less Lethal Shot Gun

Recruit Range Techniques

Vehicle Pursuit

Highway Safety



## Admin Support

HRMS for Training Instructors

JHSC Certification Part 1

ESS Police Specific Hazards

First Aid AED and CPR C

First Aid Renewal

Police Range Safety First Aid

Naloxone AWS Presentation

JHS Certification Refresher



## Special Constables Training

Special Constable Training

Standards of Conduct

General Diversity & Trans Inclusion

Interim Search Process

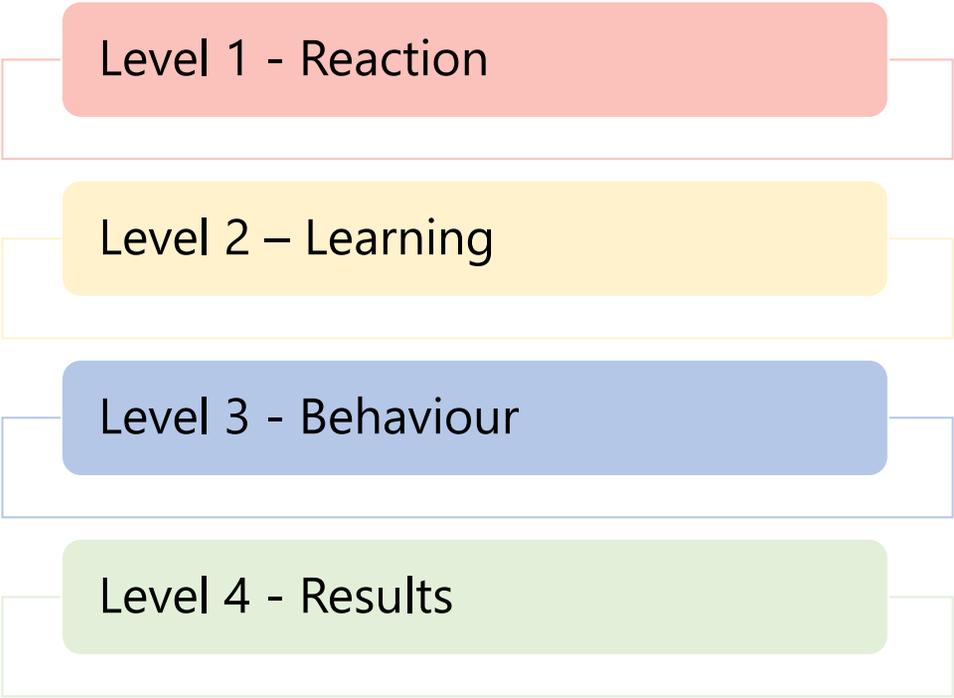
Versadex Prisoner Management

Independent Police Review Director

Golden Rule: Searches



# Evaluation of Training - Kirkpatrick



# Training 2022/2023 – New and Evolving Content

Reports, Recommendations, Legislation,  
Case Law

Community Consultation and Feedback

Analysis, Projection, and Research



# Training 2022/2023 – New and Evolving Content

Black Experiences – Moving From Reflection to Action

The Indigenous Experience

Mental Health and Addictions Advisory Panel  
Recommendation Update



# Training 2022/2023 – New and Evolving Content

## Black Experiences – Moving From Reflection to Action

Component of Day 1 ISTP – Delivered by Civilian SME's in class

Informed and Developed with the assistance of Community Advocacy Groups

- PACER, ARAP, CAPT



# Training 2022/2023 – New and Evolving Content

## The Indigenous Experience

Component of Day 1 ISTP – Delivered by Civilian SME's in class

Informed and Developed with the assistance of Community Advocacy Groups

- Chief's Aboriginal Consultative Committee, ARAP, CAPT



# Training 2022/2023 – New and Evolving Content

## Mental Health and Addictions Advisory Panel Recommendation Update

Toronto Police Service Board meeting July 27, 2022

Request that the Chief review the “Possible Areas of Improvement in Training,” and make any changes as necessary

- Transfer of Knowledge
- Focus on De-escalation
- Intersectionality
- Implicit Bias
- Community Resource and Referrals



# Training 2022/2023 – New and Evolving Content

## Fair and Unbiased Policing Course (5 Day)

- Aligned with the 81 Recommendations on Police Reform



# Training 2022/2023 – New and Evolving Content

## Peer Intervention/Active Bystander

- Expanding area of Police training largely based on the work of Dr. Ervin Staub
- LAPD, NOPD – EPIC, Georgetown Law University – ABLE
- Designed to assist members with overcoming powerful human inhibitors so as positively intervene with one another when appropriate.
- Will teach strategies and techniques to help reduce officer mistakes, interrupt misconduct, promote wellness.
- Rolling out this year in 5 day Fair and Unbiased Policing Course – expanded model for recruits will include challenging live action scenarios.
- Scenarios will also target Pro-Social Value Orientation
- Expansion into 2023 ISTP program.





**Thank You**

Toronto Police College





## Toronto Police Services Board Report

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September 15, 2022

To: Chair and Members  
Toronto Police Services Board

From: James Ramer  
Chief of Police

**Subject: Annual Report: 2021 Toronto Police College Training Program**

### **Recommendation:**

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 meetings of August 24, 1995 and January 20, 1999, the Board requested that the Chief of Police provide annual reports that assess the effectiveness of training programs (Min. Nos. P333/95 and P66/99 refer).

This report outlines the training delivered by the Toronto Police College (T.P.C.) during 2021.

### **Discussion:**

The Toronto Police Service (T.P.S.) continues to meet the training needs of its police officers and civilian members by providing quality learning both internally and externally. Members of the T.P.S. receive training through a number of different means:

- training offered by the T.P.C. through traditional in-class instruction;
- unit-specific training;
- courses offered online in an e-learning format; and

- training offered by external learning institutions where tuition is reimbursed to the member.

The Kirkpatrick Hierarchy is a standardized framework the T.P.C. uses to evaluate learning. It is made up of: Level 1 - Reaction; Level 2 - Learning; Level 3 - Transfer of Learning; and Level 4 - Results of Learning. These levels are further defined in the attached report.

Attached is a detailed report on the effectiveness of police training which provides an overview of T.P.C. operations and services and describes the results of an effectiveness study conducted on four courses delivered or sponsored by the members of the T.P.C. This study focused on the transfer of knowledge acquired during the training to field units and its impact on T.P.S. and the community. An e-learning module, two in class courses and a hybrid e-learning and in-class course, all with high participant numbers were chosen. The courses studied were:

1. Let's Talk: How Anti-Black Racism Impacts Impartial Policing;
2. Domestic Violence Investigator;
3. Body Worn Camera; and
4. Taser 7 User Course (C.E.W.)

Of note, the survey was sent approximately six months to one year after course completion.

Looking forward, the T.P.C. is continually reviewing its Course Training Standards in preparation for the development of a more comprehensive approach to training evaluation.

### **Conclusion:**

The attached report provides the Board with an overview of the training provided by the T.P.C. during 2021.

Ms. Svina Dhaliwal, Acting 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



The Effectiveness of Policing  
Training Toronto Police College  
July 2022

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## **Executive Summary:**

In 2021, the Toronto Police College (T.P.C.) continued to adjust and adapt its methods of delivery for courses due to the COVID-19 pandemic. As a result of the pandemic, many courses were postponed until they could be safely completed. The sustained implementation of the pandemic mitigation strategies limited student numbers, to allow for distancing in an effort to reduce the spread of COVID-19. This resulted in a reduction in the number of in-person trainings that could safely be delivered. In addition to smaller classroom size, where feasible, the T.P.C. provided e-Learning or virtual options in certain cases.

Despite the pandemic, the Toronto Police Service (T.P.S.) continues to meet the training needs of its members by providing quality learning opportunities from within the T.P.S., through partner organizations such as the Ontario Police College (O.P.C.), the Canadian Police College (C.P.C.), as well as through other external agencies such as the Ministry of Attorney General, the Centre of Forensic Sciences and St. John's Ambulance.

In order to address the evaluation of T.P.S. training effectively, members at the T.P.C. apply the four-level Kirkpatrick Hierarchy of Evaluation which includes the following criteria:

1. Reaction;
2. Learning;
3. Transfer; and
4. Results.

Generally, courses offered at T.P.C. are measured to level 2 of the Kirkpatrick Hierarchy. In October 2021, in response to multiple recommendations to provide an assessment on the impact of training, the T.P.C. issued a Request for Proposal (R.F.P.) for an external proponent to produce a Transfer of Learning study to evaluate training delivered by the T.P.C. Unfortunately, the R.F.P. failed to identify any interested proponents. In response to this outcome, the T.P.C. is currently consulting with internal experts to review and potentially redefine the scope of the work with a view to possibly re-issuing another R.F.P.

Every course has a specific evaluation strategy. All courses are evaluated for reaction and learning at the time of delivery (Level 1 and 2).

The transfer of learning and impact evaluations (Level 3) are reflected in the practical application of the learning and take place six months to one year after the course has been completed. This analysis was conducted on selected programs. Specifically, the following four training courses or programs, delivered in 2021, were reviewed at Level 3:

1. Let's Talk: How Anti-Black Racism Impacts Impartial Policing (e-Learning);
2. Domestic Violence Investigator (in-class delivery);

3. Body Worn Camera (hybrid in-class and e-Learning); and
4. Conducted Energy Weapon (in-class delivery).

The T.P.S. training is an operational activity that supports identified priorities, policies and statutes. The positive results included in this report are measured by the transfer and synthesis of learning, as reported by members. These responses to the survey are evidence that the teaching strategies employed by the T.P.C. have had a positive impact on learners. This analysis revealed that the training members received throughout 2021 made a difference in their abilities to perform their duties. Members also reported that the training they received was relevant to their job function and that they have applied the techniques they learned in their current roles. Members also consistently reported an increase in their confidence level as well as a positive change in their performance as it relates to applying the knowledge they have gained.

This report highlights areas where courses offered at the T.P.C. have continued to evolve in order to address T.P.S. and community needs, as well as to incorporate academic adult education best practices. Course delivery strategies have continued to expand, even as the Service contends with the pandemic, and partnerships with federal, provincial, community and private organizations have continued to grow throughout 2021. All of this has enhanced the ability of the T.P.C. to deliver high-quality and relevant training to members of the T.P.S. in a timely and effective manner.

## Introduction:

The T.P.S. continues to meet the training needs of its members by providing quality internal learning opportunities, through partner organizations such as the O.P.C. and through other external agencies. Members of the T.P.S. received training through various means including: training offered to members of a particular unit, and courses offered online in an e-learning format. A summary of the courses offered/completed in 2021 is attached (see Appendices A and B).

## Effectiveness Study:

Measuring the effectiveness of training is a complex and challenging process. Many variables, both external and internal, affect the performance of any organization. While inferences may be drawn that performance improvement is due to training, it is often difficult to prove cause and effect. In order to effectively address this issue, the T.P.C. applies the four-level New Kirkpatrick Hierarchy of Evaluation which includes the following:

- **Level 1: Reaction:** Did participants find the program positive and worthwhile? This level of evaluation, which occurs during and after the course, has many sub-parts relating to course content including format, the approach taken by the facilitator, physical facilities and audio-visual aids.
- **Level 2: Learning:** Did participants learn? This level of evaluation determines whether a change in knowledge, skills, or attitude has occurred during and at the end of the training. To determine if there has been a change in one's knowledge, skills, or attitude, various types of evaluations are conducted at the beginning of the course, during, and at the conclusion of the course.
- **Level 3: Transfer of Learning:** Did the learning translate into changed behaviours in the workplace? This level of evaluation determines whether the knowledge, skills, or change in attitude that was acquired during the training has been applied in a member's role upon return to the work environment. Methods used to conduct this level of evaluation include course surveys that are sent to the learners at approximately six months after the completion of the course; interviews of the learners by the course coordinators; and in-field observation of the learners by the course coordinators.
- **Level 4: Results of Learning:** Did the program have the desired impact? Assuming that the training program was intended to solve an organizational challenge, this level of evaluation seeks to determine the results of training. This level of evaluation can also be conducted at the completion of a course that has been instituted as a preventative measure. Such an evaluation can be conducted between six months to over a year after the training has occurred.

The four categories of evaluation are carried out at different times during and after the program:

1. Reaction: occurs during and after the program;
2. Learning: occurs prior to, during, and at the end of a training program;
3. Transfer of Learning: occurs back in the work environment after at least six weeks;
4. Results of Learning: cannot be measured for at least six months and may not occur for a considerable time after the delivery of a program.

A key part of the analysis is determining the effectiveness of training. Every course has a specific evaluation strategy listed in the course training standard; all are evaluated on the reaction and learning categories (Level 1 and 2). Transfer and results evaluations (Level 3 and 4) are more labour intensive. They are part of longer-term, in-depth analysis conducted on selected programs.

### **Scope of 2021 Transfer Study:**

During 2021, four T.P.S. training courses were selected for the additional measure of Level 3 evaluation based on a number of considerations, which included the number of members mandated to take the training and the regulatory requirements. These courses were selected as they explore evidence-based methods for understanding and responding to a range of functions within the T.P.S.

The courses chosen were as follows:

1. Let's Talk: How Anti-Black Racism Impacts Impartial Policing (e-Learning);
2. Domestic Violence Investigator (in-class delivery);
3. Body Worn Camera (hybrid in-class and e-Learning);
4. Conducted Energy Weapon (in-class delivery).

### **Methodology:**

To address the transfer of knowledge, anonymous surveys were used to collect data on whether learning translated into changed behaviors in the workplace. Internet-based surveys were created using Survey Monkey software. The surveys were sent to randomly selected course participants and were voluntarily completed anonymously online. These Surveys were sent to members after a minimum of 6 months had passed since the completion of the course.

For 2023, for certain courses, the College will undertake a new approach to surveying students of 2022 courses. When members re-attend the T.P.C. for mandatory I.S.T.P. training they will be requested to complete anonymous surveys in class in regards to the courses they took the previous year.

As this process is not an e-mail request that can be overlooked or forgotten, and is instead an in-class activity, response rates will be dramatically increased.

Additionally, the T.P.C. has just now created and filled a new position of researcher. Among the researcher's responsibilities will be a review of how evaluation survey data can be better collected and analyzed.

In parallel, the Service maintains relationships with post-secondary institutions and will explore a partnership that augments the Service's evaluation capability.

## **Findings by Course:**

### ***Let's Talk How Anti-Black Racism Affects Impartial Policing E-learning***

The Day-1 component of In-Service Training was unable to be delivered in 2021 due to the impacts of Covid-19 on the Toronto Police College, and the resulting restrictions on in-class learning. In order to continue to deliver the equity, inclusion and human rights portion of training traditionally delivered during I.S.T. Day-1, the T.P.C. developed several mandatory e-learning modules for members to complete remotely. Let's Talk: How Anti-Black Racism Impacts Impartial Policing, was one of these e-learning, and was released in October of 2021. This training course was mandatory for all T.P.S. members.

The course included the following learning outcomes:

- Acknowledge the importance of implicit bias and its position in personal ethical decision-making;
- Define and provide examples of Anti-Black Racism and related terms;
- Discuss how Anti-Black Racism impacts impartial policing and the ability to engage effectively and respectfully with colleagues from the Black communities;
- Clarify the notion of "Black on Black Crime";
- List and apply approaches to re-building trust with members of the Black communities both internally and externally;
- Attentively practice and employ how to professionally respond to a caller who placed a false report that is motivated by personal bias or Black Threat Implicit Bias; and
- Apply strategic responses to Anti-Black Racism.

The course included a number of training topics which included:

- An overview of the history of anti-Black racism in Canada, and recent examples/statistics related to anti-Black racism in Toronto;
- A case study related to a highly publicized incident of anti-Black racism which occurred between two members of the public. The content required the learner to reflect on anti-Black racism, third party bias, the impact of a possible police response to this incident, and also required the learner to consider their own response and communication strategies they would use if responding to a similar incident. This was referred to as "The Cooper Case Study";
- Content related to the misconception of "Black on Black crime", the "defund the police movement", and micro-aggressions;
- The eighty one (81) recommendations on police reform: Police Reform in Toronto: System Racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety;
- Building, and re-building, trust with members of Toronto's Black communities; and

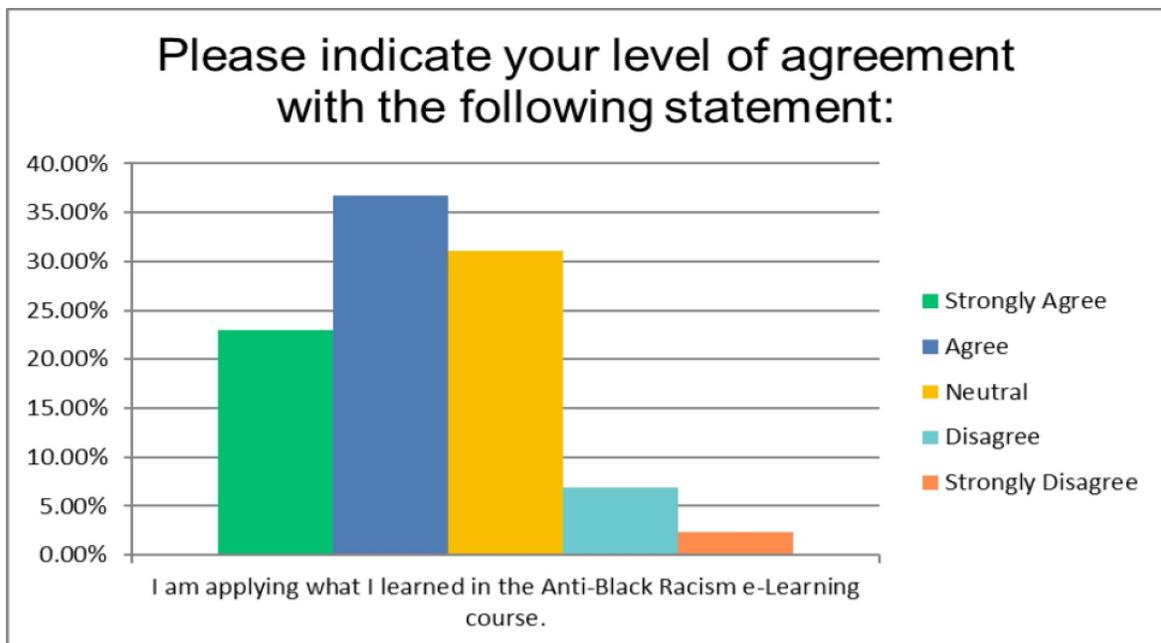
- a review of our T.P.S. Core Values and Competencies, their relationship to anti-Black Racism, and how our commitment to “Our Development” involves a commitment to put into practice the included training material in our interactions with our communities, families, friends, colleagues, and others.

Let’s Talk: How Anti-Black Racism Impacts Impartial Policing e-Learning, was one of the courses selected to be included in this survey process which was distributed to both sworn and civilian members of the T.P.S. The following is a summary of the results received:

*Transfer of Learning (Level 3):*

In order to assess transfer of learning, a survey was distributed to members who completed their training in 2021. The findings are summarized below.

A Likert scale of Strongly Agree to Strongly Disagree was used, Respondents were asked if they **were applying what they learned from the Anti-Black Racism 2021 e-Learning course**, with ‘Strongly agree’ at 23% and ‘Agree’ at 37%.



The option, ‘Neutral’ at 31% may be due to a variety of reasons, lack of opportunity, memory, or did not apply the information for contextual reasons.

‘Disagree’ and ‘strongly disagree’ were at 7% and 2%, a total count of 8 (or 10.2% of total respondents) who shared they did not apply the knowledge from the A.B.R. e-Learning course.

The chart below provides a breakdown of the reasons members gave for applying the training.

| Question 2: 'If you answered "Neutral", "Agree", or "Strongly Agree" to Question 1, what are the most significant reasons? (Please select all that apply.) | Percentage |
|--|------------|
| Other (please comment below)   |            |
| Help from my immediate supervisor.   | 4.35%      |
| Additional training.   | 8.70%      |
| Help from my co-workers.   | 13.04%     |
| Referring back to the course materials.  | 13.04%     |
| A good system of accountability.   | 26.09%     |
| The course itself.   | 40.58%     |
| My past experience.  | 57.97%     |
| My own efforts and discipline to apply what I learned.   | 63.77%     |

Additionally, several respondents qualitatively shared:

| Question 2: Free format responses to 'If you answered "Neutral", "Agree", or "Strongly Agree" to Question 1, what are the most significant reasons? (Please select all that apply.)'                 |
|--|
| Very little shared in the course was new to me. My past experience growing up in Jane and Finch taught me more.  |
| One of the terms I learned within the course really stuck with me - "Black on Black crime" and the negative connotation associated with the statement and idea, and how it was extremely inaccurate. |

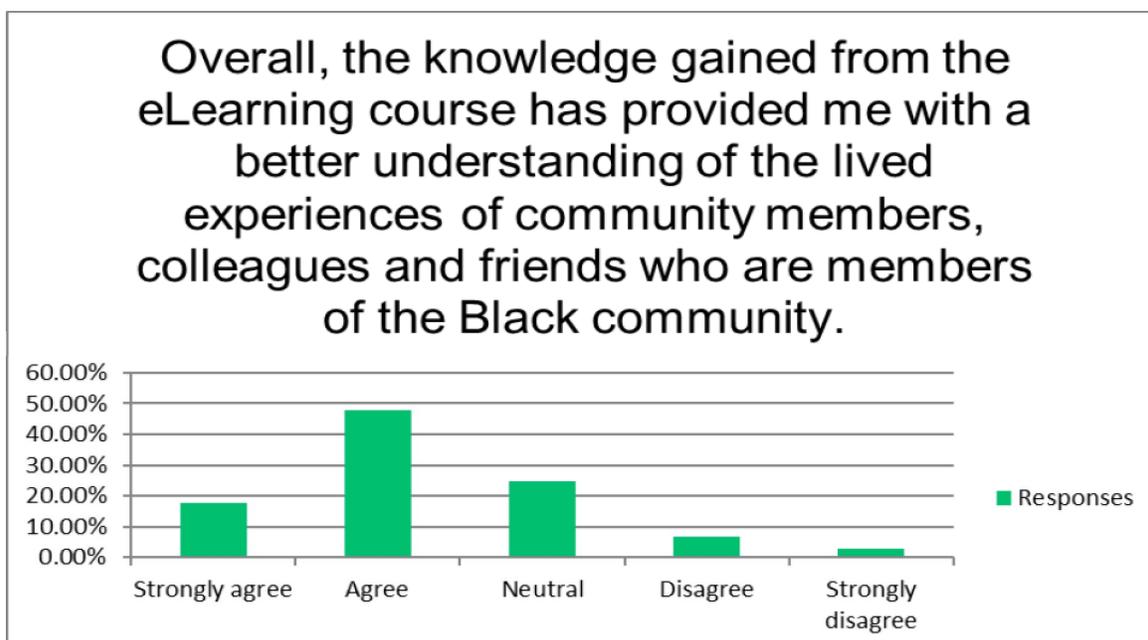
Of the 12% who answered "Disagree" or "Strongly Disagree" to Question 1, the main reasons are shared below. The respondents to question one was a total of 8 (or 10%), for question 3 here a total of 10 responded.

| Question 3: 'If you answered "Disagree" or "Strongly Disagree" to Question 1, what are the main reasons? (Please select all that apply.)' | Percentage |
|---|------------|
| It's too difficult to apply.  | 0.00%      |
| I don't remember what I learned.  | 20.00%     |
| I have not been encouraged to apply it.   | 40.00%     |
| I have not had an opportunity to apply the training.  | 40.00%     |
| Other (please comment below)  |            |

Several respondents qualitatively shared the following responses:

| Question 3 – ‘other’ responses  |
|---|
| I was aware and did not learn anything I did not already know. Already treat all people professionally. |
| This is knowledge I already possessed it wasn't anything new  |
| I was already aware of the primary issues and conducted myself accordingly.                             |
| Does not apply to me  |

84 responded to question 4, when asked if **“Overall, the knowledge gained from the eLearning course has provided me with a better understanding of the lived experiences of community members, colleagues and friends who are members of the Black community.”**



82 respondents provided an answer to question 5, **‘Since completing the eLearning course, I am able to explain the misconception of "Black on Black" crime.**

| Question 5: ‘Since completing the eLearning course, I am able to explain the misconception of "Black on Black" crime | Percentage |
|--|------------|
| Strongly agree   | 12.68%     |
| Agree  | 46.48%     |
| Neutral  | 32.39%     |
| Disagree   | 7.04%      |
| Strongly disagree  | 1.41%      |

82% responded to question 6. When asked **if members became more confident in recognizing bias (including Black threat implicit bias, bias by proxy, implicit/explicit bias), after taking this training**, the responses were:

| Question 6        | Percentage |
|-------------------|------------|
| Strongly agree    | 14.08%     |
| Agree             | 60.56%     |
| Neutral           | 18.31%     |
| Disagree          | 7.04%      |
| Strongly disagree | 0.00%      |

When asked about encountering bias and strategies they used in question 7, **‘When I have encountered bias, including Black threat implicit bias, bias by proxy, implicit bias, or explicit bias, I have utilized the following strategies:** (Please select all that apply.)’ the following responses were captured.

| Question 7  | Percentage |
|---|------------|
| I have taken the time to explain to the complainant the impact that complaints motivated by bias can have on the affected individual and to themselves. | 14.06%     |
| I have acknowledged the impacted person, by addressing and recognizing bias as the motivating factor.   | 26.56%     |
| I have advised that the T.P.S. does not condone or tolerate bias-driven calls for service.  | 29.69%     |
| I have empathized with the impacted person and offered to answer any questions they may have.   | 29.69%     |
| I have communicated that I am aware of and do not participate in third-party bias.  | 34.38%     |
| I have not had an opportunity to identify bias since taking this training.  | 53.13%     |

Question 8 inquired about **strategies used by members since taking the eLearning course**. Respondents were able to choose multiple responses.

