Public Meeting

**Friday,
April 28, 2023
at 9:00AM**

PUBLIC MEETING AGENDA
Friday, April 28, 2023 at 9:00AM
Livestreaming at https://youtube.com/live/JnB2mY9jA9E

Call to Order

Indigenous Land Acknowledgement

Declarations of Interest under the *Municipal Conflict of Interest Act*.

Swearing-in of Nadine Spencer, New Board Member

Diana Achim, Board Administrator, will perform the swearing-in ceremony for Ms. Nadine Spencer, who was appointed by the City of Toronto on March 29, 2023, for a four-year term. Ms. Spencer was officially sworn in as a Board Member on April 5, 2023.

Chief's Monthly Verbal Update

1. Confirmation of the Minutes from the regular public meeting held on March 2, 2023 and the Minutes from the special public meeting held on April 13, 2023.

Presentations and Items for Consideration

2. **Victim Services Toronto – Exit Route Program**

3. **The Toronto Community Crisis Service**

    3.1 **9-1-1 Call Diversion Non-Police Crisis Response Model Presentation**

3.2 April 13, 2023 from Myron Demkiw, Chief of Police
   Re: **The Toronto Community Crisis Service – In Partnership for a Non-Police Crisis Response Model**

4. **Race & Identity Based Data Collection Strategy Update April 2023**

   4.1 **Race & Identity Based Data Collection Strategy Update April 2023 Presentation**

   4.2 March 3, 2023 from Myron Demkiw, Chief of Police
   Re: **Toronto Police Service Board's Race-Based Data Collection, Analysis and Public Reporting Policy – Update**

5. March 23, 2023 from Dubi Kanengisser, Acting Executive Director and Chief of Staff
   Re: **Toronto Police Services Board Nominee to the Ontario Association of Police Services Board's Board of Directors**

6. March 8, 2023 from Myron Demkiw, Chief of Police
   Re: **Contract Award to POI Business Interiors L.P. for the Supply, Delivery and Installation of System Furniture, Case Goods, Seating and Ancillary Furniture**

7. March 10, 2023 from Myron Demkiw, Chief of Police
   Re: **Contract Award to Niche Technology Inc. for a Records Management System**

8. February 21, 2023 from Myron Demkiw, Chief of Police
   Re: **Contract Extension and Increase – Microsoft Canada Inc. – Microsoft Unified Performance Support**

9. March 9, 2023 from Myron Demkiw, Chief of Staff
   Re: **Contract Extension & Increase - Pacific Safety Products Inc. - Uniform Body Armour**

10. February 24, 2023 from Myron Demkiw, Chief of Police
    Re: **Special Constable Appointments and Re-Appointments – April 2023**

11. **Budget Variance Reports**

11.1 March 3, 2023 from Myron Demkiw, Chief of Police
  Re: 2022 Operating Budget Variance for the Toronto Police Service, Year Ending December 31, 2022

11.2 March 9, 2023 from Myron Demkiw, Chief of Police
  Re: Capital Budget Variance Report for the Toronto Police Service, Year Ending December 31, 2022

11.3 March 3, 2023 from Myron Demkiw, Chief of Police
  Re: 2022 Operating Budget Variance Report for the Toronto Police Service Parking Enforcement Unit, Year Ending December 31, 2022

11.4 March 30, 2023 from Dubi Kanengisser, Acting Executive Director and Chief of Staff
  Re: 2022 Operating Budget Variance Report for the Toronto Police Services Board, Year Ending December 31, 2022

Consent Agenda

12. March 23, 2023 from Dubi Kanengisser, Acting Executive Director and Chief of Staff
  Re: Semi-Annual Report: Toronto Police Services Board Special Fund Unaudited Statement: July to December 2022

13. **2022 Consulting Expenditure Reports**

13.1 March 20, 2023 from Dubi Kanengisser, Acting Executive Director and Chief of Staff
  Re: Annual Report: Toronto Police Services Board's 2022 Consulting Expenditures

13.2 March 3, 2023 from Myron Demkiw, Chief of Police
  Re: Annual Report: 2022 Toronto Police Service's Consulting Expenditures

14. April 13, 2023 from Myron Demkiw, Chief of Police
  Re: Annual Report: 2022 Activities and Expenditures of Community Consultative Groups