Respondents positively acknowledge the application of objectives from the A.B.R. training to their professional practice.

| Question 8  | Percentage |
|---|------------|
| I have practiced/rehearsed how to respond to calls for service that are bias-motivated.   | 21.05%     |
| I have reflected on and studied about my own implicit biases (e.g. Have you taken the Harvard implicit bias test?)  | 42.11%     |
| I have improved my intercultural competence by learning about the differences and similarities between my own cultural group and the background and perspectives, beliefs, and practices of other cultures. | 36.84%     |

| Question 8   | Percentage |
|--|------------|
| I am better able to identify and respond to micro-aggressions in both my personal and professional life.                                 | 61.40%     |
| I have continued to educate myself and others about anti-Black racism by linking to various resources (books, podcasts, websites, etc.). | 26.32%     |
| I have started or participated in respectful conversations about anti-Black racism with family, friends, and co-workers.                 | 33.33%     |
| I ensure that I take the time to respond appropriately and address racially motivated calls for service.                                 | 35.09%     |

What these figures illustrate are that a significant portion of respondents acknowledge the application of key objectives from A.B.R. within their professional practice and they are applying these understandings within their professional work environments. The number of respondents who identified positively with an ability to identify and respond to micro-aggressions, and who have reflected on and studied about my own implicit biases, 61% and 42% respectively, can be interpreted as an acknowledgement of their ongoing engagement in practices of critical self-reflection within professional interactions.

### ***Intimate Partner Violence***

The five day Intimate Partner Violence (I.P.V) Course is mandated by the Province of Ontario for those officers who are assigned to investigate incidents of reported intimate partner violence. This training is designed to enhance investigations by promoting current best practices as well as victim centered, trauma informed approach to investigation.

Topics include, but are not limited to the following;

1. Dynamics of a violent domestic relationship;
2. How to assist vulnerable persons, victims and families through a trauma informed approach to investigation and use of appropriate victim services referrals;
3. Legal issues;
4. Appropriate language and terminology;
5. Two-Spirit+ Lesbian Gay Bi Sexual Transgender Queer (2S+.L.G.B.T.Q.) centered response and community supports in relation to intimate partner violence;
6. Multilingual Community Interpretive Services (M.C.I.S.) that provide language support to victims of intimate partner violence and the police;
7. Ontario Domestic Assault Risk Assessment (O.D.A.R.A.); and
8. Criminal Harassment and the necessary steps to take when investigating such an incident

*Transfer of Learning (Level 3):*

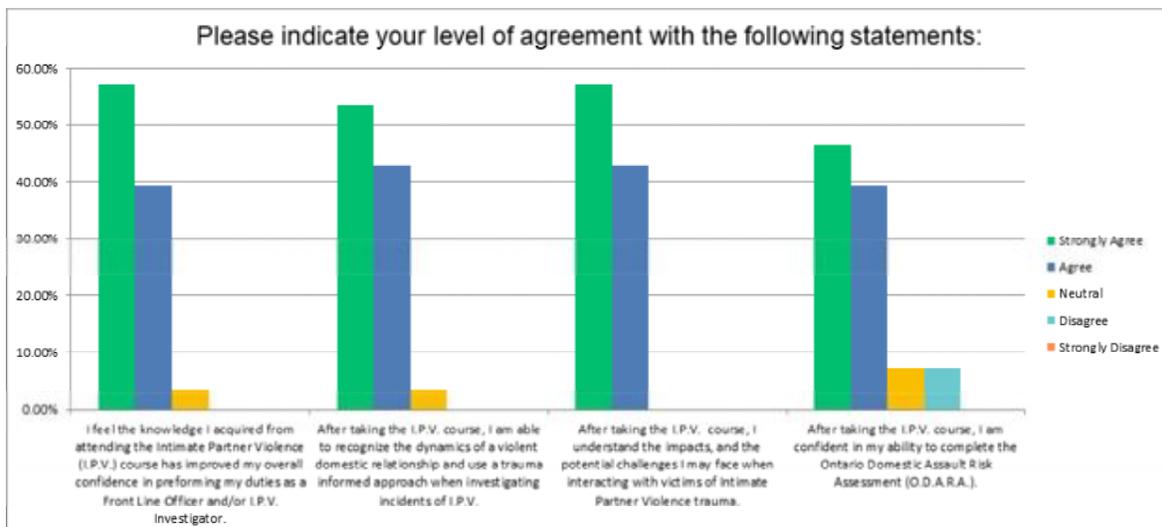
In order to assess transfer of learning, a survey was distributed to members who completed this course in 2021. A total of 28 members responded out of the 82 the survey was sent to. The questions were selected to highlight those areas where members were able to identify and apply the knowledge gained. The responses to questions posed to members is illustrated in the chart below.

In order to assess the referrals made to partner agencies by officers in the course of their duties, a survey was completed by course participants. The majority of respondents had made referrals to the City of Toronto Victims Services Program (almost 89%) and the Children’s Aid Society (almost 78%) while engaged in their policing duties.

The chart below illustrates the responses from the participants regarding the **referrals they have made to specific partner agencies**. Respondents were able to select from multiple options:

|   |        |
|---|--------|
| Children’s Aid Society (appropriate to the victim)                        | 77.78% |
| City of Toronto Victims Services Program                                  | 88.89% |
| Domestic Assault Care Centre  | 7.41%  |
| Furthering Our Community by Uniting Services (F.O.C.U.S.)                 | 33.33% |
| I have not had an opportunity to utilize victim support referral programs | 11.11% |

The respondents were asked to rate their agreement, from Strongly Agree 100% to Strongly Disagree 0%, to statements about **their own perception of increased ability to competently and confidently investigate occurrences of I.P.V.:**



The chart illustrates that the majority of the respondents agreed that the Intimate Partner Violence Course enhanced their confidence, proficiency and preparedness to investigate an occurrence involving intimate partner violence.

**Body Worn Cameras:**

The T.P.S. has undertaken the use of Body Worn Cameras (B.W.C.) to frontline officers with a goal of enhancing public trust and confidence in the police and to increase police accountability.

The B.W.C. course is a one day, 12 hour course for frontline T.P.S. officers. This includes, but is not limited to officers in the Primary Response Unit, Community Response Unit, Neighborhood Community Officer Program, Mobile Crisis Intervention Team, Police Dog Services and Mounted Unit. The course provides members with the knowledge and practical abilities to operate a B.W.C. System in compliance with established procedures and T.P.S. Governance.

*Transfer of Learning (Level 3):*

In order to assess the transfer of learning for the B.W.C. course a survey was created and completed by course participants. 2111 members completed the training, and of those, 514 (25%) members were selected at random to complete the survey. 102 (20%) members completed the survey. The questions below were selected to highlight those areas where members were able to identify and apply the knowledge gained.

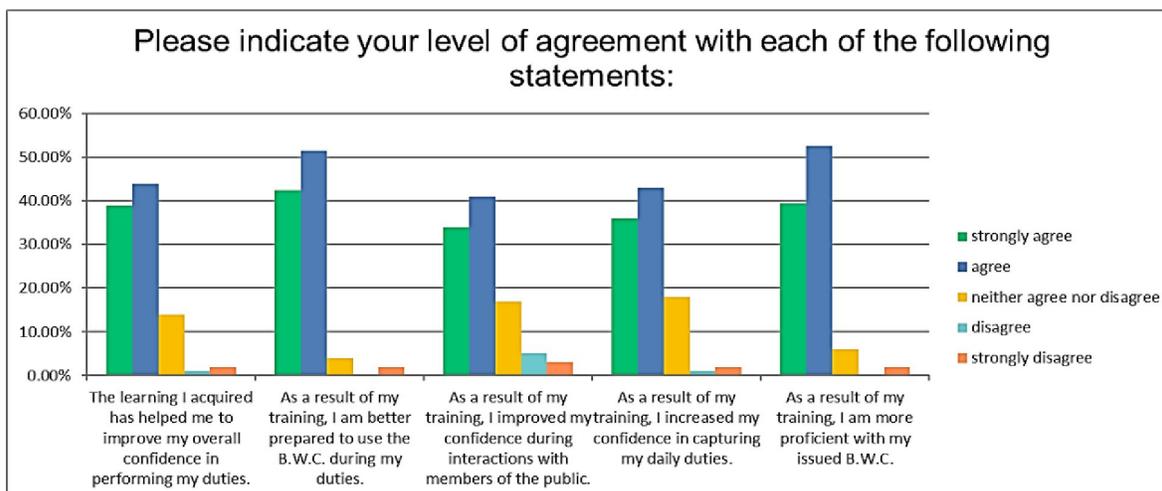
The following provides the highlights of the responses.

One hundred percent of respondents indicated that the learning they acquired during the training course helped to improve their overall confidence in using the B.W.C. while performing their policing duties.

The chart below illustrates the affirmative responses from the respondents to their use of specific applications identified in the B.W.C. training.

| B.W.C. Applications Used By Respondents Post Training                        | Percentage |
|--|------------|
| Starting and Stopping Recording  | 94.25%     |
| Using the function to change the brightness of the lights                    | 47.13%     |
| Using the function to change the level of the audible tones the camera makes | 78.16%     |
| Using the Mute function  | 94.25%     |
| Engaging with members of the public in a confidential manner                 | 66.67%     |
| Using Evidence.com to review videos  | 83.91%     |
| Charging the camera using the charging cable                                 | 68.97%     |

Using a Likert scale the respondents were asked to rate their agreement, from Strongly Agree to Strongly Disagree, to five statements as depicted in the chart below;



The chart indicates that the majority of all respondents agreed that B.W.C. training enhanced their confidence, proficiency and preparedness when using the B.W.C.

### ***Taser 7 User Course (C.E.W.)***

The Taser 7 Course is a two day, 20 hour in person class designed specifically for Constables and Sergeants deployed to the frontline who are equipped with a Body Worn Camera. Sixteen training sessions were completed in 2021. In 2021, 244 officers received Taser 7 training. All 244 were selected to complete the post course survey. Of those sent the survey, 48 (20%) members responded.

This course objective is to train members in the appropriate, responsible and accountable use of the C.E.W. as mandated by the Provincial Adequacy Standards Regulations. Students must demonstrate judgement and proficiency with use as well as de-escalation.

### ***Transfer of Learning (Level 3):***

In order to assess transfer of learning, an electronic survey was distributed to members who completed their training in 2021. The majority indicated that they applied the knowledge gained in their training and provided ways in which they used this knowledge. The below questions were selected to highlight those areas where members were able to identify and apply course learning objectives.

The majority of the respondents were assigned to Primary Response and Community Response duties.

The following questions were posed to members. A Likert Scale of Strongly Agree to Strongly Disagree was used. The following results are an average of the aggregation of

the responses where 0% would be Strongly Disagree and 100% would be Strongly Agree.

| Survey Questions Conducted Energy Weapon  | Positive Response % |
|---|---------------------|
| The information I learned is relevant to my job   | 88%                 |
| The information I learned is useful for my job / function   | 89%                 |
| The training / Information was interesting and engaging   | 73%                 |
| With regard to the practical skills portion of the training, was the training relevant, useful and interesting? | 90%                 |

Analysis of the survey results indicate that Taser 7 training, has positively impacted respondents with respect to preparedness, proficiency and articulation.

Respondents were given the opportunity to provide general comments in addition to their responses. The following sample comments are written verbatim:

- *“Excellent course. The scenarios were engaging. Dialogue from the instructors was insightful and welcoming. Time well spent. Thank you.”*
- *“Very good course especially for seasoned officers. Instructors exhibited patience and understanding in regards to the transition from old Taser to new one. Course material easy to follow and understand.”*
- *“Really enjoyed the box drills. The CQB is so limited in terms of layout, why keep trying to make the scenarios "realistic" radio call style scenarios? Just run more box drills. Skills & judgement under stress, love it. Enjoyed the course.”*

## **Toronto Police College Section Highlights:**

The T.P.C. is comprised of eight specialised training sections. The functions of each section can be found in previous board reports (Min. No. P104/20 refers). The following represents highlights from 2021 by section.

### ***Administrative Support Section***

The Administrative Section was responsible for the continued implementation of the T.P.C.s COVID-19 mitigation strategy to safe guard the wellbeing of all who attended T.P.C. As with 2020, the COVID-19 pandemic and associated restrictions limited the type and extent of training that could be provided in 2021.

Despite class size limitations as a result of the pandemic, 2,006 members successfully completed and or renewed their First Aid Training with; Automated Defibrillator, Naloxone administration and Cardiopulmonary Resuscitation.

The first iteration of Range Safety First Aid Training was run in 2021. This training course concentrates on providing firearms instructors with the skills and knowledge to render immediate medical aid to persons injured in training and specifically those who may have suffered traumatic injury due to gunshot wounds.

In 2023, First Aid Training courses delivered at T.P.C. will also incorporate tourniquet training. This is an additional tool to enhance member capacity to respond at critical injury scenes where death is imminent due to blood loss.

### ***Learning Development and Standards Section (L.D.S.)***

In 2021, three new civilian training instructors, and an E-Learning Specialist were added to the L.D.S. team. These new members worked alongside the existing uniform staff to develop and deliver training at the T.P.C. in alignment with multiple recommendations following consultation with a variety of community groups. The new members were selected based on extensive subject matter expertise in the areas of equity, inclusion, and human rights, and have designed and are delivering In-Service Training throughout 2022.

This section is primarily responsible for the delivery of Day-1 of the yearly In-Service Training program (I.S.T.). Due to the impacts of the COVID-19 Pandemic, in-person training at the T.P.C. was suspended in 2020, and restrictions to in-class course delivery continued in 2021. As a result, two 2021 I.S.T. courses, originally designed for in-class delivery, were transitioned to e-learning modules, to be delivered via the Canadian Police Knowledge Network (C.P.K.N.). These courses were titled: Let's Talk: How Anti-Black Racism Impacts Impartial Policing, and Introduction to the Indigenous Experience.

The T.P.C. continues to develop e-learning specific to our Service while also working with C.P.K.N. and other partners to create new titles for the greater policing

community. In 2021, the Search of Persons E-Learning course was added to the list of existing mandatory training as well as the Chapman - Mental Health and Addiction E-Learning module, and the Let's Talk: How Anti-Black Racism Impacts Impartial Policing learning module.

#### *Community Advisory Panel for Training (C.A.P.F.T.)*

In August of 2020, after in-depth community consultation, the Toronto Police Services Board (Board) approved 81 Recommendations for police reform. In response to the Recommendations 52-58, the L.D.S. section formed C.A.P.F.T., which is comprised of 31 community members. This panel was created to inform the content of an upcoming permanent stand-alone training course that will contribute to a professional practice in policing. This course is being instituted with a view to supporting an organizational culture committed to the delivery of fair and unbiased police services to Toronto's diverse communities and populations. The C.A.P.F.T. also informed the development of the In-Service Training program designed for 2022.

#### ***The Community Policing Section***

The Community Policing (C.P.) Section facilitated the training of the following classes in 2021:

- Three recruit classes – 154 recruits completed their training and are now working as Police Constables at various divisions throughout the city, with a fourth class of an additional 77 recruits that began their training in December 2021.
- One one-week Coach Officer Course which included 24 Police Constables from various units throughout the T.P.S.
- One Booker Course which consisted of six Booking Officers.

Note: 2111 T.P.S. members were issued with and trained on Body Worn Cameras in 2020. Once the initial roll out is complete, this training will be the responsibility of the C.P. section and will be integrated in all other areas of training. This is the largest deployment of Body Worn Camera training in Canada.

### ***The Investigative Training Section***

2021 continued to see limited delivery on courses that are routinely provided by this section due to the pandemic. Notwithstanding that still 1075 members received training in a variety of course offerings by the Investigative Training Section.

Despite the challenges for in-person course delivery, significant opportunities for course assessment and review were identified. The unit also focused on incorporating new technology as both tools for investigators in the field, and how to better deliver training material in the classroom. Examples of this include exploring virtual training platforms, incorporating body worn cameras footage and utilizing analytics and information dashboards.

The investigative section was assigned multiple training recommendations from the Missing and Missed report written by the Honourable Gloria J. Epstein. The creation of a new Missing Persons course has begun in collaboration with key internal and external stakeholders. A trauma informed investigative approach will be emphasized in this training.

### ***Incident Response Training (I.R.T.) Section***

Similar to the previous sections at the T.P.C., COVID-19 resurgence interrupted the initial plan for the resumption of the annual two day Use of Force requalification program that was set to commence February 2021. The section quickly pivoted to a one day reset course.

The reset course ensured officers achieved the provincially mandated Use of Force qualification standard as dictated by the Adequacy Standards Regulations. 191 one day training sessions were provided between January 1, 2021 and December 31, 2021. A total of 4199 officers were trained.

This section also supported the C.P. section with recruit training by providing all incident response training to new recruits.

### ***Armament Training Section***

During 2021, the Armament Section delivered the following courses on an ongoing basis in conjunction with the I.R.T. section:

- Conducted Energy Weapons Instructor and User;
- Shotgun Re-qualification and User;
- Glock 22 Pistol Training and Recertification;
- C8 Carbine User Course;
- MP 5 Sub Machine Gun Recertification;
- Glock 27 User Course;
- Recruit Firearms Training;
- Structured Range Pistol Practice; and

- Specialized Covert Firearms Training.

The Armament Section trained 1615 individual members on the above courses during 2021.

#### *Use of Force Analyst*

The Use of Force Analyst is a subgroup of the Armament Section and is responsible for the research, co-ordination and dissemination of data used in the development of Use of Force course training materials and reporting statistics in relation to Use of Force by T.P.S members, to the Board. The Analyst also fulfils the function of training analysis in relation to Use of Force Reports and Conducted Energy Weapon (C.E.W.) reports, as submitted by T.P.S. officers.

The Use of Force Analyst is also currently involved in the provincial working group that is currently redesigning the provincial Use of Force form.

#### *Police Vehicle Operations*

Police Vehicle Operations (P.V.O.) is also a subgroup of the Armament Section. During 2021, it continued to provide vehicle training for an array of specialized vehicles that include automobiles (including marked and unmarked police cars), trucks (wagons, command posts, property etc.), bicycles and all-terrain vehicles. The P.V.O. unit trained a total of 1,080 members during 2021.

#### ***Special Constable Training Section (Formerly Court Services)***

In 2021, the Court Services Training Section was renamed the Special Constable Training Section to reflect the expansion of the training mandate to include all Special Constables. Throughout the year, the section's primary responsibility was partnering with the Court Services Research & Planning team to prepare for the implementation of the Versadex 8.0 Prisoner Management Module.

Members of the training section partnered with court officers and stakeholders across the organization to test the software for functionality and deficiencies and design business processes to address the needs of Court Services. Additionally, members of the section led the creation of training and implementation plans.

The section also consulted significantly on Unit Specific Policy "2021-01 - Interim Search Process." It made recommendations considering operational processes and compliance with the Standards of Conduct, Gender Diversity and Trans Inclusion project and the Independent Police Review Director (O.I.P.R.D.) report, "Breaking the Golden Rule: A Review of Police Strip Searches in Ontario."

In November 2021, the section joined a working group led by West Field Command to amalgamate special constables assigned as Court Officers, District Special Constables,

and Divisional Bookers. The role of the section is to transition in-service and recruit training from separate to combined "generalist" programs.

### **Conclusion:**

In 2021, the T.P.C. trained 12,414 in the traditional in-class environment. This is a sixty three percent increase in face to face training over the previous year. A reduction in pandemic protocols will see this increase continue in 2022.

The pandemic saw T.P.C. enhance its capacity for training delivery through on-line means and thus is better able to adapt to a variety of unpredictable operational challenges in the future. Having the flexibility to deliver training through different formats means that the T.P.C. is now better positioned to engage a larger audience of members. 426 members attended training at the Ontario Police College, Canadian Police College and or Criminal Intelligence Service Ontario (C.I.S.O.) and there were 26,733 E-learning course completions.

T.P.S. training is an operational activity that supports identified needs, policies and statutes. The positive results measured by the transfer and synthesis of learning, as reported by members, is evidence that the teaching strategies employed by the T.P.C. have had a positive impact on learners. Although the evaluation scope was limited in 2021 due to the COVID-19 pandemic, the analysis revealed that the training members received throughout 2021 made a difference in their abilities to perform their duties.

The addition of three new civilian training instructors, a dedicated E-Learning Specialist, and an Equity Inclusion and Human Rights Curriculum Lead in 2021, provided a depth of expertise much needed at the T.P.C. The College now has the capacity to create and deliver vital equity, inclusion and human rights curricula in concert with the oversight and input of the community. This cadre of experts has already had a positive and significant impact on In-Service Training, E-Learning and community consultation. Their mandate will expand over the course of 2022/2023 to review all learning delivered at T.P.C. through and equity inclusion and human rights lens.

Appendix 'A' highlights areas where courses offered at the T.P.C. have continued to evolve in order to address T.P.S. and community needs, as well as incorporate best practices in adult education. Appendix 'B' highlights training provided by outside units and educational institutions. Course delivery strategies have continued to expand, and partnerships with federal, provincial, private organizations and most importantly community groups has continued to grow. This has enhanced the ability of the T.P.S. to deliver quality and relevant training to its members in a timely and effective manner. However, the T.P.S. will continue to review and evaluate the effectiveness of our investment in training, and make necessary changes to ensure the training provides the greatest value to our uniform and civilian members, as well as the communities that we serve.

Looking forward, the T.P.S. will be introducing enhanced Active Bystandership (Peer Intervention) training to members in 2022. This training is about enhancing the ability of

T.P.S. members to take action or otherwise intervene when something is not as it should be. This includes overcoming powerful inhibitors that might make it difficult to confront a peer who may be of greater seniority or even their own supervisor when necessary. The application of this training will be relevant in a variety of situations including an interaction with the public that is inappropriate or a situation involving harassment between officers, regardless of rank, in the workplace.

In preparing this training, the T.P.C. availed itself of outside expertise and available literature and gathered an understanding of other training programs in this sphere.

As an initial rollout, Active Bystandership Training will be included as a module in the 5 Day Fair and Unbiased Policing Course that all new members of the Service will receive starting in the Fall of 2022. Cadets in Training will also receive a comprehensive live action scenario component to enhance this training with challenging scenarios. Active Bystandership training will also form part of the 2023 I.S.T.P. program which is mandatory for all Constables, Sergeants, and Staff Sergeants.

The Body Worn Camera rollout continues in 2022. We also look forward to the introduction of Evidence.com training that will enhance our ability to manage collection, management and distribution of evidence more effectively and efficiently while maintaining compliance with the law.

Finally, for 2023, as stated earlier, the T.P.C. will adjust its methodology as to how it collects survey results for its Level 3 evaluations. Rather than e-mail members 6 months after a course has been completed, surveys will be conducted in class, but still anonymously, when members return to the T.P.C. for mandatory I.S.T.P. Training. As well, in the coming weeks the T.P.C. will introduce a new researcher position whose responsibilities will include helping to enhance the process by which training evaluations are conducted.

AUDITOR GENERAL REPORT RECOMMENDATIONS

# IMPLEMENTATION

Draft Project Strategy

2022 September 23



STRATEGY  
MANAGEMENT

# IMPLEMENTATION GOALS



- 1. Foster Commitment to Change**
- 2. Build Process that Supports Achievement Thinking**
- 3. Demonstrate Momentum**
- 4. Increase Collaboration & Communication with City Partners**



# TWO AG AUDIT REPORTS



**A Journey of Change to Improve Community Safety and Well-Being Outcomes Together:**  
*Review of Toronto Police Services - Opportunities to Support More Efficient and Effective Police Response to Calls-For-Service*



**CALLS FOR SERVICE**

**A 9-1-1 Call to Better Support Staffing, Improved Information Management, and Outcomes**  
**An Audit of Toronto Police Service's 9-1-1 Operations**



**9-1-1 OPERATIONS**

# IMPLEMENTATION STRATEGY



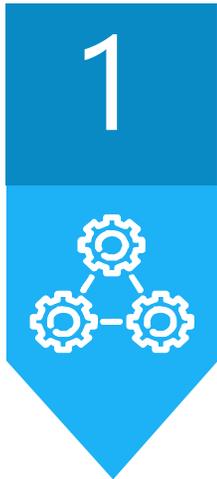
Analysis conducted on all 51 Recommendations

Recommendations Classified into Groups:

- Short Term
- Medium Term
- Long Term

Focus on starting to build momentum with some quick wins

# AG OVERALL THEMES



Alternative Response

Optimizing Resources

Timing Methodologies

Community Education & Awareness

Collaboration Between Stakeholders

# ITERATIVE IMPLEMENTATION PROCESS



- Moving from “Where We Are” to “Where We Want To Be” is not a one-time endeavor
- Building continuous improvement into our programs and processes to support lasting change
- Striving to cement the reputation of TPS as a Service that drives progress



# ALIGNMENT WITH EXISTING PROJECTS



- Where possible, existing work and projects will be leveraged and incorporated into the AG implementation plan
- As part of completing the Management Response component of the AG's report, all recommendations have already been mapped to numerous existing Service projects

# MEASURING SUCCESS



- Prior to beginning project work will develop a data strategy to ensure impacts of implementation are measured
- Project PM and Data Support responsibility
- Will identify KPIs for each theme and measure their progress
- Will use the AG reports as a guide – can measure success against their initial findings
- Working to repair Service's reputation in light of some of the data-related challenges the AG mentioned in her report

Alternative Response

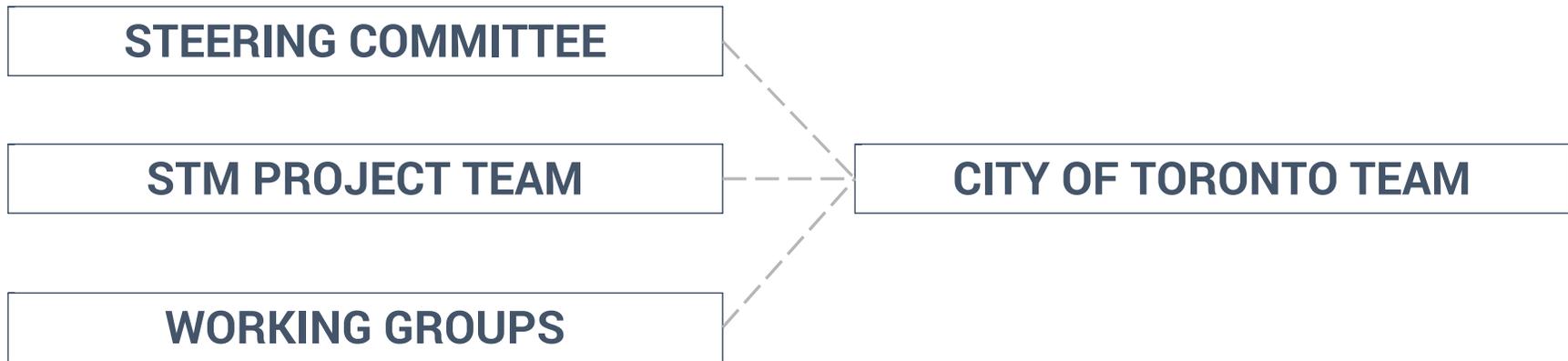
Optimizing Resources

Timing Methodologies

Community Education  
& Awareness

Collaboration Between  
Stakeholders

# IMPLEMENTATION STRUCTURE



Alternative Response

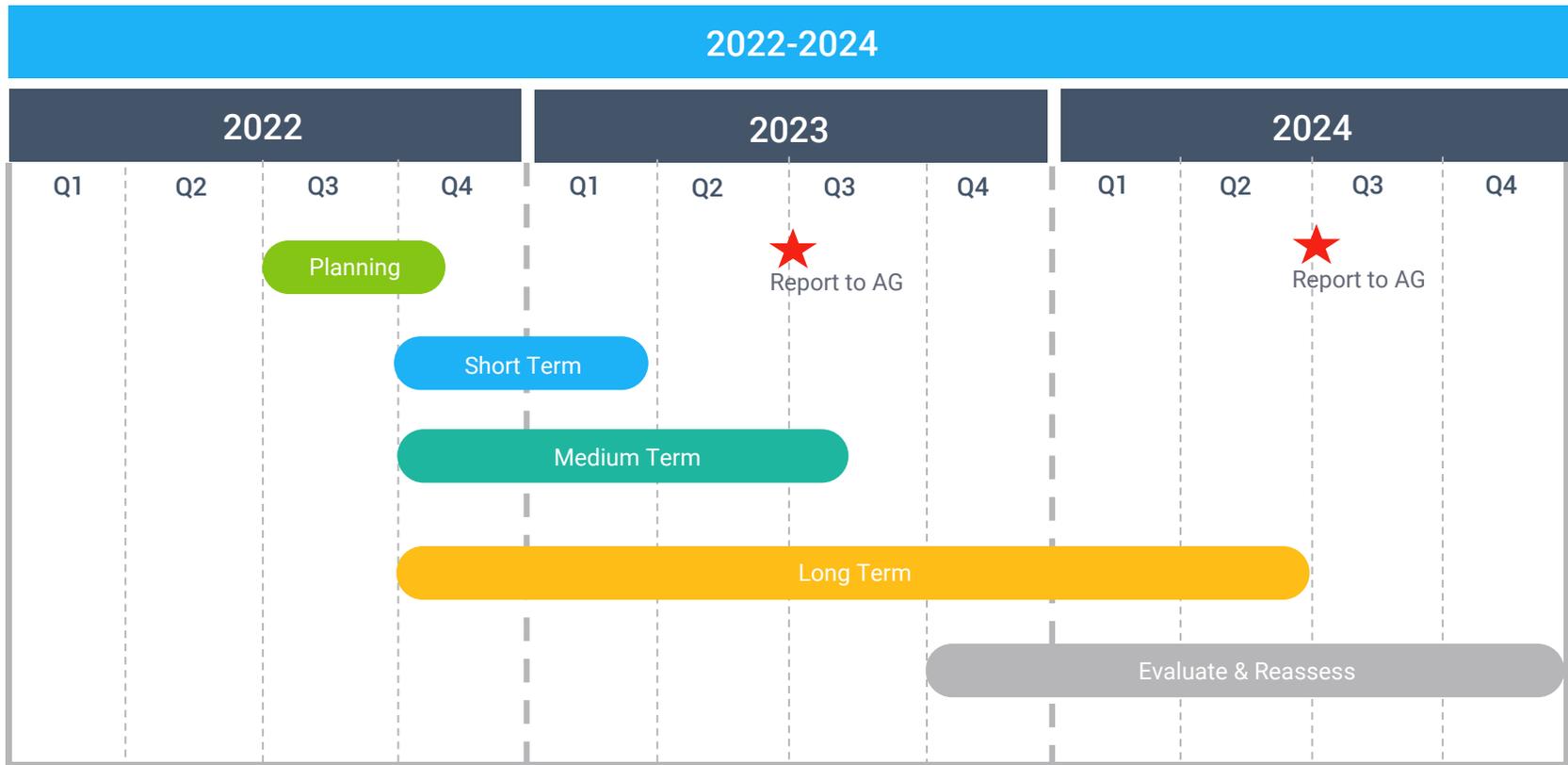
Timing Methodologies

Optimizing Resources

Community Education & Awareness



# MULTI-YEAR IMPLEMENTATION ROADMAP





## Toronto Police Services Board Report

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September 26, 2022

To: Chair and Members  
Toronto Police Services Board

From: James Ramer  
Chief of Police

**Subject: Letter from Deputy City Manager – City Collaboration on Auditor General Recommendations**

### **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:**

At its June 22, 2022, meeting the Toronto Police Services Board received a report from the Auditor General (Min 2022/0622 refers). A number of recommendations within that report require close collaboration between the Toronto Police Service (Service) and the city of Toronto.

The Service has been engaged with the Deputy City Manager's office in relation to recommendations that require close coordination between the Service and the City as we work to implement those shared recommendations.

Deputy City Manager Paul Johnson has provided a letter to the Service detailing the progress on these shared recommendations. A copy of that letter has been appended to this report.

### **Discussion:**

The Service, Board and city have adopted a collaborative process to addressing the recommendations outlined in the Auditor General's report.

Attached is a letter from the Deputy City Manager Paul Johnson that provides information about the collaborative process that has been undertaken as we work to implement the Auditor General's recommendations.

Some recommendations are complex and require effort from multiple city divisions that require close coordination and executive leadership. To accomplish this, the Deputy City Manager has convened a leadership table to work closely with the Service. He has requested a representative from the Service and the Board to sit on this table.

These efforts will support providing update reports to the city and Toronto Police Service Board on progress made on the recommendations in the Auditor General's report.

**Conclusion:**

The attached letter should provide the Board, and the public, a sense of confidence that the Service and the city are both working extremely well together in a coordinated approach in order to realize the outcomes envisioned by the recommendations made by the Auditor General.

Respectfully submitted,

James Ramer, O.O.M.  
Chief of Police

September 27, 2022

Chief James Ramer  
Toronto Police Service  
40 College Street  
Toronto, ON M5G 2J3

Dear Chief Ramer:

I would like to thank you and your team for the discussions that have occurred to discuss our shared goals to advance the Auditor General's recommendations in the following reports adopted at City Council's July 22 meeting:

- *Toronto Police Service - Audit of 9-1-1 Public Safety Answering Point Operations - Better Support for Staff, Improved Information Management and Outcomes*
- *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*

The Auditor General identified opportunities to support more effective responses to calls to service through: improved use of data and information systems; greater community education and awareness; enhanced response time methodology; further exploration of call for service alternative responses; and ongoing collaboration between the City, Toronto Police Service, and community agencies. A report back to City Council has been requested for the beginning of next term to provide updates on the City's progress on the recommendations.

City Council directed my office to lead and coordinate City divisions in implementing the recommendations directed at the City, as well as to engage with the Toronto Police Service to collaborate for those recommendations to be led by Toronto Police Service. Staff from the City and Toronto Police Service are currently coordinating on the implementation plan for Council's recommendations. This includes a kick-off meeting to discuss shared projects, opportunities for further collaboration, and implementation of the recommendations.

As City staff continue to work closely with the Toronto Police Service on those recommendations and support updates both to City Council and the Toronto Police Services Board I have convened a leadership table of Division Heads. I would like to request representation on this table from the Toronto Police Services Board and Toronto Police Service to advance our collective work.

I look forward to this collaboration to advance the recommendations to address our shared objectives of ensuring community safety and well-being.

Sincerely,

A handwritten signature in black ink, appearing to read 'P. Johnson', written in a cursive style.

Paul Johnson  
Deputy City Manager



## Toronto Police Services Board Report

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October 11, 2022

To: Chair and Members  
Toronto Police Services Board

From: James Ramer  
Chief of Police

### **Subject: Request for Amendment to Use of Special Event Funding – LGBT Purge 30th Anniversary**

#### **Recommendation:**

It is recommended that the Toronto Police Services Board (Board) approve a one-time redirection of unused Pride Month Celebration Funds from 2022 to support the LGBT Purge 30<sup>th</sup> Anniversary Gala as a \$2,000 sponsor. This event is being hosted by the Lesbian, Gay, Bi-Sexual, Transgender, Queer and Questioning and Two Spirit Internal Support Network (LGBTQ2S-ISN) to honour LGBT Purge survivors, including a Toronto Police Service member.

#### **Financial Implications:**

There are financial implications as outlined in the report. There is \$2,000 that went unspent by the Community Partnerships and Engagement Unit for Pride celebrations that would ordinarily have been returned to the Board's Special Fund. Those funds will instead be used to support 30<sup>th</sup> Anniversary Gala event which will be hosted by the LGBTQ2S-ISN.

#### **Background / Purpose:**

Between the 1950s and 1992, LGBT Purge members of the Canadian Armed Forces, the RCMP, and other federal service employees, were subject to discriminatory policy and practice. Up to 9,000 people were investigated, and many dismissed from their careers exclusively because of their sexual orientation. This became known as the "LGBT Purge."

In 1989 Michelle Douglas was released from the Armed Forces, and told she was "not advantageously employable due to homosexuality." In 1990 she filed suit against the Department of National Defence and was represented by Clayton Ruby. In October 1992, exactly 30 years ago, Michelle was successful in her claim, and the federal

government stated it would abandon its policy of banning gays and lesbians from the federal civil service.

On October 29, 2022, a 30<sup>th</sup> Anniversary Gala event will be hosted by the LGBTQ2S-ISN. The intent is to honour Michelle and other LGBT Purge Survivors, including a member of the Toronto Police Service. Survivors are invited to attend this Gala free of charge.

### **Discussion:**

On October 2, 2019 the LGBTQ2S-ISN hosted a viewing at the Toronto Police College of the documentary, “The Fruit Machine” by Sarah Fodey. This film is the only detailed account of the LGBT Purge told through the perspective of the Survivors themselves. Some of the LGBT Purge Survivors were in attendance that night, including individuals dismissed from their policing careers. As a result, the members of the Toronto Police Service LGBTQ2S-ISN acquired a new appreciation for the courage the Survivors had to challenge the widespread systemic discrimination and terrible treatment they faced. The members of the LGBTQ2S-ISN recognize that without the determination of the Survivors, they may themselves not be employed today.

The Toronto Police Service now includes the LGBT Purge history as part of its mandatory LGBTQ2S+ training.

Working in conjunction with the LGBT Purge Fund Board of Directors, the Toronto Police Service LGBTQ2S Liaison Officer, Community Partnerships and Engagement Unit, and LGBTQ2S-ISN has created an evening to honour Michelle Douglas, and the Survivors of the LGBT Purge. This Gala falls on the 30<sup>th</sup> Anniversary of the end of the LGBT Purge.

The Community Partnerships and Engagement Unit requests that \$2,000 of the unused funds from this year’s Pride celebrations account IO #1000971 be redirected on a one time basis to help fund this Gala event.

### **Conclusion:**

This request would demonstrate the ongoing commitment of the Toronto Police Service to visibly support its LGBTQ2S members, and by extension the community.

Sergeant Robert Chevalier, Co-Chair of the LGBTQ2S-ISN for the Toronto Police Service, and Superintendent LeeAnn Papizewski, will be in attendance to answer any questions the Board may have.

Respectfully submitted,

James Ramer, O.O.M.  
Chief of Police

\*original copy with signature on file in Board office



**Wendy Walberg LL.B., LL.M., \*C.S.**

City Solicitor  
Legal Services  
55 John Street  
Stn. 1260, 26<sup>th</sup> Fl., Metro Hall  
Toronto ON M5V 3C6  
Tel. (416) 392-8047  
Fax (416) 397-5624

*\* Certified by the Law Society as a Specialist  
in Municipal Law: Local Government*

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**Reply To: Michele Brady**  
Tel: (416) 338-5830  
Fax: (416) 397-5624  
Email: [michele.brady@toronto.ca](mailto:michele.brady@toronto.ca)

**To:** Chairs and Members of the Toronto Police Services Board

**From:** Wendy Walberg, City Solicitor

**Date:** September 16, 2022

**Reference:** Final Report: Inquest into the death of Mr. Alexander Wettlaufer  
Jury verdict and recommendations

**Recommendation:**

We recommend that the Board receive the jury's verdict and request a report from the Chief of Police in relation to the feasibility, usefulness, and implementation of those recommendations directed at the Toronto Police Service. We also recommend that the Board monitor the progress of recommendations directed at the Solicitor General of Ontario.

**Background:**

This report summarizes the outcome of the inquest into the death of Mr. Alexander Peter Wettlaufer, who was shot by members of the Toronto Police Service Emergency Task Force unit on March 14, 2016.

The following is a general synopsis of the circumstances of the death of Mr. Wettlaufer:

On Sunday, March 13, 2016 at approximately 11:05 p.m., officers from the Toronto Police Service responded to a report of two men fighting in the area of the Leslie Street subway station. The caller reported that one man was armed with a gun and gave a description of the suspect.

Constables Methe and Sylva attended the scene and observed a male matching the description of the armed suspect crossing the road while talking on the phone. The officers followed the male, who was later identified as Alexander Wettlaufer. Mr. Wettlaufer put his phone in his left pocket and kept his hand there. He had his right hand in his pocket and was instructed by police to take his hands out of his pockets but he continued to walk away.

Mr. Wettlaufer turned to face the officers, pulled his right hand out of his pocket and

pointed what appeared to be a handgun at Constable Methe. The officer feared for his life and drew his firearm but Mr. Wettlaufer ran. The officers followed and ordered Mr. Wettlaufer to “stop” and “drop the gun,” but he did not comply. Mr. Wettlaufer ran to a pathway in a nearby park.

During the foot pursuit, Mr. Wettlaufer stopped and again pointed his firearm at Constable Methe who did not discharge his firearm because other people were in his line of fire. Mr. Wettlaufer ran to a footbridge that crossed the Don River and stopped on the bridge. The officers took cover and continued to order Mr. Wettlaufer to drop his firearm.

The Emergency Task Force ("ETF") was dispatched and upon their arrival, officers from the ETF took control of the scene. ETF officers attempted to negotiate with Mr. Wettlaufer. Mr. Wettlaufer put his firearm down on the bridge railing, but remained close to it during his negotiations with the ETF.

During the negotiations, Mr. Wettlaufer picked up the gun and would not comply with orders to “drop the gun.” When he pointed his firearm at the ETF officers, officers discharged their firearms and Mr. Wettlaufer was shot. He was transported by ambulance to Sunnybrook Health Sciences Centre where he later died.

We refer you to our prior reports to the Board, dated June 14, August 10, and August 25, 2022, for a more detailed discussion of the circumstances of Mr. Wettlaufer's death.

The inquest was presided over by Bonnie Goldberg. Presiding member Goldberg granted standing to the following parties:

- The Wettlaufer family: mother Wendy and siblings Charles, Melissa, Maria, David, Timothy, Michael, and Rachel.
- Sergeant Shawn Lawrence, TPS Emergency Task Force.
- PC Michael Fonseca, PC Eric Reimer, PC Davis Jackson, TPS Emergency Task Force.
- Sgt. David Ouelette, PC Joselito Sylva, PC Christopher Skelton, PC Chris Methe, TPS 32 and 33 Divisions.
- Chief of Police, James Ramer, Toronto Police Services.
- Toronto Police Services Board.

The inquest was held from August 22 through August 26, 2022. The jury reviewed substantial documentary evidence and heard from 8 witnesses, including:

- Mother of Mr. Wettlaufer: Wendy Wettlaufer.
- Friend of Mr. Wettlaufer: Sherine Nugent.
- Use of Force Trainer from the Ontario Police College: Peter Rampat.
- Subject ETF officers: PC Fonseca, PC Reimer, and PC Jackson.
- Witness officers: PC Sylva and Sgt. Lawrence.

All parties supported the following 5 joint recommendations and strongly encouraged the jury to adopt them without amendment:

*The Toronto Police Service*

1. should explore ways to improve delivery of relevant information to the inner perimeter where crisis negotiations are taking place without unduly disrupting the negotiation process.
2. should explore the feasibility of providing ETF negotiating teams with technology to enhance sound capture for use whenever negotiating from a safe distance interferes with the negotiator's ability to hear the subject.
3. should continue to explore the feasibility of implementing body-worn cameras for all ETF officers, and in the interim consider the feasibility of audio recording ETF occurrences from the beginning of the event.

*The Solicitor General of Ontario*

4. should study the phenomenon of individuals attempting to induce police officers to use lethal force, to improve best police practices across the province.

*The Government of Ontario*

5. should enhance supports for families of persons who die in a police encounter, and ensure that those services are delivered in a timely and trauma-informed manner.

All parties except for the Wettlaufer family also advocated for a finding that Mr. Wettlaufer died by suicide, not homicide.

**Verdict:**

The jury delivered its verdict late in the afternoon on August 26, 2022. A copy of the jury's verdict is attached for your review. We have summarized it below.

**A. *The Five Statutory Questions***

The jury answered the five statutory questions as follows:

|                                |  |
|--------------------------------|--|
| <b>Name of Deceased:</b>       | Alexander Peter Wettlaufer   |
| <b>Date and Time of Death:</b> | March 14th, 2016 at 1:21 a.m.  |
| <b>Place of Death:</b>         | Sunnybrook Health Sciences Centre, 2075 Bayview Avenue, Toronto, Ontario |
| <b>Cause of Death:</b>         | Gunshot wounds to chest  |
| <b>By what means:</b>          | Undetermined   |

Notably, while all parties save the family had submitted that the means of death was suicide, the jury delivered a verdict that the means of death were undetermined. We understand to mean that the jury was unable to determine whether the death was predominantly caused by homicide or suicide. That is consistent with the submissions from the coroner's counsel, who had advised the jury that the evidence presented could support a finding that the means of death were either homicide, suicide, or undetermined (in the case where the means of death were equally attributable to homicide and suicide, or so nearly equal that the two classifications could not

confidently be distinguished).

***B. The Jury Recommendations***

The jury adopted the 5 joint recommendations proposed by the parties with minor amendments and also made 6 further recommendations directed at the Toronto Police Service and the Solicitor General of Ontario. None of the recommendations are directed at the Board, though the Board should monitor the implementation of the recommendations directed at the Toronto Police Service, and track the implementation, if any, of the recommendations directed at the Solicitor General of Ontario.

The 11 jury recommendations are:

*The Toronto Police Service*

1. The Toronto Police Service should improve delivery of relevant information to the inner perimeter where crisis negotiations are taking place without unduly disrupting the negotiation process.
2. The Toronto Police Service should provide ETF teams with technology to enhance sound capture for use whenever negotiating from a safe distance interferes with the negotiator's ability to hear the subject.
3. The Toronto Police Service should consider the use of dedicated negotiators.
4. The Toronto Police Service should continue to explore the feasibility of implementing body-worn cameras for all ETF officers, and in the interim consider the feasibility of audio recording ETF occurrences from the beginning of the event.
5. The Toronto Police Service should explore the ability to use audio/visual capabilities to have short notice assistance from external professionals e.g. mental health, interpreters etc.
6. The Toronto Police Service should continue to build a diverse ETF that represents the communities they serve.
7. The Toronto Police Service should review research and studies in regard to use of non-lethal tools to incapacitate a subject in possession of a firearm.

*The Solicitor General of Ontario*

8. The Solicitor General of Ontario should study the phenomenon of individuals attempting to induce police officers to use lethal force, to improve best police practices across the province.
9. The Solicitor General of Ontario should expedite the approval of updates to the Ontario Use of Force Model.
10. The Solicitor General of Ontario should provide oversight on the mandatory annual

training curriculum and number of hours that are provided by local police services e.g. crisis resolution and suicide prevention.

*The Government of Ontario*

11. The Government of Ontario should enhance supports for families of persons who die in a police encounter, and ensure that those services are delivered in a timely and trauma-informed manner.

With respect to the 6 additional recommendations:

- **Recommendation 3:** The jury heard evidence that the ETF team had at least 3 dedicated negotiators with extensive training and experience in crisis negotiation. PC Michael Fonseca was the designated crisis negotiator for this incident and conducted an approximately 50-minute negotiation with Mr. Wettlaufer that evening. Sgt. Lawrence acted as PC Fonseca's second, coaching PC Fonseca throughout the negotiation. Both officers were certified as crisis negotiators by the Canadian Police College and had received extensive training and years of experience as crisis negotiators with the ETF on thousands of calls involving persons in crisis. Officer Fonseca was one of the top crisis negotiators in the ETF unit at the time. The recommendation may arise from the unusual fact that the 911 dispatcher remained on the phone with Mr. Wettlaufer for approximately 35 minutes, before PC Fonseca took over negotiations. However, the evidence from all officers was that the 911 operator had done good work, and that her conversation with Mr. Wettlaufer had no negative effect on the outcome of the negotiations.
- **Recommendation 5:** This recommendation arises from the evidence that while the ETF team had access to a mobile crisis intervention team ("MCIT") and a forensic psychiatrist, they did not consider using these resources on this call, because of the unacceptable risk of serious harm to these civilians should they be called to the scene to assist on a person with a gun call, and also because of the time it can take to have these units attend. The jury heard evidence that the MCIT and forensic psychiatrist would not likely have been useful in this situation, because they are not trained crisis negotiators. The MCIT or forensic psychiatrist are typically called on to assist and provide communication strategies when dealing with someone who is suffering from an acute psychiatric or drug-related mental health issue that prevents them from understanding and communicating with the ETF officers. In this case, Mr. Wettlaufer was not suffering from any acute psychiatric or drug-related mental health issue and was able to understand and communicate with the ETF officers. However, PC Fonseca testified that had the negotiation continued much longer, he would have considered requesting the assistance of the forensic psychiatrist.
- **Recommendation 6:** Diversity of the ETF was not an issue explored in depth in this hearing. All the ETF officers who testified were white males; however, the jury heard evidence that, as of March 2016, officers in the ETF unit were gender-diverse and came from diverse cultural backgrounds. The ETF officers testified that on other calls, they have been able to accommodate requests for negotiators of a particular gender or background, and they would have attempted to accommodate such a request in this negotiation, but Mr. Wettlaufer never made such a request.
- **Recommendation 7:** This recommendation appears to respond to Mr. Rampat's evidence that police services in Ontario are continuously reviewing available less-lethal use of

force options. All police witnesses gave consistent evidence that the currently available less-lethal use of force options (e.g. baton, pepper spray, tasers, ARWEN, and police dogs) are not appropriate or effective to incapacitate a person with a gun, particularly during active negotiation. Rather than de-escalate a dangerous situation, deployment of these less-lethal use of force options could only have escalated the situation and all but guarantee an outcome of serious bodily harm or death.

- **Recommendation 9:** This recommendation appears to respond to evidence from Mr. Rampat, who indicated that the Ontario Police College has proposed an updated use of force model, which is awaiting Provincial approval.
- **Recommendation 10:** Lack of training was not an issue explored in depth during this inquest. The evidence before the jury was that ETF officers receive extensive and ongoing training in crisis resolution and suicide prevention through a variety of modalities, including specialized certification programs through the Canadian Police College, regular refreshers through the Ontario Police College and/or Toronto Police College, as well as seminars, live-action scenario training, regular tactical debriefs, and consultation with other police services in Canada and abroad. The training is multidisciplinary and includes the expertise of experienced officers and trainers, as well as medical professionals with subject area specialties, like psychologists and psychiatrists.

### Conclusion

We recommend that the Board receive the jury's verdict and request a report from the Chief of Police in relation to the feasibility, usefulness, and implementation of those recommendations directed at the Toronto Police Service. We also recommend that the Board monitor the progress of recommendations directed at the Solicitor General of Ontario.

Yours truly,



Wendy Walberg  
City Solicitor, City of Toronto



## Toronto Police Services Board Report

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August 16, 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. Quinn MacDougall**

### **Recommendation(s):**

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. Quinn MacDougall was conducted during the period of February 28 to March 11, 2022. An interaction between Mr. Quinn MacDougall and the Hamilton Police Service on April 3, 2018 was the impetus for this inquest. As result of the inquest, the jury found the manner of death to be homicide and made 13 recommendations.

Coroner Juries may make recommendations to all Ontario police services where they believe there could be benefits to a sector-wide approach to implementation or an examination of certain recommendations. Of the 13 recommendations made as a result of this inquest, recommendations 8 to 10 have been directed to all police services in Ontario.

The purpose of this report is to inform the Board of the Service's review of the recommendations directed to all police services in Ontario for potential implementation at the Toronto Police Service (Service).

The following is a summary of the circumstances of the death of Mr. Quinn MacDougall and issues addressed at the inquest, as delivered by Dr. David Eden, Presiding Coroner.