15. March 10, 2023 from Myron Demkiw, Chief of Police
    Re: **Annual Report: Write-off of Uncollectible Accounts Receivable Balances January 1, 2022 to December 31, 2022**

16. February 22, 2023 from Myron Demkiw, Chief of Police
    Re: **Response to the Jury Recommendations from the Coroner's Inquest into the Death of Mr. Alexander Peter Wettlaufer**

17. **Chief's Administrative Investigation Reports**

    17.1 February 23, 2023 from Myron Demkiw, Chief of Police
        Re: **Chief's Administrative Investigation into the Death of Complainant 2021.82**

    17.2 February 23, 2023 from Myron Demkiw, Chief of Police
        Re: **Chief's Administrative Investigation into the Alleged Sexual Assault of 2022.21**

    17.3 February 23, 2023 from Myron Demkiw, Chief of Police
        Re: **Chief's Administrative Investigation into the Custody Injury of Complainant 2022.34**

    17.4 February 23, 2023 from James Ramer, Chief of Police
        Re: **Chief's Administrative Investigation into the Custody Injury of Complainant 2022.38**

    17.5 February 23, 2023 from James Ramer, Chief of Police
        Re: **Chief's Administrative Investigation into the Custody Injury of Complainant 2022.39**

18. Election of Chair

Board to convene 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.*

<u>Adjournment</u>

<u>Next Meeting</u>

Regular Board Meeting
Thursday, May 18, 2023
Hybrid Board Meeting – at Police Headquarters, 40 College Street, or virtually via WebEx

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Toronto Community Crisis Service (T.C.C.S.)

Six-month implementation evaluation Report

The Provincial Systems Support Program and Shkaabe Makwa "Evaluate key implementation and service delivery processes and outcomes associated with the Toronto Community Crisis Service."

camh
mental health is health

x.

T.P.S. Commitment – Change the Role of Police in Crisis Events

Police Reform in Toronto: Systemic Racism, Alternative Community safety and Crisis Response Models and Building New Confidence in Public Safety

AUDITOR GENERAL
TORONTO

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

Toronto Police Service

Mental Health and Addictions Strategy
2019

X.

# T.P.S. Communications Services – Implementation Steering Committee

Diversion Criteria
Development of specific criteria for diversion in collaboration with TCCS and anchor partner agencies.

Policy and Protocols
Development of event transfer protocols, related system process changes and Unit Specific Policy.

911
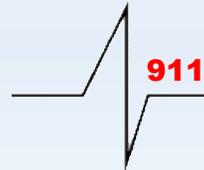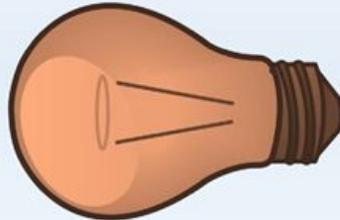
Training
Development of In-Service Training in collaboration with TCCS and anchor partner agencies.

Consent
Development of consent scripts related to sharing of personal and health information.

X.

T.P.S. Internal Communications Strategy for Front Line Officers

51 Division – Downtown East

14 Division – Downton West

42 / 43 Division – North East

23 / 31 Division – North West

Communications Services & Diversion Process to T.C.C.S.

9-1-1 Operator assesses if crisis call meets criteria for diversion:
- Non-emergent
- No violence/weapons

Calls in Scope are offered the T.C.C.S. in lieu of a police response.

Consent obtained.

9-1-1 Operator conferences caller to the 2-1-1 Service Navigator and provides event details.

9-1-1 Operator disconnects and T.C.C.S. provides supports needed.

X.

Communications Operators Offered the T.C.C.S. in 2,673 Events

2,673 Events
TPS Call Takers
Offered 9-1-1
Callers
T.C.C.S.
RESPONSE

1630 Events
Callers
ACCEPTED
the Offer of T.C.C.S.

Toronto
Community
Crisis Service

1,043 Events
Callers
DECLINED
the Offer of T.C.C.S.
&
Requested Police

Accepted

61%

39%

Declined

T.C.C.S. Co-Responded
with Police to 2 Events

X.