### **Summary of the Circumstances of the Death:**

*Quinn MacDougall, aged 19 years, died on April 3, 2018, following an interaction with Hamilton Police. An inquest into his death was mandatory under the Coroners Act. An Ontario inquest is a public hearing which takes place before a jury. The purpose of an inquest is for a jury to make findings of fact, and possibly preventive recommendations. No one is on trial, there are no allegations to be proven or disproven, and no findings of law or blame are made.*

*Mr. MacDougall lived with his mother and stepfather in a residential neighbourhood in Hamilton. Mr. MacDougall's father lived nearby, and the families were on good terms. He was employed seasonally, was in a relationship with a young woman whom he saw regularly and was making some plans for his future. He was previously medically healthy. He was known to use marijuana recreationally, and occasionally use self-prescribed, illicitly-obtained alprazolam ("Xanax") for anxiety. He had no significant history of mental disorder or of violence against others.*

*Very early on the morning of April 3, Mr. MacDougall sent messages to his girlfriend in which he expressed sadness and despair. She responded supportively. Later that same morning, Mr. MacDougall told his family that he had received anonymous death threats on his smartphone, using the SnapChat application. SnapChat is a social media app for which user identity is not confirmed, and on which messages are automatically deleted shortly after their arrival. His family believed the threat was serious enough that they counselled him to report it to police. There was no belief that the threats were specific or immediate. Anonymous death threats are common on social media, and most do not lead to physical danger. No other person saw the threats displayed on Quinn's smartphone. He contacted police via 9-1-1. His report was taken and classified as requiring a non-urgent police investigation. He was advised that an officer would attend at some point that day. This "call for service" was not classified as a report requiring immediate or urgent police attendance and was therefore assigned a lower response priority.*

*Over the following hours, a friend visited. Mr. MacDougall told the friend and his family about his frustration and anxiety about the fact that police had not yet responded to take his report.*

*At 3:35 p.m., Mr. MacDougall made a call to 9-1-1 during which he reported that there was a person outside the residence with a gun, wielding it in a threatening way. This call*

*was not heard by other occupants of the residence. The report was classified as requiring immediate police attendance. He was told that officers would respond immediately. Mr. MacDougall then went outside the residence. He asked a neighbour if he could use the neighbour's cellphone to call police. The neighbour agreed. Mr. MacDougall called 9-1-1 to provide additional information about the threatening individual then, despite a request from the 9-1-1 call-taker to stay on the line, terminated the call as police arrived.*

*Given the threat was reported as immediate and involving a firearm, this call for service was assigned an immediate response priority and all available police units were dispatched to attend. Ultimately five or more police units responded to this call.*

*When police officers arrived, Mr. MacDougall was unable to supply them with any further information about the call. He then identified to them a person in an SUV parked nearby as associated with the threat. Officers testified that they walked to the SUV. It was occupied by a plainclothes officer who had been performing an unrelated investigation but had also responded to the call given its priority. This officer did not match the suspect description that Mr. MacDougall had provided during the 9-1-1 calls. The officers walked back to Mr. MacDougall and reassured him that the SUV's occupant was not a danger to him. Initially calm, Mr. MacDougall became agitated, and displayed a knife. He approached the SUV holding the knife in a manner which, in the opinion of the officers, suggested he might injure or kill the occupant. The officer in the SUV rolled up his window, leaned away from it, and prepared to defend himself if necessary. Mr. MacDougall moved away from the SUV, with officers following him. The officers testified they followed him because they were aware that this was a public area, that there were members of the public on the street, and that Mr. MacDougall might be a danger to others if they did not contain him. Officers instructed him to stop and to drop the knife. The less-lethal option of conducted energy weapon ("CEW", often known as "Taser") was tried three times unfortunately without effect. When Mr. MacDougall appeared to be advancing on a particular officer while holding the knife, it appeared to both officers and civilians that this officer would be stabbed. Two other officers discharged their firearms. Mr. MacDougall walked a short distance, then collapsed. He was transferred to hospital via ambulance and pronounced dead after resuscitation efforts.*

*The case was referred to the coroner, and to the Special Investigations Unit, which investigates injuries or deaths due to police actions.*

*Autopsy showed multiple gunshot wounds, of which one to the chest was rapidly and irreversibly fatal. Toxicology showed the presence of THC, the active ingredient in marijuana. THC blood levels do not always correlate with clinical effects. The level seen in Mr. MacDougall may be associated with symptoms in a broad range from minimal to acute psychosis. Neither alprazolam nor other drugs were detected.*

#### *Expert psychiatric opinion*

*An independent expert in Forensic Psychiatry provided opinion evidence to the jury. He had reviewed the investigative file and was advised of the evidence heard during the*

*inquest. He was of the opinion that Mr. MacDougall, previously well, had developed a mental disorder which included paranoia. The expert believed that Mr. MacDougall thought that others wished to cause him harm, and that he needed to defend himself, by lethal force if necessary. In such cases, the perceived threat might be from any person, including children or other bystanders. This syndrome can develop quietly. The first manifestation of mental illness may be an episode of agitation and paranoia, as occurred here. In the opinion of the expert, there was no opportunity for anyone (professionals, family or friends) to foresee and prevent the sudden change in his mental state on April 3.*

#### *Mental Health Alternative Responses*

*The jury also heard evidence that although the Hamilton Police Service does have Mobile Crisis Rapid Response Team (MCRRT) Units teaming officers with mental health workers, those teams were not initially dispatched for safety reasons given the nature of this priority call and that there was no identified mental health component. Further, the two in service MCRRT teams were already deployed on other calls at the time of this incident. This incident was only identified as a possible person in crisis call almost simultaneously with the knife being produced and there was no time or circumstances allowing for any alternative response.*

#### *Emergency response*

*The jury heard fact evidence from a trainer at the Ontario Police College, which provides initial training to officers and supports ongoing training. The witness explained that officers are taught the Ontario Use-of-Force model. This model provides overall guidance to police on dealing with a situation in which use of force may be required.*

*The model is not prescriptive, that is, it does not provide explicit instructions for every possible situation. Instead, it provides a structured, practical set of principles which officers can understand and rely upon in situations which involve considerable stress, evolve rapidly, and often last only a few seconds. While de-escalation is taught to officers as the preferred approach and is implicit in the Model, de-escalation is not explicitly listed.*

*The witness also testified that a knife can inflict serious or fatal injuries on an officer. Service vest and clothing are not protective against an edged weapon. The length of the knife is not a significant factor. Relatively short knives, such as the one used in this incident, can and do inflict fatal wounds by opening major blood vessels which are close to the skin surface, for instance in the neck or thigh.*

#### **Discussion:**

Strategy Management – Governance was tasked with preparing responses to the jury recommendations directed generally to all Police Services in Ontario, as contained in the Coroner's Inquest into the death of Mr. Quinn MacDougall.

The Toronto Police Service Mental Health Liaison and subject matter experts from the Toronto Police College and Mobile Crisis Intervention Team 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. Quinn MacDougall and the subsequent three 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 8, 9, and 10. These recommendations have been implemented and are incorporated into current Service procedures, training, and Mobile Crisis Intervention Team response.

Staff Superintendent Randy Carter, Community Safety Command – Field Services, 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

## Attachments:

Appendix A – Jury Verdict & Recommendations – MacDougall Inquest

Appendix B – Toronto Police Service Response to MacDougall Inquest  
Recommendations

## Appendix A – Jury Verdict and Recommendations – MacDougall Inquest

### VERDICT EXPLANATION

Inquest into the Death of  
Quinn MacDOUGALL

Dr. David Eden, Presiding Officer  
February 28, March 1, 2, 7, 8, 10 and 11, 2022  
Virtual Inquest

#### OPENING COMMENT

This verdict explanation is intended to give the reader a brief overview of the circumstances surrounding the death of Quinn MacDougall along with some context for the recommendations made by the jury. The synopsis of events and comments are based on the evidence presented and written to assist in understanding the jury's basis for the recommendations.

#### PARTICIPANTS

|                              |  |
|------------------------------|--|
| <b>Inquest Counsel:</b>      | Graeme Leach<br>Assistant Crown Attorney<br>59 Church St, 3 <sup>rd</sup> Flr.<br>St. Catharines, ON L2R 7N8         |
| <b>Inquest Investigator:</b> | Det. Kris Somwaru<br>Inquest Unit, Office of the Chief Coroner<br>25 Morton Shulman Avenue<br>Toronto, ON M3M 0B1    |
| <b>Inquest Constable:</b>    | Const. Jennifer Reid<br>Inquest Unit, Office of the Chief Coroner<br>25 Morton Shulman Avenue<br>Toronto, ON M3M 0B1 |
| <b>Recorder:</b>             | Massimo Pimentel<br>Inquest Unit, Office of the Chief Coroner<br>25 Morton Shulman Avenue<br>Toronto, ON M3M 0B1     |

**Parties with Standing:****Family of Mr. MacDougall****Ministry of the Solicitor General****Hamilton Officers Breitenbach and Lei****Hamilton Police Service****Represented by:**

Margaret Hoy, Counsel  
207-6150 Valley Way  
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Brian Whitehead, Counsel  
Ryan Ng, Student-at-Law  
Solicitor General, Legal Branch  
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Gary Clewley, Counsel  
360 Walmer Rd  
Toronto, ON M5R 2Y4

Marco Visentini, Counsel  
Hamilton Police Service  
155 King St. W  
Hamilton, ON L8N 4C1

**SUMMARY OF THE CIRCUMSTANCES OF THE DEATH**

Quinn MacDougall, aged 19 years, died on April 3, 2018, following an interaction with Hamilton Police. An inquest into his death was mandatory under the *Coroners Act*. An Ontario inquest is a public hearing which takes place before a jury. The purpose of an inquest is for a jury to make findings of fact, and possibly preventive recommendations. No one is on trial, there are no allegations to be proven or disproven, and no findings of law or blame are made.

Mr. MacDougall lived with his mother and stepfather in a residential neighbourhood in Hamilton. Mr. MacDougall's father lived nearby, and the families were on good terms. He was employed seasonally, was in a relationship with a young woman whom he saw regularly and was making some plans for his future. He was previously medically healthy. He was known to use marijuana recreationally, and occasionally use self-prescribed, illicitly-obtained alprazolam ("Xanax") for anxiety. He had no significant history of mental disorder or of violence against others.

Very early on the morning of April 3, Mr. MacDougall sent messages to his girlfriend in which he expressed sadness and despair. She responded supportively. Later that same morning, Mr. MacDougall told his family that he had received anonymous death threats on his smartphone, using the SnapChat application. SnapChat is a social media app for which user identity is not confirmed, and on which messages are automatically deleted shortly after their arrival. His family believed the threat was serious enough that they counselled him to report it to police. There was no belief that the threats were specific or immediate. Anonymous death threats are common on social media, and most do not lead to physical danger. No other person saw the threats displayed on Quinn's smartphone. He contacted police via 9-1-1. His report was taken and classified as requiring a non-urgent police investigation. He was advised that an officer would attend at some point that day. This "call for service" was not classified as a report requiring immediate or urgent police attendance and was therefore assigned a lower response priority.

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Given the threat was reported as immediate and involving a firearm, this call for service was assigned an immediate response priority and all available police units were dispatched to attend. Ultimately five or more police units responded to this call.

When police officers arrived, Mr. MacDougall was unable to supply them with any further information about the call. He then identified to them a person in an SUV parked nearby as associated with the threat. Officers testified that they walked to the SUV. It was occupied by a plainclothes officer who had been performing an unrelated investigation but had also responded to the call given its priority. This officer did not match the suspect description that Mr. MacDougall had provided during the 9-1-1 calls. The officers walked back to Mr. MacDougall and reassured him that the SUV's occupant was not a danger to him. Initially calm, Mr. MacDougall became agitated, and displayed a knife. He approached the SUV holding the knife in a manner which, in the opinion of the officers, suggested he might injure or kill the occupant. The officer in the SUV rolled up his window, leaned away from it, and prepared to defend himself if necessary. Mr. MacDougall moved away from the SUV, with officers following him. The officers testified they followed him because they were aware that this was a public area, that there were

members of the public on the street, and that Mr. MacDougall might be a danger to others if they did not contain him. Officers instructed him to stop and to drop the knife. The less-lethal option of conducted energy weapon ("CEW", often known as "Taser") was tried three times unfortunately without effect. When Mr. MacDougall appeared to be advancing on a particular officer while holding the knife, it appeared to both officers and civilians that this officer would be stabbed. Two other officers discharged their firearms. Mr. MacDougall walked a short distance, then collapsed. He was transferred to hospital via ambulance and pronounced dead after resuscitation efforts.

The case was referred to the coroner, and to the Special Investigations Unit, which investigates injuries or deaths due to police actions.

Autopsy showed multiple gunshot wounds, of which one to the chest was rapidly and irreversibly fatal. Toxicology showed the presence of THC, the active ingredient in marijuana. THC blood levels do not always correlate with clinical effects. The level seen in Mr. MacDougall may be associated with symptoms in a broad range from minimal to acute psychosis. Neither alprazolam nor other drugs were detected.

#### *Expert psychiatric opinion*

An independent expert in Forensic Psychiatry provided opinion evidence to the jury. He had reviewed the investigative file and was advised of the evidence heard during the inquest. He was of the opinion that Mr. MacDougall, previously well, had developed a mental disorder which included paranoia. The expert believed that Mr. MacDougall thought that others wished to cause him harm, and that he needed to defend himself, by lethal force if necessary. In such cases, the perceived threat might be from any person, including children or other bystanders. This syndrome can develop quietly. The first manifestation of mental illness may be an episode of agitation and paranoia, as occurred here. In the opinion of the expert, there was no opportunity for anyone (professionals, family or friends) to foresee and prevent the sudden change in his mental state on April 3.

#### *Mental Health Alternative Responses*

The jury also heard evidence that although the Hamilton Police Service does have Mobile Crisis Rapid Response Team (MCRRT) Units teaming officers with mental health workers, those teams were not initially dispatched for safety reasons given the nature of this priority call and that there was no identified mental health component. Further, the two in service MCRRT teams were already deployed on other calls at the time of this incident. This incident was only identified as a possible person in crisis call almost simultaneously with the knife being produced and there was no time or circumstances allowing for any alternative response.

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The model is not prescriptive, that is, it does not provide explicit instructions for every possible situation. Instead, it provides a structured, practical set of principles which officers can understand and rely upon in situations which involve considerable stress, evolve rapidly, and often last only a few seconds. While de-escalation is taught to officers as the preferred approach and is implicit in the Model, de-escalation is not explicitly listed (see Appendix 'B').

The witness also testified that a knife can inflict serious or fatal injuries on an officer. Service vest and clothing are not protective against an edged weapon. The length of the knife is not a significant factor. Relatively short knives, such as the one used in this incident, can and do inflict fatal wounds by opening major blood vessels which are close to the skin surface, for instance in the neck or thigh.

### **THE INQUEST**

Dr. Karen Schiff, Regional Supervising Coroner for West Region, Hamilton Office, called a mandatory inquest into the death of Quinn MacDougall pursuant to section 10 of the *Coroners Act*.

The document outlining the scope of this inquest is attached to this document as Appendix 'A'.

The inquest took place during the Covid-19 pandemic and was conducted entirely as a virtual hearing, with remote participation by all. In keeping with the open court principle, the inquest was streamed live on YouTube.

The jury sat for seven days, heard evidence from 18 witnesses, reviewed 43 exhibits and deliberated for three hours in reaching a verdict.

**VERDICT**

|                                |  |
|--------------------------------|--|
| <b>Name of Deceased:</b>       | Quinn Emerson MacDougall   |
| <b>Date and Time of Death:</b> | 4:23 p.m. on April 3, 2018   |
| <b>Place of Death:</b>         | Hamilton General Hospital<br>237 Barton Street East, Hamilton, Ontario |
| <b>Cause of Death:</b>         | Gunshot wound of the torso (right chest)                               |
| <b>By What Means:</b>          | Homicide   |

**Comment:**

*At an inquest, "By What means" is the jury's finding of fact. The jury's determination of "Homicide" means that the jury concluded that, on the balance of probabilities, Mr. MacDougall died of an injury which was non-accidentally inflicted by another person. The jury's finding of Homicide carries no criminal or other liability, and none should be inferred.*

**JURY RECOMMENDATIONS****Directed to the Ministry of the Solicitor General (SolGen)**

1. Review the current Use of Force Model (2004) and related regulations, and consider de-emphasizing use of the term "force" and employing alternative terminology.

**Comment:**

*The evidence was that revision of the Model is currently under consideration.*

2. Review the current Use of Force Model (2004) and related regulations, and consider incorporating the concept of de-escalation expressly (both in terminology and visual representation) into the Model as a response option and/or goal.

**Comment on Recommendations #1 & 2:**

*Witnesses agreed that de-escalation is an essential option any time that use of force is considered. It should be explicitly included in the use-of-force "Wheel" (see Appendix 'B').*

3. Explore and research the availability and efficacy of additional less-lethal use of force options for officers.

**Comment:**

*Two attempted deployments of conducted energy weapon ("CEW" or "Taser") were unsuccessful in containing Mr. MacDougall. Other, less lethal options carried by the officers, such as pepper spray or baton, were not a rational choice because they would not have contained the threat. For instance, a baton is not an adequate defence against a knife; and pepper spray not only does not preclude continued stabbing, but also may disable officers. The jury encouraged research into additional options which are less lethal than firearms.*

4. For conductive energy weapons consider high visibility markings (colour) to differentiate them from firearms.

**Comment:**

*The jury heard that high visibility markings would alert other officers that a CEW was deployed; and some agitated persons will de-escalate when aware that CEW may be used.*

**Directed to the Hamilton Police Service (H.P.S.)**

5. Explore the capability of the information management systems to "track" the deployment of alternative responses to assist a Person in Crisis (PIC) and the outcomes. To use any such collected information to assess the effectiveness of the deployed alternative responses, to identify the potential for the improvement of future responses and outcomes, and to support any request for additional resources.

**Comment:**

*Hamilton Police Service, like other large police services, is frequently the first responder to a mental health emergency. The training it provides to officers is detailed, consistent and supported by expert consensus. However, the Service does not track interventions and outcomes. This information, if collected, would provide a factual basis for improving the effectiveness and safety of police response.*

6. Explore the capability of the information management systems to accurately capture the number of calls for service which are initially reported and dispatched as another type of call but are later assessed by the responding officers to be a call which has a significant Person in Crisis component.

**Comment:**

*The officers responding to the 3:35 p.m. call ("person with firearm") were not aware of the report from the same address, hours earlier, of the SnapChat threat. This information, if available, may have been useful to them.*

7. Explore, with community mental health partners, the feasibility of extending the availability of Mobile Crisis Rapid Response Team (MCRRT) Units to 24 hours a day and of increasing the number of MCRRT Units available to respond to calls at all times.

**Comment:**

*MCRRTs provide a rapid and effective response to a mental health emergency. The team attend once the situation is stable. They cannot attend when there is an uncontained threat. This incident unfolded so rapidly that there was no time for MCRRT to be notified and, in any event, they would not have been able to attend until the situation was safe. However, the service would have been useful if de-escalation efforts had succeeded. The jury encouraged 24-hour availability of MCRRTs for similar incidents.*

**Directed to all Police Services in Ontario**

8. If none already exists, explore with community mental health partners, the feasibility of establishing and adequately resourcing joint mental health-police response teams to assist with Person in Crisis calls for service.

**Comment:**

*See comment at Recommendation #7. While Hamilton and many other police services provide joint mental health-police response teams, their availability is not consistent across Ontario, and it is often not available after hours. The jury encouraged increased access to such services across Ontario.*

9. If a police service has a joint mental health-police team, give studied consideration to implementing a police policy that provides, once police officers attending a call identify a potential mental health concern and provided it is safe to do so, that the joint mental health-police team should be engaged.

**Comment:**

*At the time a 9-1-1 call is made, it may not be clear that the underlying issue is a mental health crisis. In this case, the call was for a firearm threat, and it was not until the officers arrived that mental health became a consideration. This recommendation emphasizes that, as the situation unfolds, mental health services should be engaged where appropriate.*

10. Explore developing and providing all police officers with additional de-escalation training.

**Comment:**

*The jury heard evidence about de-escalation training provided to officers during initial training, mandatory ongoing training, and optional courses. They also heard that police are frequently the first responder to a mental health crisis. The jury advocated more training for police in this critical area.*

**Directed to the Ontario Police College and the Ministry of the Solicitor General**

11. Explore developing and providing all police recruits with additional de-escalation training.

**Comment:**

*See comment at Recommendation 10.*

12. Consider including conductive energy weapons training as part of the mandatory curriculum for police recruits at the Ontario Police College with a yearly re-certification.

**Comment:**

*CEW training is not currently mandatory for initial or mandatory ongoing training of police officers. Not all services deploy CEWs, and the extent of deployment varies (e.g. carried just by supervisors versus carried by all uniformed officers). The jury encouraged basic CEW training be routine for all officers.*

13. Explore the possibility of developing and including crisis intervention training as part of the mandatory curriculum for police recruits at the Ontario Police College and the requirement that all officers re-qualify at a determined interval.

**Comment:**

*In principle, both initial and mandatory ongoing training include crisis intervention techniques. In practice, the extent and nature of the training varies by police service. The jury encouraged a consistent and high standard of training in this area.*

**CLOSING COMMENT**

In closing, I would like to again express my condolences to the family and friends of Quinn MacDougall 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.



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Dr. David S. Eden  
Presiding Officer

April 8, 2022

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Date

## Appendix B – Toronto Police Service Response to MacDougall Inquest Recommendations

| MacDougall Coroner’s Inquest Recommendation  | Toronto Police Service (Service) Response   |
|--|---|
| <p><b>#8 – Directed to all Police Services in Ontario</b></p> <p>If none already exists, explore with community mental health partners, the feasibility of establishing and adequately resourcing joint mental health-police response teams to assist with Person in Crisis calls for service.</p> | <p><b>Toronto Police Service Concur – Recommendation Implemented</b></p> <p>The Service’s Mobile Crisis Intervention Team (M.C.I.T.) program has been operational since 2000. The M.C.I.T. program is a collaborative partnership between participating Toronto hospitals and the Service, bound through individual Memorandums of Understanding. The M.C.I.T. program partners one registered nurse with one police officer, both of whom receive additional training in working with persons in crisis.</p> <p>The Service currently partners with 6 hospitals and has 13 M.C.I.T.s. The M.C.I.T.s function as a first responder or co-responder with the Service’s Priority Response Units across all 16 divisions when responding to Calls for Service involving individuals experiencing a mental, emotional or substance use crisis. Service Divisions are partnered with the following hospitals:</p> <ul style="list-style-type: none"> <li>• D11 / D14 / D22 – Unity Health Toronto - St Joseph's Health Centre</li> <li>• D12 / D13 / D23 / D31 – Humber River Hospital</li> <li>• D32 / D33 – North York General Hospital</li> <li>• D41 / D42 / D43 – Scarborough Health Network</li> <li>• D51 / D52 – Unity Health Toronto - St. Michael's Hospital</li> <li>• D53 / D54 / D55 – Michael Garron Hospital</li> </ul> <p>Currently, 12 M.C.I.T.s operate 7 days a week (0900hrs – 2300hrs). The remaining team (the “Downtown Rapid Response Team”) operates Tuesday – Friday (1330hrs – 1130hrs) to provide additional support during the time periods where call volume</p> |

| MacDougall Coroner's Inquest Recommendation | Toronto Police Service (Service) Response   |
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|   | <p>and occurrence statistics have shown a peak in mental health related calls for Service.</p> <p>The M.C.I.T. program has expanded to its current structure in response to the report by the Board, entitled "Police Reform in Toronto: Systemic Racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety". On the policing side of the partnership, the expansion was achieved with the addition of current police resources, with no net-new hires. The M.C.I.T. program expansion for nurses, training and some limited file management was further supported by a funding increase provided to the M.C.I.T. Hospital partners from the Ministry of Health in 2021.</p> <p>Financial resources, in part, limit the ability to operate the M.C.I.T. program 24 hours a day. The M.C.I.T. Hospital partners employ nurses for this program within the funding parameters provided by the Ministry of Health. Overall staffing shortages at the hospital level have had an impact on the M.C.I.T. program and fulfillment of the specialized nursing positions required. Interviews for these specialized positions are being conducted monthly, as there is keen interest from the Service and Hospital partners to expand the M.C.I.T. program to 24 hours a day.</p> <p>The M.C.I.T. response assists with:</p> <ul style="list-style-type: none"> <li>• assessing the situation;</li> <li>• attempting to stabilize and diffuse the crisis;</li> <li>• providing supportive counselling as needed; and</li> <li>• connecting the person in crisis with appropriate community services.</li> </ul> <p>The M.C.I.T. nurse and police officer retain the individual authorities and responsibilities of their corresponding professions and continue to be employed by their respective employers. The M.C.I.T. nurse is primarily responsible for conducting at-scene assessments. The M.C.I.T. officer is primarily responsible for the safety of</p> |

| MacDougall Coroner's Inquest Recommendation | Toronto Police Service (Service) Response   |
|---|---|
|   | <p>the M.C.I.T. and the safety of the person in crisis. As necessary, there may be a complimentary overlap in roles where the M.C.I.T. nurse assists in ensuring a safe working environment and the M.C.I.T. officer provides support in areas of mental health.</p> <p>The main goal of the M.C.I.T. at the scene is still public safety but further, to assist in delivering the most effective overall response to the person in crisis. This may include:</p> <ul style="list-style-type: none"> <li>• ensuring the person in crisis has family or friends for immediate support/lodging;</li> <li>• referral to community support agencies;</li> <li>• referral to the hospital where necessary;</li> <li>• apprehension under Section 17 of the <i>Mental Health Act</i> (M.H.A.);</li> <li>• laying of criminal charges; or</li> <li>• any combination thereof.</li> </ul> <p>M.C.I.T. officers and nurses receive the following mandatory mental health training:</p> <ul style="list-style-type: none"> <li>• Mobile Crisis Intervention Team Level One (40 hours):<br/>This course incorporates training from: subject matter experts across the variety of disciplines of mental health; guest lectures from relevant community agencies and persons with lived experience, and; content related to equity and inclusion, Indigenous communities, and the LGBTQ2S+ community.</li> <li>• Mobile Crisis Intervention Team Level Two (24 hours):<br/>This course provides students with the Certified Crisis Intervention Specialists accreditation through the National Anger Management Association. It incorporates training on the concepts of self-awareness, self-care, and wellness, and how these relate to crisis intervention and de-escalation strategies.</li> </ul> |

| MacDougall Coroner's Inquest Recommendation  | Toronto Police Service (Service) Response  |
|--|--|
| <p><b>#9 – Directed to all Police Services in Ontario</b></p> <p>If a police service has a joint mental health-police team, give studied consideration to implementing a police policy that provides, once police officers attending a call identify a potential mental health concern and provided it is safe to do so, that the joint mental health-police team should be engaged.</p> | <p><b>Toronto Police Service Concur – Recommendation Implemented</b></p> <p>The following 2 Service Procedures are currently in effect and direct Service members with regards to joint mental health-police teams:</p> <ul style="list-style-type: none"> <li>• Procedure 06-13 entitled “Mobile Crisis Intervention Team (M.C.I.T.)” was newly introduced into Service Governance on 2021 December 07; and</li> <li>• Procedure 06-04 entitled “Persons in Crisis” has been incorporated in Service Governance since 1993 and has recently been amended to compliment the newly introduced Procedure 06-13.</li> </ul> <p>Both Service Procedures are available via the Service website:<br/> <a href="https://www.tps.ca/service-procedures/">https://www.tps.ca/service-procedures/</a>.</p> <p>Procedures direct that Supervisors, Priority Response Units, and/or Communications Services’ dispatchers can request M.C.I.T.s to attend calls for service involving a person in crisis. Service Governance defines a person in crisis as:</p> <p style="padding-left: 40px;"><i>A member of the public whose behavior brings them into contact with emergency services, either because of an apparent need for urgent care within the mental health system, or because they are otherwise experiencing a mental, emotional or substance use crisis involving behavior that is sufficiently erratic, threatening or dangerous that emergency services are called in order to protect the person or those around them. This includes persons who may require assessment under the Mental Health Act.</i></p> <p>M.C.I.T.s may respond to Calls for Service for:</p> <ul style="list-style-type: none"> <li>• a person experiencing a mental, emotional, or substance use crisis;</li> </ul> |

| MacDougall Coroner's Inquest Recommendation | Toronto Police Service (Service) Response  |
|---|--|
|   | <ul style="list-style-type: none"> <li>• a person attempting/threatening suicide; and</li> <li>• a barricaded person, or other circumstances where it is known or thought to be caused by a mental, emotional or substance use crisis, in order to assess the person.</li> </ul> <p>M.C.I.T.s may also be requested to provide assistance and support:</p> <ul style="list-style-type: none"> <li>• to family members or support persons of an individual in crisis;</li> <li>• to assess a person who has been exposed to critical incident stress (e.g. witness death by suicide, witness);</li> <li>• to attending police officers where M.C.I.T. expertise may be utilized;</li> <li>• to consult on missing persons with vulnerable attributes prior to being located;</li> <li>• to attend safety or wellness checks directly related to a person experiencing a mental, emotional and/or substance use crisis from non-dispatch sources, including but not limited to the Divisional Mental Health Liaison Officer, hospitals, and M.C.I.T. Case managers; and</li> <li>• as directed by a supervisory officer.</li> </ul> <p>Service Procedures direct that when responding to a Call For Service involving a person in crisis, police officers shall request the notification and attendance of the M.C.I.T., and shall provide support and assistance to the M.C.I.T. as required.</p> <p>Scene safety is a priority in all calls for service and, where the M.C.I.T. is in attendance, Procedure 06-13 states the following:</p> <p><i>M.C.I.T.s may act as a first or co-responder in certain circumstances, including but not limited to the following calls for service involving:</i></p> <ul style="list-style-type: none"> <li>• a person experiencing a mental, emotional, or substance use crisis</li> <li>• a person attempting/threatening suicide</li> </ul> |

| MacDougall Coroner's Inquest Recommendation             | Toronto Police Service (Service) Response  |
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|   | <ul style="list-style-type: none"> <li>• <i>a barricaded person, or other circumstances where it is known or thought to be caused by a mental, emotional or substance use crisis, in order to assess the person.</i></li> </ul> <p style="margin-left: 40px;">➔ <i>Note: The M.C.I.T. officer shall conduct a threat assessment prior to attending the call; where a person in crisis is found to pose a risk or threat to the attending M.C.I.T. nurse, the M.C.I.T. officer shall direct the nurse not to actively engage in the incident until it is determined to be safe by the attending M.C.I.T. officer.</i></p> <p><i>A threat assessment of the incident (based on available information) and overall safety of the M.C.I.T. shall determine the involvement and level of the M.C.I.T. response. The Specialized Emergency Response – Emergency Task Force (E.T.F.) shall be notified when there is information that a person in crisis is armed or may be armed with a weapon; background checks indicate that the person in crisis has a history of violence or use of weapons; the incident involves a barricaded person; and/or the incident involves a person who by their position has placed themselves or others in immediate jeopardy (i.e. person located at height on a balcony, bridge, etc.)</i></p> <p>Service Procedures emphasize a coordinated effort when responding to a Call For Service involving a person in crisis. In that regard, procedures engage the Community Response Unit, the Divisional Mental Health Liaison Officer, the Divisional Officer in Charge, and supervisory officers to coordinate, collaborate and work with the M.C.I.T. to ensure an overall effective response for the person in crisis.</p> |
| <b>#10 – Directed to all Police Services in Ontario</b> | <b>T.P.S. Concurr – Recommendation Implemented</b>   |

| MacDougall Coroner's Inquest Recommendation   | Toronto Police Service (Service) Response  |
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| <p>Explore developing and providing all police officers with additional de-escalation training.</p> | <p>The 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 (per Service Procedure 15-01). Members of the Service have a responsibility to only use force which is reasonably necessary to bring an incident under control effectively and safely. In that regard, de-escalation and communication are core tools for which all officers receive dedicated training.</p> <p>The Ontario Use of Force Model (Model) is the guiding aid used by the Service to promote continuous critical assessment and evaluation of every situation. The Model assists officers in understanding and making use of de-escalation techniques and communication methods, along with a range of force options in order to respond to potentially violent situations. It provides a valuable framework for understanding and articulating the events associated with an incident involving use of force.</p> <p>In addition to the Model, the Service combines Service Procedures, courses, and guidance from advisory bodies, reports and Coroner's Inquests to develop and provide all officers with proper de-escalation techniques and training in that regard.</p> <p><u>Service Procedure 15-01 "Incident Response (Use of Force / De-Escalation)"</u></p> <p>Procedure 15-01 is available via the Service website: <a href="https://www.tps.ca/service-procedures/">https://www.tps.ca/service-procedures/</a>.</p> <p>This procedure provides direction to members on their use of force and the role of de-escalation and communication in violent or potentially violent situations. De-escalation is defined as:</p> <p><i>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</i></p> |

| MacDougall Coroner's Inquest Recommendation | Toronto Police Service (Service) Response   |
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|   | <p data-bbox="821 300 1776 363"><i>the amount of force so as not to exceed the amount of force reasonably required.</i></p> <p data-bbox="730 402 1801 570">Procedure 15-01 directs that all members who may be required to use force on other persons shall first complete a training course on the use of force, which includes de-escalation techniques and communication, at least once every 12 months. Where a member has not successfully completed the requisite training, they shall not use that force on another person.</p> <p data-bbox="730 609 1835 776">The procedure further emphasizes that de-escalation and communication methods must be considered continuously and used, where possible, even after use of force has occurred. Officers shall, in all situations involving the use of force, consider de-escalation tactics, including disengagement predicated on the philosophy that protection of human life is a core duty of the police.</p> <p data-bbox="730 815 1089 846"><u>Relevant Training Courses</u></p> <p data-bbox="730 885 1839 1084">Officers receive training on mental health, de-escalation and crisis resolution through both theory-based and scenario-based training. These topics are delivered through stand-alone courses, as well as integrated into courses related to mental health, use of force and other incident specific courses, for the purpose of ensuring a comprehensive training syllabus. Content across the range of courses focuses on:</p> <ul data-bbox="781 1128 1822 1375" style="list-style-type: none"> <li>• Crisis recognition;</li> <li>• Tactical communication;</li> <li>• Listening techniques (active and focused listening);</li> <li>• Self-control;</li> <li>• Adaptation to changing circumstances;</li> <li>• Proper recognition of subject behaviour (ex. identifying persons in a mental health crisis, identifying common mental illness signs and symptoms);</li> </ul> |

| MacDougall Coroner's Inquest Recommendation | Toronto Police Service (Service) Response   |
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|   | <ul style="list-style-type: none"> <li>• Proper articulation (ex. of situational considerations, available de-escalation techniques, alternative response strategies, justification for use of force.);</li> <li>• Identifying persons in a mental health crisis;</li> <li>• Demonstrating the appropriate use of force response;</li> <li>• De-escalation techniques (ex. introduction, empathy, rapport, influence, behaviour change, hooks, triggers);</li> <li>• Agencies and advocates in the mental health sector within Toronto; and</li> <li>• Appreciation for police encounters from the perspective of the subject.</li> </ul> <p>The following Service training courses incorporate mental health, de-escalation and crisis resolution techniques:</p> <ul style="list-style-type: none"> <li>• In-Service Training Program – annual use of force re-certification;</li> <li>• Tactical Communication and Major Mental Disorders;</li> <li>• Human Rights;</li> <li>• Human Rights: Recognizable and Non-Recognizable Disabilities - Practical Guide for Police Officers;</li> <li>• Judgement Training – Dynamic Scenario Training;</li> <li>• Community Policing and Crisis Intervention;</li> <li>• Crisis Resolution;</li> <li>• Negotiator Workshop (Primary and Secondary);</li> <li>• Tactical Crisis and Hostage Negotiators Course (through the Canadian Police College);</li> <li>• Mental Health and Communication;</li> <li>• Mental Health Awareness;</li> <li>• Surviving Verbal Conflict / Crisis Resolution and De-Escalation;</li> <li>• Divisional Crisis Support Officer; and</li> <li>• Mobile Crisis Intervention Team Level 1 Enhanced Training.</li> </ul> |

| MacDougall Coroner's Inquest Recommendation | Toronto Police Service (Service) Response  |
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|   | <p data-bbox="728 300 1398 329"><u>Advisory Bodies, Reports, and Coroner's Inquests</u></p> <p data-bbox="728 367 1829 570">The research and development of Service mental health, de-escalation and crisis resolution training has been largely guided by the Toronto Police Services Board's Mental Health and Addictions Advisory Panel (formerly the Toronto Police Services Board Mental Health Sub-Committee). Additionally, the following key advisory bodies, reports and inquest recommendations have guided the Service's mental health and de-escalation training:</p> <ul data-bbox="779 610 1829 1336" style="list-style-type: none"> <li data-bbox="779 610 1829 675">• The Honourable Frank Iacobucci's report for Chief Blair - Police Encounters with People in Crisis (July 2014);</li> <li data-bbox="779 680 1829 951">• Mental Health Commission of Canada <ul data-bbox="867 716 1829 951" style="list-style-type: none"> <li data-bbox="867 716 1829 781">– Tempo Model - Training and Education about Mental Health for Police Organizations (June 2014)</li> <li data-bbox="867 786 1829 815">– Applied Suicide Intervention Skills Training</li> <li data-bbox="867 820 1829 849">– Mental Health First Aid and Mental Health First Aid (Police)</li> <li data-bbox="867 854 1829 883">– Mental Health Strategy for Canada</li> <li data-bbox="867 888 1829 951">– The Working Mind for First Responders, (Formerly known as The Road to Mental Readiness (R2MR));</li> </ul> </li> <li data-bbox="779 959 1829 1024">• Integrated Communications, Assessment and Tactics Training (ICAT) – Police Executive Research Forum;</li> <li data-bbox="779 1029 1829 1094">• Canadian Police College – National certifying body for tactical crisis and hostage negotiation training;</li> <li data-bbox="779 1099 1829 1164">• Verbal De-Escalation Training – Surviving Verbal Conflict (Dolan Consulting Group);</li> <li data-bbox="779 1169 1829 1198">• Realistic De-Escalation Instructor Course – Force Science Institute;</li> <li data-bbox="779 1203 1829 1268">• Police and Community Engagement Review (P.A.C.E.R.) Recommendation # 12 – Enhanced Training in Collaboration with Community Partners;</li> <li data-bbox="779 1273 1829 1336">• Ontario Ombudsman Report – “A Matter of Life and Death”, Investigation into the direction provided by the Ministry of Community Safety and</li> </ul> |

| MacDougall Coroner’s Inquest Recommendation | Toronto Police Service (Service) Response   |
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|   | <p>Correctional Services to Ontario’s police services for de-escalation of conflict situations, (June 2016);</p> <ul style="list-style-type: none"> <li>• Verdict Explanation and Recommendations – Inquest into the Death of Andrew Loku, (June 2017);</li> <li>• Toronto Police Service Mental Health and Addictions Strategy, (2019); and</li> <li>• Toronto Police Services Board Report – 81 Recommendations – “Police Reform in Toronto: Systemic Racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety” (August 2020).</li> </ul> <p><u>Communications Services</u></p> <p>In addition to de-escalation techniques performed by officers at the scene, the Communications Services Unit (C.O.M.) utilizes de-escalation techniques and crisis support programs during the initial call for service. The goal of this front-end de-escalation is for the referral or diversion of callers in crisis to the most appropriate community support service, often avoiding a police response.</p> <p>Members of C.O.M. receive regular mandatory de-escalation training that focuses on proper techniques, empathy and tactical empathy, understanding, use of language, conflict triggers, self-care, self-awareness, and how to appropriately consider alternate perspectives. The overall goal of training is to equip call takers with the necessary tools to facilitate a positive communication with callers and bring high-intensity situations to a safe conclusion.</p> <p>The following two crisis support and diversion pilot programs have been implemented at C.O.M. to support persons in crisis:</p> <ul style="list-style-type: none"> <li>• Toronto Community Crisis Service Pilot Project (T.C.C.S.) - (Divisions 14, 23, 31, 42, 43, and 51):</li> </ul> |

| MacDougall Coroner's Inquest Recommendation | Toronto Police Service (Service) Response   |
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|   | <p>This is a non-police led mobile response to persons in crisis that incorporates a multi-disciplinary mobile team of crisis support specialists who work for partner agencies. C.O.M. call takers evaluate incoming calls to determine suitability for diversion based on a specific set of criteria. Where that criteria is met, and upon consent from the caller to divert their call and consent to share their personal information, the caller is transferred to 211 to receive a response and support from a T.C.C.S. mobile team. This 3 year pilot program operates 24/6 (Sunday 0900hrs through to Saturday 0900hrs)</p> <ul style="list-style-type: none"> <li>• Gerstein Crisis Centre Diversion Pilot Project - (Divisions 14, 51, and 52): This is a collaboration between the Service and the Gerstein Crisis Centre (G.C.C.), a community based mental health service to respond to persons in crisis who call 9-1-1 with non-emergent mental health needs. Service and G.C.C. responders work collaboratively to assist in the diversion of mental health related calls away from a police response. C.O.M. call takers evaluate incoming calls for diversion based on specific non-imminent risk criteria and transfer calls to a G.C.C. crisis worker co-located in the Communications Centre for the pilot area (51, 52, and 14 Divisions). The G.C.C. crisis worker assists the person in crisis by providing immediate support, intervention, referrals, and connection to further services as needed. This pilot program operates 7 days a week, 0700hrs – 0245hrs each day.</li> </ul> <p>The Service is committed to the on-going learning of de-escalation and communication techniques to ensure an overall effective and safe response to all interactions, for both the community members and Service members involved.</p> |



Office of the  
Chief Coroner  
Bureau du  
coroner en chef

**Verdict of Inquest Jury**  
**Verdict de l'enquête**

The Coroners Act – Province of Ontario  
Loi sur les coroners – Province de l'Ontario

We the undersigned / Nous soussignés,

\_\_\_\_\_ of / de \_\_\_\_\_  
 \_\_\_\_\_ of / de \_\_\_\_\_

the jury serving on the inquest into the death(s) of / membres dûment assermentés du jury à l'enquête sur le décès de:

|  |  |
|--|--|
| Surname / Nom de famille<br>MacDougall | Given Names / Prénoms<br>Quinn Emerson |
|--|--|

aged / à l'âge de 19 held at / tenue à 25 Morton Shulman Ave Toronto (Virtually), Ontario

from the / du 28 February to the / au 11 March 20 22

By / Par Dr. / Dr. David Eden Presiding Officer for Ontario / président pour l'Ontario

having been duly sworn/affirmed, have inquired into and determined the following:  
avons fait enquête dans l'affaire et avons conclu ce qui suit :

Name of Deceased / Nom du défunt  
Quinn Emerson MacDOUGALL

Date and Time of Death / Date et heure du décès  
4:23 pm on April 3, 2018

Place of Death / Lieu du décès  
Hamilton General Hospital, 237 Barton Street East, Hamilton, Ontario

Cause of Death / Cause du décès  
Gunshot wound of the torso (right chest)

By what means / Circonstances du décès  
Homicide

Original confirmed by: Foreperson / Original confirmé par: Président du jury

\_\_\_\_\_  
 \_\_\_\_\_

Original confirmed by jurors / Original confirmé par les jurés

The verdict was received on the / Ce verdict a été reçu le 11 day of March 20 22  
(Day / Jour) (Month / Mois)

|   |  |
|---|--|
| Presiding Officer's Name (Please print) / Nom du président (en lettres moulées)<br>Dr. David Eden | Date Signed (yyyy/mm/dd) / Date de la signature (aaaa/mm/dd)<br>2022/03/11 |
|---|--|

Presiding Officer's Signature / Signature du président

We, the jury, wish to make the following recommendations: (see page 2)  
Nous, membres du jury, formulons les recommandations suivantes : (voir page 2)



Office of the  
Chief Coroner  
Bureau du  
coroner en chef

## Verdict of Inquest Jury Verdict de l'enquête

The Coroners Act – Province of Ontario  
Loi sur les coroners – Province de l'Ontario

Inquest into the death of:  
L'enquête sur le décès de:

**Quinn MacDougall**

### JURY RECOMMENDATIONS RECOMMANDATIONS DU JURY

#### Directed to the Ministry of the Solicitor General (SolGen)

1. Review the current Use of Force Model (2004) and related regulations, and consider de-emphasizing use of the term "force" and employing alternative terminology.
2. Review the current Use of Force Model (2004) and related regulations, and consider incorporating the concept of de-escalation expressly (both in terminology and visual representation) into the Model as a response option and/or goal.
3. Explore and research the availability and efficacy of additional less-lethal use of force options for officers.
4. For conductive energy weapons consider high visibility markings (colour) to differentiate them from firearms.

#### Directed to the Hamilton Police Service (H.P.S.)

5. Explore the capability of the information management systems to "track" the deployment of alternative responses to assist a Person in Crisis (PIC) and the outcomes. To use any such collected information to assess the effectiveness of the deployed alternative responses, to identify the potential for the improvement of future responses and outcomes, and to support any request for additional resources.
6. Explore the capability of the information management systems to accurately capture the number of calls for service which are initially reported and dispatched as another type of call but are later assessed by the responding officers to be a call which has a significant Person in Crisis component.
7. Explore, with community mental health partners, the feasibility of extending the availability of Mobile Crisis Rapid Response Team (MCRRT) Units to 24 hours a day and of increasing the number of MCRRT Units available to respond to calls at all times.

#### Directed to all Police Services in Ontario

8. If none already exists, explore with community mental health partners, the feasibility of establishing and adequately resourcing joint mental health-police response teams to assist with Person in Crisis calls for service.
9. If a police service has a joint mental health-police team, give studied consideration to implementing a police policy that provides, once police officers attending a call identify a potential mental health concern and provided it is safe to do so, that the joint mental health-police team should be engaged.

10. Explore developing and providing all police officers with additional de-escalation training.

**Directed to the Ontario Police College and the Ministry of the Solicitor General**

11. Explore developing and providing all police recruits with additional de-escalation training.

12. Consider including conductive energy weapons training as part of the mandatory curriculum for police recruits at the Ontario Police College with a yearly re-certification.

13. Explore the possibility of developing and including crisis intervention training as part of the mandatory curriculum for police recruits at the Ontario Police College and the requirement that all officers re-qualify at a determined interval.

Personal information contained on this form is collected under the authority of the *Coroners Act*, R.S.O. 1990, C. C.37, as amended. Questions about this collection should be directed to the Chief Coroner, 25 Morton Shulman Avenue, Toronto ON M3M 0B1, Tel.: 416 314-4000 or Toll Free: 1 877 991-9959.

Les renseignements personnels contenus dans cette formule sont recueillis en vertu de la *Loi sur les coroners*, L.R.O. 1990, chap. C.37, telle que modifiée. Si vous avez des questions sur la collecte de ces renseignements, veuillez les adresser au coroner en chef, 25, avenue Morton Shulman, Toronto ON M3M 0B1, tél. : 416 314-4000 ou, sans frais : 1 877 991-9959.

# **VERDICT EXPLANATION**

## **Inquest into the Death of Quinn MacDOUGALL**

**Dr. David Eden, Presiding Officer  
February 28, March 1, 2, 7, 8, 10 and 11, 2022  
Virtual Inquest**

### **OPENING COMMENT**

This verdict explanation is intended to give the reader a brief overview of the circumstances surrounding the death of Quinn MacDougall along with some context for the recommendations made by the jury. The synopsis of events and comments are based on the evidence presented and written to assist in understanding the jury's basis for the recommendations.

### **PARTICIPANTS**

|                              |  |
|------------------------------|--|
| <b>Inquest Counsel:</b>      | Graeme Leach<br>Assistant Crown Attorney<br>59 Church St, 3 <sup>rd</sup> Flr.<br>St. Catharines, ON L2R 7N8         |
| <b>Inquest Investigator:</b> | Det. Kris Somwaru<br>Inquest Unit, Office of the Chief Coroner<br>25 Morton Shulman Avenue<br>Toronto, ON M3M 0B1    |
| <b>Inquest Constable:</b>    | Const. Jennifer Reid<br>Inquest Unit, Office of the Chief Coroner<br>25 Morton Shulman Avenue<br>Toronto, ON M3M 0B1 |
| <b>Recorder:</b>             | Massimo Pimentel<br>Inquest Unit, Office of the Chief Coroner<br>25 Morton Shulman Avenue<br>Toronto, ON M3M 0B1     |

**Parties with Standing:****Represented by:****Family of Mr. MacDougall**

Margaret Hoy, Counsel  
207-6150 Valley Way  
Niagara Falls, ON L2E 1Y3

**Ministry of the Solicitor General**

Brian Whitehead, Counsel  
Ryan Ng, Student-at-Law  
Solicitor General, Legal Branch  
501-655 Bay St.  
Toronto, ON M7A 0A8

**Hamilton Officers Breitenbach and Lei**

Gary Clewley, Counsel  
360 Walmer Rd  
Toronto, ON M5R 2Y4

**Hamilton Police Service**

Marco Visentini, Counsel  
Hamilton Police Service  
155 King St. W  
Hamilton, ON L8N 4C1

**SUMMARY OF THE CIRCUMSTANCES OF THE DEATH**

Quinn MacDougall, aged 19 years, died on April 3, 2018, following an interaction with Hamilton Police. An inquest into his death was mandatory under the *Coroners Act*. An Ontario inquest is a public hearing which takes place before a jury. The purpose of an inquest is for a jury to make findings of fact, and possibly preventive recommendations. No one is on trial, there are no allegations to be proven or disproven, and no findings of law or blame are made.

Mr. MacDougall lived with his mother and stepfather in a residential neighbourhood in Hamilton. Mr. MacDougall's father lived nearby, and the families were on good terms. He was employed seasonally, was in a relationship with a young woman whom he saw regularly and was making some plans for his future. He was previously medically healthy. He was known to use marijuana recreationally, and occasionally use self-prescribed, illicitly-obtained alprazolam ("Xanax") for anxiety. He had no significant history of mental disorder or of violence against others.

Very early on the morning of April 3, Mr. MacDougall sent messages to his girlfriend in which he expressed sadness and despair. She responded supportively. Later that same morning, Mr. MacDougall told his family that he had received anonymous death threats on his smartphone, using the SnapChat application. SnapChat is a social media app for which user identity is not confirmed, and on which messages are automatically deleted shortly after their arrival. His family believed the threat was serious enough that they counselled him to report it to police. There was no belief that the threats were specific or immediate. Anonymous death threats are common on social media, and most do not lead to physical danger. No other person saw the threats displayed on Quinn's smartphone. He contacted police via 9-1-1. His report was taken and classified as requiring a non-urgent police investigation. He was advised that an officer would attend at some point that day. This "call for service" was not classified as a report requiring immediate or urgent police attendance and was therefore assigned a lower response priority

Over the following hours, a friend visited. Mr. MacDougall told the friend and his family about his frustration and anxiety about the fact that police had not yet responded to take his report.

At 3:35 p.m., Mr. MacDougall made a call to 9-1-1 during which he reported that there was a person outside the residence with a gun, wielding it in a threatening way. This call was not heard by other occupants of the residence. The report was classified as requiring immediate police attendance. He was told that officers would respond immediately. Mr. MacDougall then went outside the residence. He asked a neighbour if he could use the neighbour's cellphone to call police. The neighbour agreed. Mr. MacDougall called 9-1-1 to provide additional information about the threatening individual then, despite a request from the 9-1-1 call-taker to stay on the line, terminated the call as police arrived.

Given the threat was reported as immediate and involving a firearm, this call for service was assigned an immediate response priority and all available police units were dispatched to attend. Ultimately five or more police units responded to this call.