Communications Operators Offered the T.C.C.S. in 2,673 Events

of Events Communication Operators Offered T.C.C.S. By Month
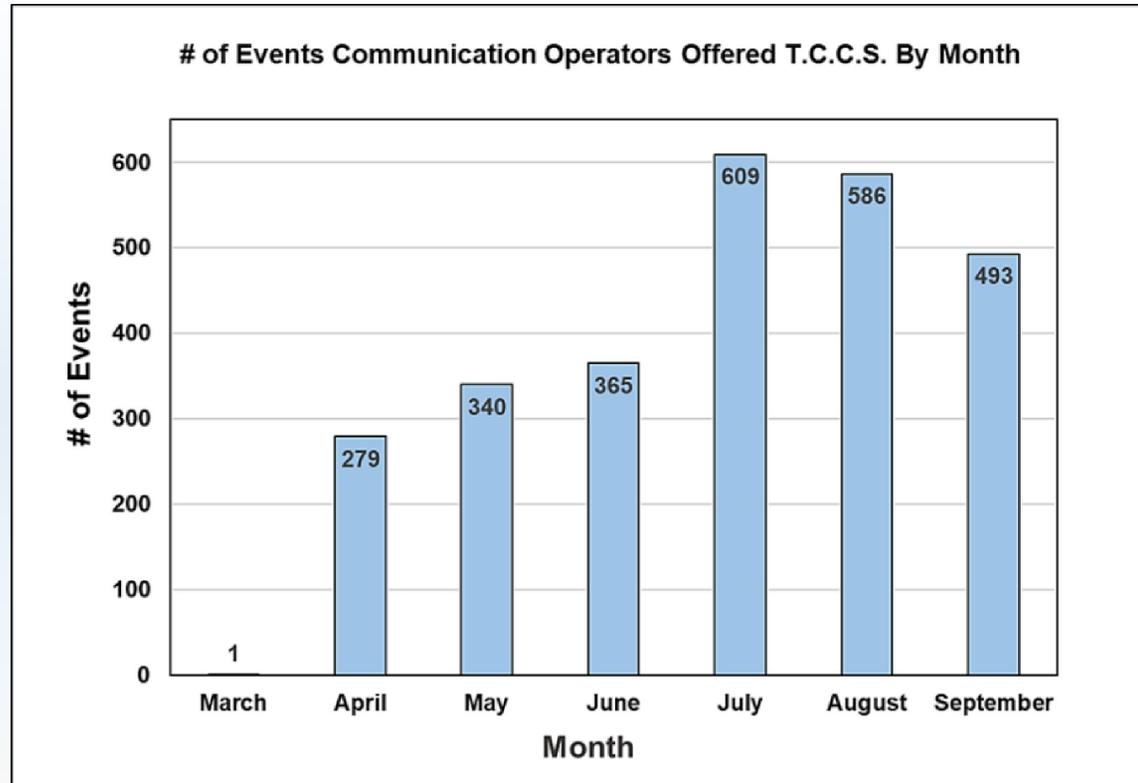
Training was focused on:

Increasing volume of events sent to T.C.C.S.

Building on 9-1-1 Operator ability to recognize events in scope and comfort level with the event transfer protocol.

First-hand accounts from Gerstein Crisis worker of how they provide crisis response and training they received.

**The volume of events offered a T.C.C.S. response increased 77% by the 6th month.**

X.

T.P.S. Events Successfully Diverted to the T.C.C.S.

1630 Events
Callers
ACCEPTED

the Offer of T.C.C.S. and were TRANSFERRED to the

Toronto Community Crisis Service

1,137 Events (70%)

there was

NO POLICE RESPONSE

POLICE RESPONDED 493 Events (30%)