When police officers arrived, Mr. MacDougall was unable to supply them with any further information about the call. He then identified to them a person in an SUV parked nearby as associated with the threat. Officers testified that they walked to the SUV. It was occupied by a plainclothes officer who had been performing an unrelated investigation but had also responded to the call given its priority. This officer did not match the suspect description that Mr. MacDougall had provided during the 9-1-1 calls. The officers walked back to Mr. MacDougall and reassured him that the SUV's occupant was not a danger to him. Initially calm, Mr. MacDougall became agitated, and displayed a knife. He approached the SUV holding the knife in a manner which, in the opinion of the officers, suggested he might injure or kill the occupant. The officer in the SUV rolled up his window, leaned away from it, and prepared to defend himself if necessary. Mr. MacDougall moved away from the SUV, with officers following him. The officers testified they followed him because they were aware that this was a public area, that there were

members of the public on the street, and that Mr. MacDougall might be a danger to others if they did not contain him. Officers instructed him to stop and to drop the knife. The less-lethal option of conducted energy weapon (“CEW”, often known as “Taser”) was tried three times unfortunately without effect. When Mr. MacDougall appeared to be advancing on a particular officer while holding the knife, it appeared to both officers and civilians that this officer would be stabbed. Two other officers discharged their firearms. Mr. MacDougall walked a short distance, then collapsed. He was transferred to hospital via ambulance and pronounced dead after resuscitation efforts.

The case was referred to the coroner, and to the Special Investigations Unit, which investigates injuries or deaths due to police actions.

Autopsy showed multiple gunshot wounds, of which one to the chest was rapidly and irreversibly fatal. Toxicology showed the presence of THC, the active ingredient in marijuana. THC blood levels do not always correlate with clinical effects. The level seen in Mr. MacDougall may be associated with symptoms in a broad range from minimal to acute psychosis. Neither alprazolam nor other drugs were detected.

#### *Expert psychiatric opinion*

An independent expert in Forensic Psychiatry provided opinion evidence to the jury. He had reviewed the investigative file and was advised of the evidence heard during the inquest. He was of the opinion that Mr. MacDougall, previously well, had developed a mental disorder which included paranoia. The expert believed that Mr. MacDougall thought that others wished to cause him harm, and that he needed to defend himself, by lethal force if necessary. In such cases, the perceived threat might be from any person, including children or other bystanders. This syndrome can develop quietly. The first manifestation of mental illness may be an episode of agitation and paranoia, as occurred here. In the opinion of the expert, there was no opportunity for anyone (professionals, family or friends) to foresee and prevent the sudden change in his mental state on April 3.

#### *Mental Health Alternative Responses*

The jury also heard evidence that although the Hamilton Police Service does have Mobile Crisis Rapid Response Team (MCRRT) Units teaming officers with mental health workers, those teams were not initially dispatched for safety reasons given the nature of this priority call and that there was no identified mental health component. Further, the two in service MCRRT teams were already deployed on other calls at the time of this incident. This incident was only identified as a possible person in crisis call almost simultaneously with the knife being produced and there was no time or circumstances allowing for any alternative response.

#### *Emergency response*

The jury heard fact evidence from a trainer at the Ontario Police College, which provides initial training to officers and supports ongoing training. The witness explained that officers are taught the Ontario Use-of-Force model. This model provides overall guidance to police on dealing with a situation in which use of force may be required.

The model is not prescriptive, that is, it does not provide explicit instructions for every possible situation. Instead, it provides a structured, practical set of principles which officers can understand and rely upon in situations which involve considerable stress, evolve rapidly, and often last only a few seconds. While de-escalation is taught to officers as the preferred approach and is implicit in the Model, de-escalation is not explicitly listed (see Appendix 'B').

The witness also testified that a knife can inflict serious or fatal injuries on an officer. Service vest and clothing are not protective against an edged weapon. The length of the knife is not a significant factor. Relatively short knives, such as the one used in this incident, can and do inflict fatal wounds by opening major blood vessels which are close to the skin surface, for instance in the neck or thigh.

## **THE INQUEST**

Dr. Karen Schiff, Regional Supervising Coroner for West Region, Hamilton Office, called a mandatory inquest into the death of Quinn MacDougall pursuant to section 10 of the *Coroners Act*.

The document outlining the scope of this inquest is attached to this document as Appendix 'A'.

The inquest took place during the Covid-19 pandemic and was conducted entirely as a virtual hearing, with remote participation by all. In keeping with the open court principle, the inquest was streamed live on YouTube.

The jury sat for seven days, heard evidence from 18 witnesses, reviewed 43 exhibits and deliberated for three hours in reaching a verdict.

**VERDICT**

|                                |  |
|--------------------------------|--|
| <b>Name of Deceased:</b>       | Quinn Emerson MacDougall   |
| <b>Date and Time of Death:</b> | 4:23 p.m. on April 3, 2018   |
| <b>Place of Death:</b>         | Hamilton General Hospital<br>237 Barton Street East, Hamilton, Ontario |
| <b>Cause of Death:</b>         | Gunshot wound of the torso (right chest)                               |
| <b>By What Means:</b>          | Homicide   |

**Comment:**

*At an inquest, "By What means" is the jury's finding of fact. The jury's determination of "Homicide" means that the jury concluded that, on the balance of probabilities, Mr. MacDougall died of an injury which was non-accidentally inflicted by another person. The jury's finding of Homicide carries no criminal or other liability, and none should be inferred.*

**JURY RECOMMENDATIONS****Directed to the Ministry of the Solicitor General (SolGen)**

1. Review the current Use of Force Model (2004) and related regulations, and consider de-emphasizing use of the term "force" and employing alternative terminology.

**Comment:**

*The evidence was that revision of the Model is currently under consideration.*

2. Review the current Use of Force Model (2004) and related regulations, and consider incorporating the concept of de-escalation expressly (both in terminology and visual representation) into the Model as a response option and/or goal.

**Comment on Recommendations #1 & 2:**

*Witnesses agreed that de-escalation is an essential option any time that use of force is considered. It should be explicitly included in the use-of-force "Wheel" (see Appendix 'B').*

3. Explore and research the availability and efficacy of additional less-lethal use of force options for officers.

**Comment:**

*Two attempted deployments of conducted energy weapon (“CEW” or “Taser”) were unsuccessful in containing Mr. MacDougall. Other, less lethal options carried by the officers, such as pepper spray or baton, were not a rational choice because they would not have contained the threat. For instance, a baton is not an adequate defence against a knife; and pepper spray not only does not preclude continued stabbing, but also may disable officers. The jury encouraged research into additional options which are less lethal than firearms.*

4. For conductive energy weapons consider high visibility markings (colour) to differentiate them from firearms.

**Comment:**

*The jury heard that high visibility markings would alert other officers that a CEW was deployed; and some agitated persons will de-escalate when aware that CEW may be used.*

**Directed to the Hamilton Police Service (H.P.S.)**

5. Explore the capability of the information management systems to “track” the deployment of alternative responses to assist a Person in Crisis (PIC) and the outcomes. To use any such collected information to assess the effectiveness of the deployed alternative responses, to identify the potential for the improvement of future responses and outcomes, and to support any request for additional resources.

**Comment:**

*Hamilton Police Service, like other large police services, is frequently the first responder to a mental health emergency. The training it provides to officers is detailed, consistent and supported by expert consensus. However, the Service does not track interventions and outcomes. This information, if collected, would provide a factual basis for improving the effectiveness and safety of police response.*

6. Explore the capability of the information management systems to accurately capture the number of calls for service which are initially reported and dispatched as another type of call but are later assessed by the responding officers to be a call which has a significant Person in Crisis component.

**Comment:**

*The officers responding to the 3:35 p.m. call (“person with firearm”) were not aware of the report from the same address, hours earlier, of the SnapChat threat. This information, if available, may have been useful to them.*

7. Explore, with community mental health partners, the feasibility of extending the availability of Mobile Crisis Rapid Response Team (MCRRT) Units to 24 hours a day and of increasing the number of MCRRT Units available to respond to calls at all times.

**Comment:**

*MCRRTs provide a rapid and effective response to a mental health emergency. The team attend once the situation is stable. They cannot attend when there is an uncontained threat. This incident unfolded so rapidly that there was no time for MCRRT to be notified and, in any event, they would not have been able to attend until the situation was safe. However, the service would have been useful if de-escalation efforts had succeeded. The jury encouraged 24-hour availability of MCRRTs for similar incidents.*

**Directed to all Police Services in Ontario**

8. If none already exists, explore with community mental health partners, the feasibility of establishing and adequately resourcing joint mental health-police response teams to assist with Person in Crisis calls for service.

**Comment:**

*See comment at Recommendation #7. While Hamilton and many other police services provide joint mental health-police response teams, their availability is not consistent across Ontario, and it is often not available after hours. The jury encouraged increased access to such services across Ontario.*

9. If a police service has a joint mental health-police team, give studied consideration to implementing a police policy that provides, once police officers attending a call identify a potential mental health concern and provided it is safe to do so, that the joint mental health-police team should be engaged.

**Comment:**

*At the time a 9-1-1 call is made, it may not be clear that the underlying issue is a mental health crisis. In this case, the call was for a firearm threat, and it was not until the officers arrived that mental health became a consideration. This recommendation emphasizes that, as the situation unfolds, mental health services should be engaged where appropriate.*

10. Explore developing and providing all police officers with additional de-escalation training.

**Comment:**

*The jury heard evidence about de-escalation training provided to officers during initial training, mandatory ongoing training, and optional courses. They also heard that police are frequently the first responder to a mental health crisis. The jury advocated more training for police in this critical area.*

**Directed to the Ontario Police College and the Ministry of the Solicitor General**

11. Explore developing and providing all police recruits with additional de-escalation training.

**Comment:**

*See comment at Recommendation 10.*

12. Consider including conductive energy weapons training as part of the mandatory curriculum for police recruits at the Ontario Police College with a yearly re-certification.

**Comment:**

*CEW training is not currently mandatory for initial or mandatory ongoing training of police officers. Not all services deploy CEWs, and the extent of deployment varies (e.g. carried just by supervisors versus carried by all uniformed officers). The jury encouraged basic CEW training be routine for all officers.*

13. Explore the possibility of developing and including crisis intervention training as part of the mandatory curriculum for police recruits at the Ontario Police College and the requirement that all officers re-qualify at a determined interval.

**Comment:**

*In principle, both initial and mandatory ongoing training include crisis intervention techniques. In practice, the extent and nature of the training varies by police service. The jury encouraged a consistent and high standard of training in this area.*

## CLOSING COMMENT

In closing, I would like to again express my condolences to the family and friends of Quinn MacDougall 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.



April 8, 2022

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Dr. David S. Eden  
Presiding Officer

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Date

**APPENDIX A**



**STATEMENT OF SCOPE**

**Inquest into the Death of Quinn MACDOUGALL**

This inquest will look into the circumstances of the death of Quinn MacDougall and examine the events of his death to assist the jury in answering the five mandatory questions set out in s. 31(1) of the *Coroners Act*.

- (a) who the deceased was
- (b) how the deceased came to his or her death
- (c) when the deceased came to his or her death
- (d) where the deceased came to his or her death
- (e) by what means the deceased came to his or her death

The following will be explored only to the extent relevant and material to the facts and circumstances of this death:

- A. How police interact with a person who is:
  - a. or appears to be, under the influence of a mental disorder; and,
  - b. carrying an edged weapon which may represent a potential danger of serious or lethal injury to another person.
  
- B. Insofar as it is relevant to the circumstances of the death of Mr. MacDougall and necessary in order to inform their findings and recommendations, the jury will hear the following fact evidence with respect to the police interactions described in (A):
  - 1. Law and procedures: the statutes, regulations and procedures which govern police officer response
  - 2. Science: current knowledge concerning effective management by police of persons similar to Mr. MacDougall
  - 3. Police training, skills, and documentation: the training provided to police officers who respond to this sort of incident, the skills expected, the documentation of interactions, and the use of that data to inform future policy

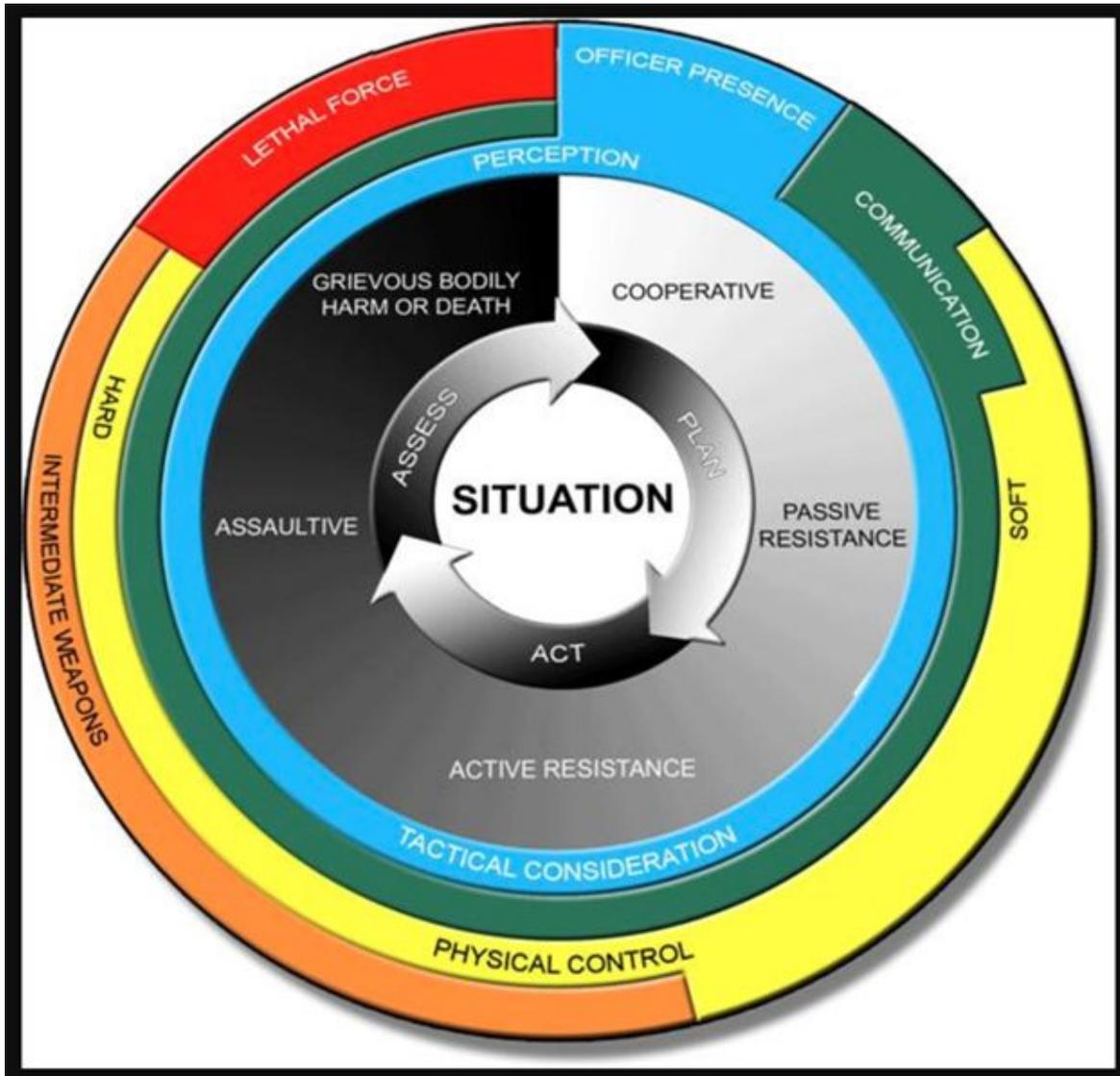
4. Mental disorder: the way in which a person with mental disorder may perceive events, which may differ substantially from the perception of others; and, options for de-escalating a crisis situation involving a person with a mental disorder
5. Substance use: the extent, if any, to which marijuana or any other substance contributed to the circumstances of the death.

The following are excluded from scope, except insofar as necessary to answer the five questions cited above, or otherwise ruled necessary by the Presiding Officer in order to inform jury recommendations:

1. Emergency response following the incident
2. The SIU investigation.

APPENDIX B

Ontario Use of Force Model





## Toronto Police Services Board Report

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September 14, 2022

To: Chair and Members  
Toronto Police Services Board

From: James Ramer  
Chief of Police

**Subject: Request for a Review of a Service Complaint Investigation – Professional Standards Case Number PRS-085961**

### **Recommendation(s):**

It is recommended that the Toronto Police Services Board (Board) concurs with the Chief's disposition of this complaint.

### **Financial Implications:**

There are no financial implications relating to the recommendations contained within this report.

### **Background / Purpose:**

The Board has received a request to review the disposition of a complaint about a policy of 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 February 2, 2022, the Office of the Independent Police Review Director (O.I.P.R.D.) received a complaint from a person who was dissatisfied with the long wait time for police to attend a call for service.

The Complainant called police to report that his neighbour threw dirt on him, grabbed his own genitals, and made faces at him. This was investigated by the T.P.S. and concluded as No further action on July 6, 2022.

The O.I.P.R.D. concurred with the findings. The Complainant has requested the Board review that decision and investigation.

### **The Chief's Decision:**

On February 2, 2022, O.I.P.R.D. received a complaint from the Complainant who was dissatisfied with the long wait time for police to attend a call for service.

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:

- On February 17, 2022, the Investigator called the Complainant at the telephone number he provided on his complaint form. There was no answer. The same day, the Investigator then emailed the Complainant a list of questions. The Complainant replied to the Investigator's email on April 6, 2022. The Complainant did not provide relevant answers to the very specific questions the Investigator posed.

- A review of the Communications Services (Communications) Audio of the 9-1-1 call from the Complainant supports that there was no indication in the information provided by the Complainant that the Complainant was at risk of death, suffering a life threatening injury, or having his property damaged or stolen, all of which would have necessitated a higher priority police response.
- On August 10, 2021, at 5:27 p.m. the Complainant's call for service was assigned as a Priority 4, on a scale of 1-8, based on the information provided by the Complainant, in accordance with T.P.S. - Communications Services - 2021 Dispatch Operations and Training Manual Guidelines.
- At 6:36 p.m., the Dispatcher assigned two officers to attend the Complainant's address.
- At 6:56 p.m., the officers, in full uniform and operating a marked police car, attended the address in order to speak to the Complainant, which is a fortified property with a fence and security camera all around it. The officers knocked on the door for six minutes. Despite the fact that the front gate is 10 to 12 feet from the front door, no one emerged from the home. The officers advised their Dispatcher that the Complainant should be contacted to come outside and meet them.
- At 7:02 p.m., the dispatcher began calling the Complainant at the telephone number he provided when he first called 9-1-1. The Complainant did not answer the phone. The officers waited until 7:20 p.m., and then left in order to attend to other calls. The Complainant neither came outside, nor did he answer the Dispatcher's telephone calls. Communications personnel closed the call.
- Despite the Complainant's assertion that he "*waited for Toronto Police to attend the call for more than 103 consecutive hours*"
  - The Complainant did not open his door to the police when they arrived to help him 90 minutes after he called to report a dispute with his neighbour.
  - The Complainant did not answer the phone while the police stood outside for 25 minutes.
  - The Complainant allowed each and every call from Communications personnel to go to his voicemail.
  - The Complainant reports that at 7:00 p.m. he was speaking to an officer at 51 Division and asked why the police had not attended when the police were in fact at his home and the dispatcher was calling his number.

- A Review of the Intergraph Computer Aided Dispatch (iCAD) Event Details Report reveals exceptionally high numbers of Priority 1 and 2 calls for service across the division at the time of the Complainant's call for service. Priority 1 and 2 calls for service require more than one officer to attend.
- During the evening of August 11, 2021, 51 Division reopened the Complainant's call for service however it still remained a Priority 4. During the evening of August 11, 2021, into the morning of August 12, 2021, there were more Priority Calls for Service than police officers that could attend. Therefore the Non-priority calls remained in pending until the priority calls were attended to.
- On August 14, 2021, at 9:44 a.m., two uniformed officers arrived, knocked on the Complainant's door, and left seven minutes later when he failed to answer. No new information was provided to the police by the Complainant between August 11 and August 14, 2021.
- The Investigator gave consideration to the service provided given the call type and priority, the length of time the call was in pending before being dispatched, the availability of officers, the number and type of calls in pending.
- The evidence corroborates that police were attending to higher priority calls and would attend the Complainant's call for service when two officers were available to do so.

## **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. This information is confidential pursuant to section 35(4) of the *Police Services Act*.

Staff Superintendent Peter Code, Professionalism and Accountability, 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

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August 16, 2022

To: Chair and Members  
Toronto Police Services Board

From: James Ramer  
Chief of Police

**Subject: Annual Report: 2022 Filing of Toronto Police Service Procedures**

### **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:**

At its meeting of January 16, 2014, the Board approved the policy entitled "filing of Toronto Police Service (Service) Procedures" (Min. No. P05/14 refers). This Board policy directs, in part, that:

5. *On an annual basis, the Chief of Police will file with the Board for its information, the complete index of Service procedures, noting those procedures which arise from Board policies; and*
6. *Such filing will take place as part of a report submitted to the Board and included on a regular public meeting agenda.*

### **Discussion:**

Strategy Management – Governance has recently completed a review of all Service procedures for the purpose of updating the index of Service procedures. The attached Appendix A contains the complete index and notes those procedures which arise from

Board policies. Appendix A reflects the Board policy names in effect prior to the approval of the new Adequacy Standards Compliance Policy introduced at the July 27, 2022 Board meeting. The attached Appendix B contains an index of procedures that make reference to Board by-laws. These indices are current as of July 26, 2022.

At its meeting of August 18, 2020, the Board approved 81 recommendations for police reform that were contained in a report by Chair Jim Hart, entitled “Police Reform in Toronto: Systemic Racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety.” In response to Recommendation 36, the Service created a formal procedure review process and made accessible on the public website 41 Service procedures and appendices of public interest that govern the interaction of police with the public. Service procedures continue to be reviewed in response to public interest and in an on-going effort to ensure relevant procedures are publically available in a format that will not endanger the efficacy of investigative techniques and operations. The publically available procedures can be found here: <https://www.tps.ca/service-procedures/>.

### **Conclusion:**

The attached Appendix A contains the complete index of Service procedures, noting those which arise from Board policies, and the attached Appendix B contains an index of procedures that make reference to Board by-laws.

The Service continues to provide the Board Office with access to full, up-to-date copies of all current procedures, through the Service intranet website. The Service will continue to review procedures and respond to public interest to ensure relevant procedures are made publically available through the Service website.