Location

- 488
- 36
- 86
- 209
- 318

Total Officer "Time on Call" Mental Health Related Events in 2022	Total Officer "Wait Time" at Emergency Room with Apprehension in 2022	Projected Officer Hours Saved through T.C.C.S. Pilot in 6 Months
187,713 hours	**48,642 hours**	**5,816**
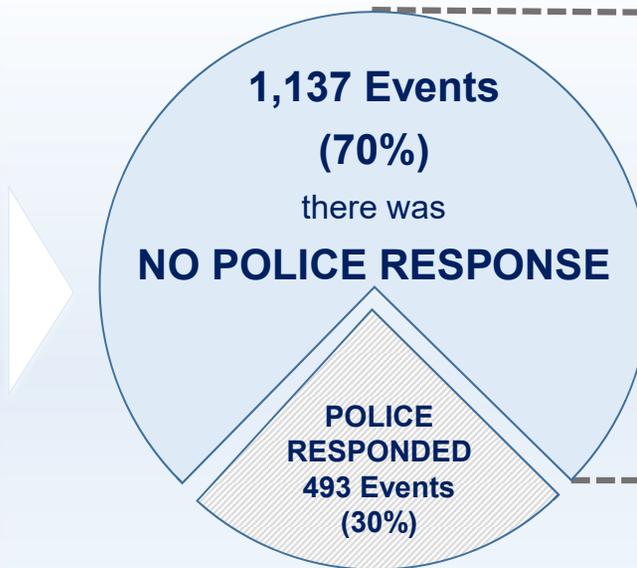
- 🟦 **51 Division – Downtown East**
- 🟩 **42 / 43 Division – North East**
- ⬜ **14 Division – Downtown West**
- 🟪 **23 / 31 Division – North West**
- ⬜ **Outside / Bordering T.C.C.S. Catchment Area**

X.

Reason for Police Attendance at 493 Events Transferred to the T.C.C.S.

T.C.C.S. / Public

20% Caller wanted Police to Co-Respond
15% Service Navigator "Not Suitable"
11% T.C.C.S. requested Police

Police Dispatched Early

T.C.C.S. Requested Police

2-1-1 "Not Suitable For Diversion"

Emergency Services

24% Ambulance requested police
10% Police were dispatched too soon

Communication Operator Talk Time During Call Diversion Process

For Non-emergency Calls in Scope for T.C.C.S.:

- T.C.C.S. is offered and explained (public education)
- 2 Part Consent process (elicits related questions)
- Call is conferenced with 2-1-1 phone line
- T.C.C.S. recorded message "Notice of Collection of Personal Information" plays (38 seconds)
- 2-1-1 phone line queue approx. 1min.
- Exchange of pertinent information about the incident between 9-1-1/2-1-1
- 9-1-1 Operator disconnects emergency line

911

| 0:00 mins. | 2:00 mins. | 9:36 mins. |

9-1-1 line answered: "*Emergency – Police, Fire, or Ambulance?*"

Safety Questions to determine nature of emergency.

For non-emergencies **prior** to T.C.C.S. call would conclude by advising caller:
- Call non-emergency or appropriate agency; or
- Police will attend when they can

(Additional Talk Time Created by Call Diversion Process)

Diversion Rate Per Person In Crisis / Threaten Suicide Events Attended by Police

T.C.C.S. Catchment Areas	(A) # Events Attended by Police for: • Person in Crisis • Threatening Suicide	(B) # Events Successfully Diverted to T.C.C.S.	Percentage of Events Successfully Diverted to T.C.C.S. (Calculated from Combined Total of Column A and B)
51 Division - Downtown East	1,293	488	27%
42 / 43 Division - North East	1,303	318	20%
14 Division - Downtown West	794	209	21%
23 / 31 Division - North West	423	86	17%
Outside / Bordering T.C.C.S. Catchment Areas	--	36	--
Total	**3813***	**1137****	**23%**

*3,813 events were for the event type Person in Crisis and Threatening Suicide and could possibly be within scope of the T.C.C.S. pilot only if the event meets criteria for diversion: no weapons, not actively attempting suicide, no violence and/non-emergency.

**Only approximately half of the event-types in this count are categorized as Person in Crisis and Threaten Suicide.

April 13, 2023

To: Chair and Members
            Toronto Police Services Board

From: Myron Demkiw
            Chief of Police

**Subject: The Toronto Community Crisis Service – In Partnership
            for a Non-Police Crisis Response Model**

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Recommendation:

It is recommended that the Toronto Police Services Board (Board) receive this
report.

Financial Implications:

The Toronto Police Service (T.P.S.) incurred approximately $625 thousand (K)
in one-time set up costs in 2022 in order to support the Toronto Community
Crisis Service (T.C.C.S.). The majority of these costs, approximately $450K,
relate to the necessary training of Communications Operators. The remaining
costs were for technical support and testing of phones and telecom systems,
configuration and troubleshooting of the C.A.D. system, participation in the
steering committee meetings, as well as staff time dedicated to the City
Advisory Table, C.A.M.H. reporting and evaluation, and development of
relevant polices, manuals and procedures. These costs have been absorbed
within the T.P.S. 2022 operating budget.