Staff Superintendent Robert Johnson, Strategy 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 – Complete Index of Toronto Police Service Procedures  
Appendix B – Index of Toronto Police Service Procedures Referencing Board By-Laws

## Appendix A – Complete Index of Toronto Police Service Procedures

| Procedure Number    | Procedure Name  | Arising from Board Policy | Board Policy Name  |
|---------------------|---|---------------------------|--|
| 01-01               | Arrest  | Yes                       | Arrests; Accessibility Standards for Customer Service; Race-Based Data Collection, Analysis and Public Reporting.  |
| 01-02               | Search of Persons   | Yes                       | Arrests; Search of Persons; Race-Based Data Collection, Analysis and Public Reporting; Accessibility Standards for Customer Service; Search and Detention of Transgender People. |
| 01-02<br>Appendix B | Risk Assessment – Level of Search                               | Yes                       | Search of Persons  |
| 01-02<br>Appendix C | Trans Persons   | Yes                       | Search and Detention of Transgender People   |
| 01-02<br>Appendix D | Handling Items of Religious Significance                        | No                        |  |
| 01-03               | Persons in Custody  | Yes                       | Arrests; Prisoner Care and Control<br>Prisoner Transportation;<br>Accessibility Standards for Customer Service; Search and Detention of Transgender People.                      |
| 01-03<br>Appendix A | Medical Advisory Notes  | Yes                       | Prisoner Care and Control  |
| 01-03<br>Appendix B | Cell and Prisoner Condition Checks                              | Yes                       | Prisoner Care and Control  |
| 01-03<br>Appendix C | Designated Lock-ups   | Yes                       | Prisoner Care and Control  |
| 01-03<br>Appendix D | Booking Hall/Detention Area Monitoring                          | Yes                       | Prisoner Care and Control  |
| 01-03<br>Appendix E | Lodging of Trans Persons  | Yes                       | Search and Detention of Transgender People; Prisoner Care and Control.   |
| 01-03<br>Appendix F | Privacy Shields   | Yes                       | Prisoner Care and Control  |
| 01-03<br>Appendix G | Spit Shields  | Yes                       | Prisoner Care and Control  |
| 01-05               | Escape from Police Custody                                      | Yes                       | Prisoner Care and Control  |
| 01-07               | Identification of Criminals                                     | Yes                       | Use of Force; Arrests.   |
| 01-08               | Criminal Code Release   | No                        |  |
| 01-08<br>Appendix A | Appearance Notice (Form 9)                                      | No                        |  |
| 01-08<br>Appendix B | Promise To Appear (Form 10)                                     | No                        |  |
| 01-08<br>Appendix C | Recognizance Entered Into Before an Officer in Charge (Form 11) | No                        |  |
| 01-08<br>Appendix D | Undertaking Given to an Officer in Charge (Form 11.1)           | No                        |  |
| 01-09               | Criminal Summons  | No                        |  |

| <b>Procedure Number</b> | <b>Procedure Name</b>  | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>  |
|-------------------------|--|----------------------------------|---|
| 01-10                   | Provincial Offences Act Releases   | No                               |   |
| 01-15                   | Bail Hearings and Detention Orders   | Yes                              | Bail and Violent Crime; Police Response to High-Risk Individuals.   |
| 01-15<br>Appendix A     | Show Cause Brief   | No                               |   |
| 01-15<br>Appendix B     | Guidelines for Bail Conditions   | No                               |   |
| 01-15<br>Appendix C     | Guidelines for the Commencement of Revocation of Bail Process                                | No                               |   |
| 01-17                   | Detention Order (Provincial Offences Act)  | No                               |   |
| 02-01                   | Arrest Warrants  | Yes                              | Arrests   |
| 02-01<br>Appendix A     | List of Arrest Warrant Forms   | No                               |   |
| 02-01<br>Appendix B     | Arrest Warrant Forms   | No                               |   |
| 02-01<br>Appendix C     | Forms to Obtain Bodily Substances, Prints or Impressions                                     | No                               |   |
| 02-02                   | Warrants of Committal  | No                               |   |
| 02-10                   | National Parole Warrants   | Yes                              | Police Response to High-Risk Individuals  |
| 02-11                   | Provincial Parole Warrants   | Yes                              | Police Response to High-Risk Individuals  |
| 02-12                   | Ontario Review Board Warrants and Dispositions   | Yes                              | Police Response to Persons who are Emotionally Disturbed or have a Mental Illness or a Developmental Disability; Police Response to High-Risk Individuals |
| 02-13                   | Child Apprehension Warrants  | Yes                              | Missing Persons; Physical and Sexual Abuse of Children  |
| 02-14                   | Civil Warrants   | No                               |   |
| 02-14<br>Appendix A     | Civil Warrant – Response   | No                               |   |
| 02-15                   | Returning Prisoners on Warrants Held by Toronto Police Service                               | No                               |   |
| 02-15<br>Appendix A     | Approval to Return Person in Canada on Criminal Code Warrants Held by Toronto Police Service | No                               |   |
| 02-15<br>Appendix B     | Approval to Return Person on Warrants Held by Toronto Police Service                         | No                               |   |
| 02-17                   | Obtaining a Search Warrant   | Yes                              | Search of Premises  |

| <b>Procedure Number</b> | <b>Procedure Name</b>  | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>   |
|-------------------------|--|----------------------------------|--|
| 02-18                   | Executing a Search Warrant   | Yes                              | Tactical Units; Search of Premises; Collection, Preservation and Control of Evidence and Property; Police Attendance at Locations Occupied Solely by Women in a State of Partial or Complete Undress |
| 02-19                   | Report to a Justice/Orders for Continued Detention                 | No                               |  |
| 02-19 Appendix A        | Report to a Justice (Form 5.2) – Distribution Chart                | No                               |  |
| 03-03                   | Correctional Facilities  | Yes                              | Prisoner Care and Control  |
| 03-03 Appendix A        | Correctional Facilities Admitting & Visiting Hours                 | No                               |  |
| 03-04                   | Outstanding Charges/Warrants of Committal for Incarcerated Persons | No                               |  |
| 03-05                   | Withdrawal Management Centres                                      | No                               |  |
| 03-06                   | Guarding Persons in Hospital                                       | Yes                              | Prisoner Care and Control  |
| 03-07                   | Meal Provision for Persons in Custody                              | Yes                              | Prisoner Care and Control  |
| 03-08                   | Community Correctional Centres & Community Residential Facilities  | No                               |  |
| 03-09                   | Bail Reporting   | No                               |  |
| 04-01                   | Investigations at Hospitals  | No                               |  |
| 04-02                   | Death Investigations   | Yes                              | Criminal Investigation Management; Found Human Remains; Homicide & Attempted Homicide Investigations; Victims' Assistance.   |
| 04-03                   | Use of Photo Line-Ups for Eyewitness Identification                | No                               |  |
| 04-04                   | Facial Recognition System  | No                               |  |
| 04-05                   | Missing Persons  | Yes                              | Use of Auxiliaries; Use of Volunteers; Ground Search; Criminal Investigation Management; Missing Persons; Victims' Assistance.   |
| 04-05 Appendix A        | National Missing Persons DNA Program (Samples/Submissions)         | No                               |  |
| 04-06                   | Building Checks and Searches                                       | Yes                              | Property Offences Including Break and Enter  |
| 04-07                   | Alarm Response   | No                               |  |
| 04-08                   | Vulnerable Person Registry   | Yes                              | Police Response to Persons who are Emotionally Disturbed or have a Mental Illness or a Developmental Disability  |
| 04-09                   | American Sign Language and Language Interpreters                   | Yes                              | Accessibility Standards for Customer Service   |

| <b>Procedure Number</b> | <b>Procedure Name</b>   | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>  |
|-------------------------|---|----------------------------------|---|
| 04-10                   | Passports   | No                               |   |
| 04-11                   | Persons Seeking Asylum  | No                               |   |
| 04-12                   | Diplomatic and Consular Immunity  | No                               |   |
| 04-12 Appendix A        | Identity Cards  | No                               |   |
| 04-12 Appendix B        | Summary of Law Enforcement Measures                                       | No                               |   |
| 04-13                   | Foreign Nationals   | No                               |   |
| 04-14                   | Regulated Interactions  | Yes                              | Collection, Use and Reporting of Demographic Statistics; Human Rights; Race and Ethnocultural Equity Policy; Regulated Interaction with the Community and the Collection of Identifying Information.  |
| 04-15                   | Obtaining Video/Electronic Recordings from the Toronto Transit Commission | Yes                              | Closed Circuit Television (CCTV) Program  |
| 04-16                   | Death in Police Custody   | Yes                              | Prisoner Care and Control   |
| 04-17                   | Rewards   | No                               |   |
| 04-18                   | Crime and Disorder Management   | Yes                              | Problem–Oriented Policing; Crime Prevention; Community Patrol; Crime, Call and Public Disorder Analysis; Criminal Intelligence; Property Offences Including Break and Enter; Community Consultative Groups; Race and Ethnocultural Equity Policy; Special Fund. |
| 04-18 Appendix A        | Guidelines for Divisional Crime Management                                | Yes                              | Community Patrol  |
| 04-18 Appendix B        | Guidelines: Problem Solving   | Yes                              | Problem–Oriented Policing; Criminal Intelligence.   |
| 04-18 Appendix C        | Community Partnerships  | Yes                              | Community Consultative Groups; Race and Ethnocultural Equity Policy; Special Fund.  |
| 04-18 Appendix D        | Divisional Deployment   | Yes                              | Problem–Oriented Policing; Criminal Intelligence.   |
| 04-18 Appendix E        | Crime Analysis  | Yes                              | Community Patrol; Crime, Call and Public Disorder Analysis.   |
| 04-18 Appendix F        | Strategy Management - Analytics & Innovation                              | Yes                              | Community Patrol; Crime, Call and Public Disorder Analysis.   |
| 04-18 Appendix G        | Duties of a Police Officer – Subsection 42(1) Police Services Act         | No                               |   |
| 04-19                   | Surveillance  | Yes                              | Tactical Units; Internal Task Forces; Police Response to High–Risk Individuals.   |
| 04-20                   | Electronic Surveillance   | Yes                              | Tactical Units; Internal Task Forces; Police Response to High–Risk Individuals.   |

| <b>Procedure Number</b> | <b>Procedure Name</b>                                    | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>   |
|-------------------------|--|----------------------------------|--|
| 04-21                   | Gathering/Preserving Evidence                            | Yes                              | Collection, Preservation and Control of Evidence and Property; Property Offences Including Break and Enter; Closed Circuit Television (CCTV) Program.                                  |
| 04-22                   | Polygraph Examinations                                   | Yes                              | Criminal Investigation Management  |
| 04-23                   | Marine Response  | Yes                              | Underwater Search and Recovery Units<br>Waterways Policing   |
| 04-24                   | Victim Impact Statements                                 | Yes                              | Police Response to High-Risk Individuals; Victims' Assistance.   |
| 04-25                   | Foreign Inquiries/Investigations/Extradition Requests    | Yes                              | Police Response to High-Risk Individuals   |
| 04-26                   | Security Offences Act                                    | Yes                              | Tactical Units   |
| 04-27                   | Use of Police Dog Services                               | Yes                              | Explosives; Ground Search.   |
| 04-28                   | Crime Stoppers   | No                               |  |
| 04-29                   | Parolees   | Yes                              | Bail and Violent Crime   |
| 04-30                   | Scenes of Crime Officer (SOCO)                           | Yes                              | Collection, Preservation and Control of Evidence and Property  |
| 04-31                   | Victim Services Toronto                                  | Yes                              | Domestic Violence Occurrences; Sexual Assault Investigations; Police Response to High-Risk Individuals; Victims' Assistance; Special Fund; Victims and Witnesses without Legal Status. |
| 04-32                   | Electronically Recorded Statements                       | Yes                              | Criminal Investigation Management; Domestic Violence Occurrences; Physical and Sexual Abuse of Children.   |
| 04-32 Appendix A        | Guidelines for the Sworn Statement Caution (KGB Caution) | No                               |  |
| 04-33                   | Lawful Justification                                     | No                               |  |
| 04-34                   | Attendance at Social Agencies                            | No                               |  |
| 04-35                   | Source Management – Confidential Source                  | Yes                              | Informants and Agents  |
| 04-35 Appendix A        | Source Management – Payment Requests                     | No                               |  |
| 04-35 Appendix B        | Source Management – Crown Letters                        | Yes                              | Informants and Agents  |
| 04-36                   | Agents   | Yes                              | Informants and Agents  |
| 04-36 Appendix A        | Agents – Crown Letters                                   | Yes                              | Informants and Agents  |
| 04-37                   | Witness Assistance & Relocation Program (WARP)           | Yes                              | Witness Protection and Security; Police Response to High-Risk Individuals; Victims' Assistance.  |
| 04-38                   | Field Intelligence                                       | Yes                              | Criminal Intelligence  |
| 04-39                   | Joint Forces Operations                                  | Yes                              | Joint Forces Operations; Designated Special Events.  |
| 04-40                   | Major Incident Rapid Response Team                       | No                               |  |

| <b>Procedure Number</b> | <b>Procedure Name</b>  | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>   |
|-------------------------|--|----------------------------------|--|
| 04-41                   | Youth Crime Investigations   | Yes                              | Youth Crime  |
| 04-41<br>Appendix A     | Class of Offences and Recommended Dispositions   | No                               |  |
| 04-41<br>Appendix B     | Under 12 – Centralized Services Protocol   | No                               |  |
| 04-42                   | Non-Emergency Primary Report Intake  | No                               |  |
| 04-43                   | Burial Permits   | No                               |  |
| 04-44                   | Undercover Operations  | Yes                              | Drug-Related Offences Other Than Simple Possession   |
| 04-45                   | Internet Facilitated Investigations  | No                               |  |
| 04-46                   | Closed Circuit Television (CCTV)   | Yes                              | Closed Circuit Television (CCTV) Program   |
| 04-46<br>Appendix A     | Site Selection Process - CCTV/RDCCTV   | No                               |  |
| 04-47                   | Unidentified Vulnerable Persons  | Yes                              | Police Response to Persons who are Emotionally Disturbed or have a Mental Illness or a Developmental Disability                                      |
| Ch. 5<br>Appendix A     | Excerpt from Guideline LE-029 – Preventing or Responding to Occurrences Involving Firearms | Yes                              | Offences Involving Firearms  |
| 05-01                   | Preliminary Homicide Investigation   | Yes                              | Ground Search; Criminal Investigation Management; Found Human Remains; Homicide and Attempted Homicide Investigations.                               |
| 05-01<br>Appendix A     | Investigation Questionnaire: Pediatric Injury  | No                               |  |
| 05-01<br>Appendix B     | Investigation Questionnaire for Sudden Unexpected Deaths in Infants                        | No                               |  |
| 05-02                   | Robberies/Hold-ups   | Yes                              | Tactical Units; Hostage Rescue Teams; Robbery Investigations; Victims' Assistance.   |
| 05-03                   | Break and Enter  | Yes                              | Property Offences Including Break and Enter  |
| 05-04                   | Intimate Partner Violence  | Yes                              | Domestic Violence Occurrences; Victims' Assistance; Victims and Witnesses Without Legal Status.  |
| 05-05                   | Sexual Assault   | Yes                              | Criminal Investigation Management; Physical and Sexual Abuse of Children; Sexual Assault Investigations; Sex Offender Registry; Victims' Assistance. |
| 05-05<br>Appendix A     | Third Party Records  | Yes                              | Sexual Assault Investigations  |
| 05-06                   | Child Abuse  | Yes                              | Criminal Investigation Management; Physical and Sexual Abuse of Children.  |
| 05-06<br>Appendix A     | Subsections 125 (1)(2)(3) of the Child, Youth and Family Services Act                      | No                               |  |

| <b>Procedure Number</b> | <b>Procedure Name</b>   | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>   |
|-------------------------|---|----------------------------------|--|
| 05-06<br>Appendix B     | Centre for Forensic Sciences - Police Submission Guidelines           | No                               |  |
| 05-06<br>Appendix C     | Protection Services for 16 and 17 Year Olds                           | Yes                              | TPSB LE-027 Physical and Sexual Abuse of Children  |
| 05-07                   | Fire Investigations   | No                               |  |
| 05-08                   | Criminal Writings   | Yes                              | Fraud & False Pretence Investigations  |
| 05-09                   | Tampering or Sabotage of Food, Drugs, Cosmetics or Medical Devices    | No                               |  |
| 05-10                   | Threatening/Harassing Telephone Calls                                 | Yes                              | Criminal Harassment  |
| 05-11                   | Fail to Comply/Fail to Appear   | No                               |  |
| 05-12                   | Counterfeit Money   | No                               |  |
| 05-13                   | Breach of Conditional Sentence  | No                               |  |
| 05-14                   | Immigration Violations  | No                               |  |
| 05-15                   | Asset Forfeiture Investigations                                       | Yes                              | Proceeds of Crime  |
| 05-16                   | Hate/Bias Crime   | Yes                              | Hate or Bias Motivated Crime; Hate Propaganda; Victims' Assistance.  |
| 05-17                   | Gambling Investigations   | Yes                              | Illegal Gaming   |
| 05-18                   | Fraudulent Payment Cards  | Yes                              | Fraud & False Pretence Investigations  |
| 05-19                   | Violent Crime Linkage Analysis System                                 | Yes                              | Parental & Non-Parental Abduction Investigations; Police Response to High-Risk Individuals.  |
| 05-20                   | Virtual Currency  | Yes                              | Proceeds of Crime  |
| 05-21                   | Firearms  | Yes                              | Tactical Units; Stolen or Smuggled Firearms; Offences Involving Firearms.  |
| 05-22                   | Elder and Vulnerable Adult Abuse                                      | Yes                              | Elder Abuse and Vulnerable Adult Abuse; Victims' Assistance.   |
| 05-22<br>Appendix A     | Elder and Vulnerable Adult Abuse Investigations – Contact Information | Yes                              | Elder Abuse and Vulnerable Adult Abuse   |
| 05-23                   | Financial Crime Investigations  | Yes                              | Fraud & False Pretence Investigations  |
| 05-24                   | Internet Child Exploitation   | Yes                              | Criminal Investigation Management; Physical and Sexual Abuse of Children; Sexual Assault Investigations; Child Pornography – Internet Child Exploitation Investigations; Sex Offender Registry; Victims' Assistance. |
| 05-25                   | Pawnbrokers and Second Hand Dealers                                   | Yes                              | Property Offences Including Break and Enter  |
| 05-26                   | Child Abductions  | Yes                              | Ground Search; Criminal Investigation Management; Parental & Non-Parental Abduction Investigations.  |

| <b>Procedure Number</b> | <b>Procedure Name</b>  | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>   |
|-------------------------|--|----------------------------------|--|
| 05-27                   | Criminal Harassment  | Yes                              | Criminal Investigation Management; Criminal Harassment; Victims' Assistance.   |
| 05-27 Appendix A        | Detective Operations - Sex Crimes - Behavioural Assessment Section | No                               |  |
| 05-27 Appendix B        | Excerpt from LE-028 - Criminal Harassment                          | Yes                              | Criminal Harassment  |
| 05-28                   | Gang Related Investigations  | No                               |  |
| 05-29                   | Sex Offender Registries  | Yes                              | Sex Offender Registry; Victims' Assistance.  |
| 05-30                   | Major Drug Investigations  | Yes                              | Drug-Related Offences Other Than Simple Possession   |
| 05-31                   | Human Trafficking  | Yes                              | Criminal Investigation Management; Physical and Sexual Abuse of Children; Sexual Assault Investigations; Child Pornography – Internet Child Exploitation Investigations; Sex Offender Registry; Victims' Assistance. |
| 05-32                   | Kidnapping   | Yes                              | Tactical Units; Hostage Rescue Teams; Ground Search; Criminal Investigation Management; Missing Persons; Parental & Non-Parental Abduction Investigations.   |
| 05-33                   | High Risk Individuals  | Yes                              | Bail and Violent Crime; Police Response to High Risk Individuals.  |
| 05-34                   | Serious Assaults   | Yes                              | Ground Search; Criminal Investigation Management; Homicide and Attempted Homicide Investigations.  |
| 06-01                   | Commencing POA Proceedings   | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety  |
| 06-02                   | Withdrawal of a Provincial Offences Act Charge                     | No                               |  |
| 06-03                   | Prosecuting Business Establishments                                | No                               |  |
| 06-04                   | Persons in Crisis  | Yes                              | Tactical Units; Police Response to Persons Who Are Emotionally Disturbed or Have a Mental Illness or a Developmental Disability.   |
| 06-04 Appendix A        | Quick Reference Guide for Police Officers – Persons in Crisis      | No                               |  |
| 06-04 Appendix B        | Designated Psychiatric Facilities                                  | No                               |  |
| 06-05                   | Elopees and Community Treatment Orders                             | Yes                              | Police Response to Persons Who are Emotionally Disturbed or Have a Mental Illness or a Developmental Disability  |
| 06-06                   | Apprehension Orders  | Yes                              | Missing Persons; Parental & Non-Parental Abduction Investigations.   |

| <b>Procedure Number</b> | <b>Procedure Name</b>   | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>   |
|-------------------------|---|----------------------------------|--|
| 06-07                   | Restraining Orders  | Yes                              | Domestic Violence Occurrences  |
| 06-08                   | Orders for Exclusive Possession of a Matrimonial Home                 | No                               |  |
| 06-09                   | Animal Control  | No                               |  |
| 06-10                   | Landlord and Tenant Disputes  | No                               |  |
| 06-11                   | Licensed Premises   | Yes                              | Police Attendance at Locations Occupied Solely by Women in a State of Partial or Complete Undress  |
| 06-12                   | Municipal Licensing & Standards/Toronto Licensing Tribunal            | No                               |  |
| 06-13                   | Mobile Crisis Intervention Team                                       | Yes                              | Police Response to Persons Who are Emotionally Disturbed or Have a Mental Illness or a Developmental Disability                                |
| 07-01                   | Transportation Collisions   | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety  |
| 07-02                   | Fail to Remain Collisions   | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety  |
| 07-03                   | Life Threatening Injury/Fatal Collisions                              | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety  |
| 07-04                   | Railway Collisions  | Yes                              | Found Human Remains  |
| 07-04 Appendix A        | Rail Accident Protocol  | No                               |  |
| 07-04 Appendix B        | Canadian Rail Incident Investigation Guideline                        | No                               |  |
| 07-05                   | Service Vehicle Collisions  | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety  |
| 07-06                   | Ability Impaired/80 mgs and Over Investigation                        | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety  |
| 07-06 Appendix A        | Ability Impaired/80 mgs and over Summary Chart                        | No                               |  |
| 07-06 Appendix B        | Quick Chart – Administrative Suspensions & Impoundments under the HTA | No                               |  |
| 07-07                   | Ability Impaired/Over 80 – Hospital Investigation                     | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety  |
| 07-08                   | Approved Screening Device   | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety  |
| 07-08 Appendix A        | Approved Screening Device Summary Chart – First Breath Analysis       | No                               |  |
| 07-08 Appendix B        | Second Breath Analysis Instructions                                   | No                               |  |
| 07-09                   | Breath Interview  | No                               |  |
| 07-10                   | Speed Enforcement   | Yes                              | Speed Detection Devices  |
| 07-11                   | Impounding/Relocating Vehicles  | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety; Collection, Preservation and Control of Evidence and Property; Proceeds of Crime. |

| <b>Procedure Number</b> | <b>Procedure Name</b>   | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>  |
|-------------------------|---|----------------------------------|---|
| 07-11<br>Appendix A     | Divisional Chart for Forensic Exam Vehicle Impound                          | No                               |   |
| 07-12                   | Theft of Vehicles   | Yes                              | Vehicle Theft Investigations  |
| 07-12<br>Appendix A     | Letter of Direction   | No                               |   |
| 07-13                   | Unsafe Vehicles   | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety   |
| 07-14                   | Parking Infraction Notice   | No                               |   |
| 07-15                   | Drug Recognition Expert Evaluations and Standardized Field Sobriety Testing | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety   |
| 07-18                   | RIDE Program  | Yes                              | Traffic Management, Traffic Law Enforcement and Road Safety   |
| 07-19                   | Suspended/Disqualified Driving  | No                               |   |
| 07-19<br>Appendix A     | Administrative Suspensions & Impoundments Under the HTA                     | No                               |   |
| 07-20                   | Licence Plates/Accessible Parking Permits                                   | No                               |   |
| 08-01                   | Employee and Family Assistance Program (EFAP)                               | Yes                              | Child Pornography – Internet Child Exploitation Investigations  |
| 08-02                   | Sickness Reporting  | No                               |   |
| 08-03                   | Injured on Duty Reporting   | No                               |   |
| 08-04                   | Members Involved in a Traumatic Critical Incident                           | No                               |   |
| 08-04<br>Appendix A     | Critical Incident Stress Handout  | No                               |   |
| 08-04<br>Appendix B     | Guidelines for the Support and Assistance of Affected Members               | No                               |   |
| 08-04<br>Appendix C     | Critical Incident Response Team / Peer Support Volunteers Flow Chart        | No                               |   |
| 08-05                   | Substance Abuse   | No                               |   |
| 08-06                   | Hazardous Materials, Decontamination and De-infestation                     | Yes                              | Communicable Diseases   |
| 08-07                   | Communicable Diseases   | Yes                              | Communicable Diseases   |
| 08-08                   | Central Sick Leave Bank   | No                               |   |
| 08-09                   | Workplace Safety  | Yes                              | Occupational Health and Safety  |
| 08-10                   | External Threats Against Service Members                                    | No                               |   |
| 08-11                   | Workplace Violence  | Yes                              | Equal Opportunity, Discrimination and Workplace Harassment; Workplace Violence Prevention; Occupational Health and Safety |
| 08-12                   | Workplace Harassment  | Yes                              | Equal Opportunity, Discrimination and Workplace Harassment; Workplace Violence Prevention; Occupational Health and Safety |
| 08-13                   | Workplace Accommodation   | Yes                              | Equal Opportunity, Discrimination and Workplace Harassment; Accommodation   |

| <b>Procedure Number</b> | <b>Procedure Name</b>  | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>  |
|-------------------------|--|----------------------------------|---|
| 08-13<br>Appendix A     | Accommodations Process Flow Chart                            | No                               |   |
| 08-14                   | Psychological Health and Wellness                            | No                               |   |
| 08-15                   | Naloxone   | No                               |   |
| 08-16                   | Fitness for Duty   | No                               |   |
| 09-01                   | Property – General   | Yes                              | Collection, Preservation and Control of Evidence and Property   |
| 09-02                   | Property – Vehicles  | Yes                              | Collection, Preservation and Control of Evidence and Property; Proceeds of Crime                                  |
| 09-03                   | Property – Firearms  | Yes                              | Collection, Preservation and Control of Evidence and Property; Offences Involving Firearms                        |
| 09-04                   | Controlled Drugs & Substances                                | Yes                              | Collection, Preservation and Control of Evidence and Property; Drug-Related Offences Other Than Simple Possession |
| 09-05                   | Property – Liquor  | Yes                              | Collection, Preservation and Control of Evidence and Property   |
| 09-06                   | Property of Persons in Custody                               | Yes                              | Prisoner Care and Control   |
| Ch. 10<br>Appendix A    | Incident Management System Organizational Chart              | Yes                              | Major Incident Command  |
| Ch. 10<br>Appendix B    | Containment & Perimeter Control                              | Yes                              | Preliminary Perimeter Control & Containment   |
| Ch. 10<br>Appendix C    | MICC Activation and Event Categorization Process             | Yes                              | Major Incident Command  |
| 10-01                   | Emergency Incident Response                                  | Yes                              | Preliminary Perimeter Control & Containment; Major Incident Command; Emergency Plan                               |
| 10-02                   | Incidents Involving Hazardous Materials                      | No                               |   |
| 10-03                   | Bomb Threats, Suspicious Packages/Devices and Explosions     | Yes                              | Explosives  |
| 10-03<br>Appendix A     | Explosive Device Safe Standoff Distance Chart                | No                               |   |
| 10-04                   | Nuclear Facility Emergencies                                 | No                               |   |
| 10-04<br>Appendix A     | Notification Protocols                                       | No                               |   |
| 10-04<br>Appendix B     | Nuclear Safety Status Zones                                  | No                               |   |
| 10-05                   | Incidents Requiring the Emergency Task Force                 | Yes                              | Tactical Units; Hostage Rescue Teams; Crisis Negotiators; Explosives  |
| 10-06                   | Medical Emergencies  | No                               |   |
| 10-07                   | Industrial Accidents   | No                               |   |
| 10-08                   | Chemical / Biological / Radiological / Nuclear Agents Events | Yes                              | Tactical Units  |
| 10-09                   | Evacuations  | No                               |   |

| <b>Procedure Number</b> | <b>Procedure Name</b>                                  | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>   |
|-------------------------|--|----------------------------------|--|
| 10-10                   | Emergencies and Pursuits on TTC Property               | Yes                              | Tactical Units   |
| 10-11                   | Clandestine Laboratories and Marihuana Grow Operations | No                               |  |
| 10-12                   | Counter–Terrorism                                      | Yes                              | Emergency Plan; Counter-Terrorism.   |
| 10-13                   | Threats to School Safety                               | No                               |  |
| 10-14                   | Public Health Emergencies/Pandemic Response            | Yes                              | Emergency Plan   |
| 10-15                   | Use of Remotely Piloted Aircraft Systems (RPAS)        | No                               |  |
| 11-01                   | Emergency Management & Public Order Response           | Yes                              | Major Incident Command; Public Order Unit; Designated Special Events; Mass Detention Centres |
| 11-03                   | Police Response at Labour Disputes                     | Yes                              | Police Action in Respect of Labour Disputes  |
| 11-04                   | Protests and Demonstrations                            | Yes                              | Mass Detention Centres   |
| 11-05                   | Major Disturbances at Detention Centres                | No                               |  |
| 11-06                   | Labour Disputes at Detention Centres                   | Yes                              | Police Action in Respect of Labour Disputes  |
| 11-07                   | Special Events   | Yes                              | Designated Special Events; Mass Detention Centres  |
| 11-08                   | Use of Mounted Section                                 | No                               |  |
| 12-01                   | Confidential Crown Envelope                            | No                               |  |
| 12-02                   | Court Attendance                                       | No                               |  |
| 12-03                   | Use of Affidavits                                      | No                               |  |
| 12-04                   | Unserved Criminal Summons                              | No                               |  |
| 12-05                   | Request to Withdraw Criminal Charge                    | No                               |  |
| 12-06                   | Coroner's Inquest                                      | No                               |  |
| 12-08                   | Disclosure, Duplication and Transcription              | No                               |  |
| 12-08 Appendix A        | Memorandum Books                                       | No                               |  |
| 12-09                   | Request for Adjournment                                | No                               |  |
| 12-10                   | Re-laying Charges and Appeal Notices                   | No                               |  |
| 12-11                   | High Risk Security Court Appearances                   | Yes                              | Court Security   |
| Ch. 13 Appendix A       | Unit Level Criteria / Conduct Penalties                | Yes                              | Complaints   |
| Ch. 13 Appendix B       | Chief's Advisory Committee                             | No                               |  |
| Ch. 13 Appendix C       | Progressive Discipline                                 | No                               |  |
| Ch. 13 Appendix F       | Notification for Legal Indemnification Time Limit      | Yes                              | Legal Indemnification Claims   |
| Ch. 13 Appendix G       | Expunge Police Services Act Conviction                 | Yes                              | Policy Complaints  |

| <b>Procedure Number</b> | <b>Procedure Name</b>                          | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>  |
|-------------------------|--|----------------------------------|---|
| 13-01                   | Awards   | Yes                              | Awards; Special Fund  |
| 13-02                   | Uniform External Complaint Intake/Management   | Yes                              | Complaints  |
| 13-03                   | Uniform Internal Complaint Intake/Management   | No                               |   |
| 13-04                   | Uniform Unit Level Discipline                  | Yes                              | Complaints  |
| 13-05                   | Police Services Act Hearings                   | Yes                              | Complaints  |
| 13-06                   | Uniform Complaint Withdrawal                   | No                               |   |
| 13-07                   | Policy/Services Provided Complaints            | Yes                              | Complaints; Race and Ethnocultural Equity Policy  |
| 13-08                   | Uniform Suspension from Duty                   | No                               |   |
| 13-09                   | Civilian Complaint and Discipline Process      | Yes                              | Conduct of Service Members; Race and Ethnocultural Equity Policy  |
| 13-10                   | Civilian Suspension from Duty                  | No                               |   |
| 13-11                   | Unsatisfactory Work Performance                | No                               |   |
| 13-12                   | Legal Indemnification                          | Yes                              | Legal Indemnification Claims  |
| 13-13                   | Civil Documents                                | Yes                              | Litigation  |
| 13-14                   | Human Rights                                   | Yes                              | Equal Opportunity, Discrimination and Workplace Harassment; Conduct of Service Members; Human Rights; Race and Ethnocultural Equity Policy            |
| 13-16                   | Special Investigations Unit                    | No                               |   |
| 13-17                   | Notes and Reports                              | Yes                              | Management of Police Records; Officer Note Taking   |
| 13-18                   | Anonymous Reporting of Discreditable Conduct   | Yes                              | Protected Disclosure  |
| 13-19                   | Breath Test for Service Members                | No                               |   |
| 13-20                   | Accessibility for Persons with Disabilities    | Yes                              | Accessibility Standards for Customer Service; Accommodation   |
| 14-01                   | Skills Development and Learning Plan - Uniform | Yes                              | Skills Development and Learning Plan  |
| 14-02                   | Evaluations, Reclassifications and Appraisals  | Yes                              | Skills Development and Learning Plan; Equal Opportunity, Discrimination and Workplace Harassment; Rank Structure; Uniform Promotions and Appointments |
| 14-02 Appendix A        | Appraisal Process – Uniform                    | Yes                              | Equal Opportunity, Discrimination and Workplace Harassment  |
| 14-02 Appendix B        | Evaluation Process - Civilian                  | Yes                              | Equal Opportunity, Discrimination and Workplace Harassment  |
| 14-03                   | Probationary Constable / Field Training        | Yes                              | Skills Development and Learning Plan  |
| 14-04                   | Acting Assignments                             | No                               |   |
| 14-07                   | Changes to Uniform and Civilian Establishment  | Yes                              | Civilian Promotions and Appointments; Uniform Promotions and Appointments   |

| <b>Procedure Number</b> | <b>Procedure Name</b>   | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>  |
|-------------------------|---|----------------------------------|---|
| 14-08                   | Request to Fill Established Positions and Hire Part-Time or Temporary Staff | No                               |   |
| 14-09                   | Civilian Transfer, Reclassification and Promotion                           | Yes                              | Civilian Promotions and Appointments  |
| 14-10                   | Uniform Promotion Process   | Yes                              | Uniform Promotions and Appointments;<br>Delegation: Appointments and Promotions.      |
| 14-12                   | Voluntary Lieu Time Donations   | No                               |   |
| 14-13                   | Contract Persons & Consultants  | Yes                              | Re-employment of Former Service Members as Consultants or on Contract                 |
| 14-14                   | Termination of Employment   | No                               |   |
| 14-15                   | Secondments   | Yes                              | Arrangements with RCMP for International Events; Secondments                          |
| 14-17                   | Detective Classification and Plainclothes Assignment                        | No                               |   |
| 14-18                   | Internal Support Networks (ISN)   | Yes                              | Copyright, Trademark and Intellectual Property; Race and Ethnocultural Equity Policy  |
| 14-20                   | Auxiliary Members   | Yes                              | Use of Auxiliaries  |
| 14-21                   | WPPD – Senior Officers  | No                               |   |
| 14-22                   | Conflict of Interest Involving Related Members                              | No                               |   |
| 14-23                   | Attendance at Special Activities  | Yes                              | Use of Auxiliaries, Use of Volunteers   |
| 14-24                   | Police Officers Reclassified to Civilian Senior Officer Positions           | No                               |   |
| 14-25                   | Secondary Activities  | Yes                              | Secondary Activities  |
| 14-26                   | Leaves of Absence   | Yes                              | Arrangements with RCMP for International Events                                       |
| 14-27                   | Bereavement Leave & Funeral Entitlements                                    | No                               |   |
| 14-28                   | Attendance at Competitions or Events  | Yes                              | Special Fund  |
| 14-29                   | Change in Personal Information  | No                               |   |
| 14-30                   | Re-Employment of Former Members and Lateral Entries                         | Yes                              | Re-employment of Former Service Members as Consultants or on Contract                 |
| 14-30 Appendix A        | Criteria: Hiring Levels and Training Requirements                           | Yes                              | Re-employment of Former Service Members as Consultants or on Contract                 |
| 14-31                   | Members Serving on Boards/Committees  | Yes                              | Secondary Activities  |
| 14-32                   | Crime Prevention  | Yes                              | Crime Prevention; Community Consultative Groups; Race and Ethnocultural Equity Policy |
| 14-33                   | Social Functions & Community Events   | Yes                              | Donations and Sponsorship   |
| 14-34                   | Transfer – Police Officer   | No                               |   |

| <b>Procedure Number</b> | <b>Procedure Name</b>  | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>  |
|-------------------------|--|----------------------------------|---|
| 14-35                   | Special Constables   | Yes                              | Use of Auxiliaries; Use of Volunteers   |
| 14-36                   | Participation in a Learning Opportunity                        | No                               |   |
| 15-01                   | Incident Response (Use of Force / De-Escalation)               | Yes                              | Race-Based Data Collection, Analysis and Public Reporting, Use of Force   |
| 15-01 Appendix A        | Provincial Use of Force Model                                  | No                               |   |
| 15-01 Appendix B        | Provincial Use of Force Model Background Information           | No                               |   |
| 15-02                   | Injury/Illness Reporting                                       | Yes                              | Use of Force  |
| 15-03                   | Service Firearms   | Yes                              | Safe Storage of Police Service Firearms, Secure Holster, Use of Force   |
| 15-04                   | C-8 Rifle  | Yes                              | Safe Storage of Police Service Firearms   |
| 15-05                   | Shotgun  | Yes                              | Safe Storage of Police Service Firearms   |
| 15-06                   | Less Lethal Shotguns   | Yes                              | Safe Storage of Police Service Firearms   |
| 15-07                   | Use of Authorized Range  | No                               |   |
| 15-08                   | MP5 Submachine Gun   | Yes                              | Safe Storage of Police Service Firearms   |
| 15-09                   | Conducted Energy Weapon  | Yes                              | Use of Force  |
| 15-10                   | Suspect Apprehension Pursuits                                  | Yes                              | Suspect Apprehension Pursuits   |
| 15-11                   | Use of Service Vehicles  | Yes                              | Marked General Patrol Vehicles  |
| 15-12                   | Inspection of Service Vehicles and Equipment                   | Yes                              | Marked General Patrol Vehicles  |
| 15-13                   | Requests for Loan Vehicles                                     | No                               |   |
| 15-14                   | Fuel and Oil   | Yes                              | Marked General Patrol Vehicles  |
| 15-15                   | Shared Equipment   | Yes                              | Acoustic Hailing Devices  |
| 15-16                   | Uniform, Equipment and Appearance Standards                    | Yes                              | Adequacy Standards Compliance; Use of Auxiliaries; Use of Volunteers; Name Badges; Uniforms, Working Attire and Equipment |
| 15-16 Appendix A        | Uniformed Command Officers and Uniformed Senior Officers       | Yes                              | Uniforms, Working Attire and Equipment  |
| 15-16 Appendix B        | Police Constable to Staff Sergeant                             | Yes                              | Uniforms, Working Attire and Equipment  |
| 15-16 Appendix C        | Uniformed Civilian Members                                     | Yes                              | Uniforms, Working Attire and Equipment  |
| 15-16 Appendix D        | Auxiliary Members and Volunteers                               | Yes                              | Use of Auxiliaries; Use of Volunteers; Uniforms, Working Attire and Equipment   |
| 15-16 Appendix E        | Officers – Specialized Functions                               | Yes                              | Uniforms, Working Attire and Equipment  |
| 15-16 Appendix F        | Appearance Standards – Officers and Civilian Uniformed Members | Yes                              | Uniforms, Working Attire and Equipment  |

| <b>Procedure Number</b> | <b>Procedure Name</b>  | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>   |
|-------------------------|--|----------------------------------|--|
| 15-16<br>Appendix G     | Wearing of Decorations and Medals  | Yes                              | Uniforms, Working Attire and Equipment   |
| 15-16<br>Appendix H     | Wearing of Name Badges   | Yes                              | Name Badges; Uniforms, Working Attire and Equipment  |
| 15-17                   | In-Car Camera System   | No                               |  |
| 15-18                   | Secure Laptop  | No                               |  |
| 15-19                   | Soft Body Armour   | No                               |  |
| 15-20                   | Body-Worn Camera   | Yes                              | Body Worn Camera   |
| 15-20<br>Appendix A     | Wearing Body-Worn Camera   | Yes                              | Uniforms, Working Attire and Equipment; Body Worn Camera   |
| 16-01                   | Service and Legislative Governance and Legal Agreements  | Yes                              | Designated Special Events; Filing of Toronto Police Service Procedures; Process for Seeking Legislative Change                           |
| 16-01<br>Appendix A     | Routine Order Approval and Publication Process   | No                               |  |
| 16-03                   | Forms Management   | No                               |  |
| 16-06                   | Audit and Quality Assurance Process  | Yes                              | Audit Policy   |
| 16-06<br>Appendix A     | Process for Ministry of the Solicitor General Inspections of the Toronto Police Service                | Yes                              | Audit Policy   |
| 16-06<br>Appendix B     | City of Toronto Auditor General Report and Follow-up Recommendation Process                            | Yes                              | Audit Policy   |
| 16-06<br>Appendix C     | City of Toronto Internal Audit Division Report and Follow-up Recommendation Process                    | Yes                              | Audit Policy   |
| 16-07                   | Collection, Analysis and Reporting of Race and Identity-Based Data                                     | Yes                              | Regulated Interaction with the Community and the Collection of Identifying Information; Police Race-Based Data Collection                |
| 17-01                   | News Media   | Yes                              | Parental & Non-Parental Abduction Investigations; Regulated Interaction with the Community and the Collection of Identifying Information |
| 17-01<br>Appendix A     | Sample News Release  | No                               |  |
| 17-02                   | Information Breaches   | No                               |  |
| 17-03                   | Requests for Information Made Under the Municipal Freedom of Information and Protection of Privacy Act | No                               |  |
| 17-04                   | Community/Public Safety Notifications  | Yes                              | Sexual Assault Investigations; Parental & Non-Parental Abduction Investigations; Police Response to High-Risk Individuals                |
| 17-04<br>Appendix A     | Disclosure of Personal Information   | Yes                              | Sexual Assault Investigations  |

| <b>Procedure Number</b> | <b>Procedure Name</b>   | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>  |
|-------------------------|---|----------------------------------|---|
| 17-04<br>Appendix B     | Occurrences where Public Warning/Notification and Consultation with BAS be Considered | Yes                              | Sexual Assault Investigations   |
| 17-04<br>Appendix C     | Protocol for Public Notification  | Yes                              | Sexual Assault Investigations   |
| 17-05                   | Correspondence and File Management  | Yes                              | Management of Police Records  |
| 17-05<br>Appendix A     | Unit Commander File Index   | Yes                              | Management of Police Records  |
| 17-06                   | CPIC Purge List   | Yes                              | Management of Police Records  |
| 17-07                   | BOLOs and FYIs  | Yes                              | Prisoner Care and Control; Missing Persons; Found Human Remains; Homicides & Attempted Homicides Investigations; Parental & Non-Parental Abduction Investigations; Vehicle Theft Investigations; Police Response to High-Risk Individuals |
| 17-08                   | Use of Special Address System   | Yes                              | Police Response to High-Risk Individuals  |
| 17-09                   | Use of the Service Image  | Yes                              | Delegation: Use of Crest  |
| 17-10                   | Internet  | No                               |   |
| 17-11                   | Toronto Police Service Intranet (TPSnet)  | No                               |   |
| 17-12                   | Service Communication Systems   | Yes                              | Communications Centre   |
| 17-13                   | Social Media  | No                               |   |
| 18-01                   | Covert Credit Cards   | No                               |   |
| 18-02                   | Transfer of Funds   | No                               |   |
| 18-03                   | Requests for Goods and/or Services  | No                               |   |
| 18-05                   | Reimbursement for the Repair of Replacement of Damaged Personal Items                 | No                               |   |
| 18-06                   | Flashroll   | No                               |   |
| 18-07                   | 329 Fund  | Yes                              | Drug-Related Offences Other Than Simple Possession  |
| 18-08                   | Donations   | Yes                              | Donations and Sponsorship   |
| 18-09                   | Service Seminars  | No                               |   |
| 18-10                   | Collection of Member Overpayments   | No                               |   |
| 18-11                   | Lieu Time – Negative Balance  | No                               |   |
| 18-13                   | Authorization and Expense Reimbursement for Service Business Travel                   | No                               |   |
| 18-13<br>Appendix A     | Authorization Limits and Required Signatures  | No                               |   |
| 18-13<br>Appendix B     | Expense Allowances  | No                               |   |
| 18-14                   | Authorization and Expense Reimbursement for Service Training                          | No                               |   |

| <b>Procedure Number</b> | <b>Procedure Name</b>  | <b>Arising from Board Policy</b> | <b>Board Policy Name</b>                          |
|-------------------------|--|----------------------------------|---|
| 18-14<br>Appendix A     | Authorization Limits and Required Signatures                     | No                               |   |
| 18-14<br>Appendix B     | Expense Allowances   | No                               |   |
| 18-15                   | Shared Resources   | No                               |   |
| 18-17<br>Appendix A     | Expenditures Authorized for Payment with a Corporate Credit Card | No                               |   |
| 18-18<br>Appendix A     | Examples of Appropriate Business Expenses                        | No                               |   |
| 18-19                   | Paid Duties  | No                               |   |
| 18-20                   | Paid Duties at Commercial Filming Locations                      | No                               |   |
| 18-21                   | Premium Pay  | No                               |   |
| 19-01                   | Fire Safety Plans  | No                               |   |
| 19-02                   | Service Facilities   | Yes                              | Environmental Responsibility Policy; Special Fund |
| 19-02<br>Appendix A     | Notice   | No                               |   |
| 19-02<br>Appendix B     | Parking Access - Personal Vehicles                               | No                               |   |
| 19-03                   | Police Headquarters and Toronto Police Operations Centre         | Yes                              | Occupational Health and Safety                    |
| 19-03<br>Appendix A     | Parking at Police Headquarters                                   | No                               |   |
| 19-09                   | Off-Site Police Facilities                                       | No                               |   |
| 19-10                   | Unit Operational Continuity Plan                                 | Yes                              | Designated Special Events                         |

## Appendix B – Index of Toronto Police Service Procedures Referencing Board By-Laws

| Procedure Number | Procedure Name   | Arising from Board By-Law | Board By-Law Name  |
|------------------|--|---------------------------|--|
| 14-13            | Contract Persons & Consultants                               | Yes                       | By-Law No. 162 – Financial Management and Control By-Law |
| 18-04            | Third Party Claims for Damage to or Loss of Private Property | Yes                       | By-Law No. 162 – Financial Management and Control By-Law |
| 18-12            | Membership in Professional and Occupational Associations     | Yes                       | By-Law No. 162 – Financial Management and Control By-Law |
| 18-16            | Use of Revenue   | Yes                       | By-Law No. 162 – Financial Management and Control By-Law |
| 18-17            | Corporate Credit Cards                                       | Yes                       | By-Law No. 162 – Financial Management and Control By-Law |
| 18-18            | Business Expenses  | Yes                       | By-Law No. 162 – Financial Management and Control By-Law |



## Toronto Police Services Board Report

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September 12, 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 2022.04**

### **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:**

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving serious injury, death, the discharge of a firearm at a person or an 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

**CW** – Civilian Witness

## **S.I.U. Investigative Conclusion:**

In a letter to the Chief of Police dated May 20, 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 22-TCI-017, which can be found via the following link:

[https://www.siu.on.ca/en/directors\\_report\\_details.php?drid=1958](https://www.siu.on.ca/en/directors_report_details.php?drid=1958)

## **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 and a civilian eyewitness, and a review of body worn camera footage and video from surveillance cameras that captured the incident in its entirety. As was his legal right, the SO chose not to interview with the SIU or authorize the release of his notes.*

*In the evening of January 20, 2022, the Complainant was confronted by the SO on the northbound platform of the College Subway Station. The Complainant had made his way to the station from the Loblaws Grocery Store at 60 Carlton Street, where he had stolen merchandise. Prior to entering the station, a store security guard – the CW – had followed the Complainant out of the store to tell him he was under arrest and ask that he return. The Complainant refused and brandished a chisel in the CW’s direction. The SO, working a paid-duty at the store, became involved and followed the CW to the College Subway Station.*

*The SO grabbed hold of the Complainant as the latter waited by an open subway door, and a struggle between the two ensued. Punches were exchanged by the parties. Very quickly, with the help of the CW, the Complainant was forced to the floor. There, the struggle continued for a period. The SO delivered left-handed punches to the Complainant’s face before securing his hands in handcuffs behind his back.*

*Following his arrest, paramedics attended and transported the Complainant 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 in Toronto on January 20, 2022. The arresting officer – the SO – was identified as the subject official in 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 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.*

*By the time the SO laid hands on the Complainant, he understood from the CW that the Complainant had stolen merchandise from the Loblaws Grocery Store and threatened the security guard when he attempted to arrest him. On this record, I am satisfied that the Complainant was subject to arrest for theft and assault.*

*I am further satisfied that the force used by the SO in aid of the Complainant's arrest was legally justified. The Complainant reacted to the SO's physical engagement by resisting his arrest, even striking out at the officer with his right hand as the two struggled on their feet. In the circumstances, I am unable to characterize the several punches the SO delivered in return as excessive. Not only was he faced with a combative individual, the officer would also have been concerned about the earlier reports of a 'screwdriver' in the Complainant's possession and the proximity of the struggle to the subway. Given the need to quickly subdue the Complainant, it would appear that the force used by the officer at this time was commensurate with the exigencies of the moment. The same may be said with respect to the punches delivered by the officer when he and the Complainant were on the floor. Though the SO was straddling the Complainant at this time, it was clear that the Complainant's fight had not yet abated. Following the punches, the officer was able to restrain the Complainant in handcuffs.*

*For the foregoing reasons, while I accept that the Complainant's nose was fractured by the officer in the course of the struggle that marked his arrest, there are no reasonable grounds to believe that the SO comported himself unlawfully throughout the engagement. 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) conducted an investigation pursuant to Provincial Legislation.

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 officer.

The S.I.U. Liaison investigation reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 01-01 (Arrest);
- 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 (Incident Response (Use of Force/De-Escalation));
- Procedure 15-02 (Injury/Illness Reporting);
- Procedure 15-20 (Body-Worn Camera);
- Procedure 18-19 (Paid Duties).

The S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Act, 2019.*

The S.I.U. Liaison investigation determined that the T.P.S.'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 officer was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures. The following additional comments are provided; the Subject Official (S.O.) was equipped with and properly utilizing his Body-Worn Camera (B.W.C.). The interaction with the Complainant was captured on the S.O.'s B.W.C. and was instrumental in assisting the S.I.U. in determining what happened and why.

Staff Superintendent Peter Code, Professionalism and Accountability, 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

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September 8, 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 2022.15**

### **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:**

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.

### **Discussion:**

On December 5, 2021, five uniformed officers from 43 Division were operating a Reduce Impaired Driving Everywhere (R.I.D.E.) spot check at Eglinton Avenue East near Bellamy Road.

Officers stopped a car operated by a male. The driver's wife, Alleged Sexual Assault Complainant 2022.15 (2022.15) was the passenger in this vehicle.

After a brief investigation, the driver was arrested for impaired driving. It was also discovered that he was prohibited from being in the company of 2022.15.

Due to the weather conditions, 2022.15 remained in the vehicle.

As the vehicle was impeding traffic flow, an officer moved it to the side of the roadway with 2022.15 still inside and requested a taxi to transport her home.

The driver was transported to a Division for further investigation where charges were ultimately laid.

Soon after, 2022.15 was assisted into a taxi and left the scene.

On March 28, 2022, counsel for the accused driver filed a complaint on 2022.15's behalf to the S.I.U. alleging 2022.15 was sexually assaulted by one of the officers on December 5, 2021.

The S.I.U. advised Toronto Police Service (T.P.S.) that it had invoked its mandate in relation to this investigation. 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; four other officers were designated as a witness officials.

In a letter to the T.P.S. dated July 22, 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 Directors 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 Provincial Legislation.

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 05-05 (Sexual Assault);
- Procedure 07-18 (RIDE Program);
- 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:

- *Special Investigations Act, 2019*

The S.I.U. Liaison investigation, which was reviewed by the Specialized Criminal Investigations - Sex Crimes Unit, 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. The officers' appropriate use of the I.C.C.S was noted by the Director of the S.I.U. as having played an integral role in the investigation.

Staff Superintendent Peter Code, Professionalism and Accountability, 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

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## Toronto Police Services Board Report

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September 8, 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 2022.16**

### **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:**

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.

### **Discussion:**

On October 26, 2020, three uniformed officers from 14 Division responded to a call at a condominium in Liberty Village pertaining to a child custody dispute.

During the investigation, Alleged Sexual Assault Complainant 2022.16 (2022.16) became angry with the information that the officers were providing and he threw court documents in the face of one of the officers.

When the officers went to arrest 2022.16, he resisted. After a brief struggle, 2022.16 was restrained, handcuffed and placed under arrest for assaulting a police officer.

The arrest of 2022.16 was captured on video by a third party and this video has been provided to the S.I.U.

2022.16 was walked out of the condominium building to a waiting police vehicle. Prior to being placed inside the vehicle 2022.16 was given a Frisk Search.

A Frisk Search is defined by the T.P.S. as a, *“search Incident to arrest and means a more-thorough search that may include emptying and searching pockets as well as removal of clothing, which does not expose a person’s undergarments, or the areas of the body normally covered by undergarments. The removal of clothing such as belts, footwear, socks, shoes, sweaters, extra layers of clothing, or the shirt of a male would all be included in a Frisk search. A Frisk search may be commenced in the field and concluded at the station.”*

2022.16 was transported to 14 Division where he was charged with assaulting a peace officer.

On March 29, 2022, 2022.16 filed a direct complaint to the S.I.U. alleging he was sexually assaulted by one of the officers.

The S.I.U. informed the Toronto Police Service (T.P.S.) that it had invoked its mandate in relation to this investigation.

The S.I.U. stated that 2022.16 alleged that as he was being searched at the scout car, one of the officers sexually assaulted him.

The S.I.U. designated one officer as a subject official; two other officers were designated as witness officials.

In a letter to the T.P.S. dated July 26, 2022, Director Joseph Martino of the S.I.U. stated, *“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 Directors 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 Provincial Legislation.

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 05-04 (Intimate Partner Violence);
- Procedure 05-05 (Sexual Assault);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Incident Response (Use of Force/De-Escalation));
- Procedure 15-17 (In-Car Camera System)

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 the Specialized Criminal Investigations – Sex Crimes Unit, 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, Professionalism and Accountability, 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

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