Ongoing annual costs are estimated at $400K annually for two members
dedicated to reviewing events where T.C.C.S. is offered and a supervisor
responsible for analysis, reporting requirements and necessary pilot
adjustments.

It is important to note that if the T.C.C.S. becomes permanent, there may be
other equipment and technology requirements for the T.P.S. in future years. In
addition, expansion of this service city-wide with 24/7 coverage, would require
additional Communications Operators at an annual cost of approximately

$110K since the implementation of this pilot extends the "talk time" for each event in scope on average by 7 minutes and 36 seconds. This additional "talk time" is required in order for the Communications Operator to offer the caller the option to speak with a T.C.C.S. service navigator in lieu of a police response, explain what a T.C.C.S. response can offer, recite a two-part consent script required to connect the caller with the service and, if the caller consents, transfer the caller to the T.C.C.S. service navigator at 2-1-1.

The projected officer hours potentially freed up due to the diversion of events to the T.C.C.S. are estimated to be approximately 5,816 hours. These hours will be redirected to the Priority Response function, as per the Auditor General recommendations, in order to stem any further degradation of response times.

Summary:

The T.C.C.S. pilot launched on March 31, 2022 and is a goal and priority action of the City of Toronto (City) SafeTO: A Community Safety and Well-Being Plan. As a City-led program, this pilot offers an alternative non-police model of crisis response that can provide both community based mental health support service referrals and/or a crisis team mobile response from a community anchor partner for non-emergency events.

The T.P.S. has supported the City in the development of this pilot. As a partner, T.P.S. Communication Operators contribute by triaging and transferring appropriate 9-1-1 callers through to the T.C.C.S. in order to connect them with pilot services and the City's mobile crisis response teams. The purpose of this report is to provide an update on the progress of the T.P.S. contributions to the T.C.C.S. pilot.

The following analysis reports on callers who phoned 9-1-1 for a police response and were subsequently offered and diverted to the services of the T.C.C.S. pilot between March 31, 2022 and September 30, 2022. This report does not provide an account of the total number of end users of the T.C.C.S., as members of the public can directly request their services by dialing 2-1-1. This report explicitly focuses on the 9-1-1 callers that the T.P.S. has diverted to the T.C.C.S.

The preliminary data indicates the T.P.S. Communication Operators in partnership with the T.C.C.S. pilot are successfully diverting non-emergent 9-1-1 crisis events from a police response to a community-based response:

- Communications Operators offered the T.C.C.S. pilot during 2,673 events
- Callers accepted the offer of T.C.C.S. in lieu of a police response in 1,630 events and there was no police response in 1,137 of these events

The City retained third party evaluators, the Provincial System Support Program (P.S.S.P.) and Shkaabe Makwa at the Centre for Addiction and Mental Health (C.A.M.H.) to evaluate the T.C.C.S. pilot. A six month evaluation (see attachment), has been completed and reports on the implementation and T.C.C.S. recorded outcomes of the pilot from March 31, 2022 to September 30, 2022.   The evaluation also provides a

series of recommendations and future considerations. The T.P.S. will continue to support, fulfill evaluation recommendations, share information and track progress of the T.C.C.S. pilot in partnership with the City and the P.S.S.P.   To ensure alignment of analysis, the T.P.S. have also engaged P.S.S.P. to conduct a review of the T.P.S. contributions and participation in the pilot program.

Discussion:

Background

Collaboration in this pilot demonstrates the eagerness and determination of the T.P.S. to modernize the role of police in crisis events in a way that ensures we are no longer the only or default service provider (as noted by the Auditor General of Toronto in her reports). The T.C.C.S. pilot supports directions made by the Board relative to Police Reform, the City of Toronto Auditor General and action items from the T.P.S. Mental Health and Addiction Strategy (M.H.A.S.), to provide alternative non-police models of community safety response for persons in crisis wherever possible.

Direction #1b contained in the report by Chair Jim Hart, titled "Police Reform in Toronto: Systemic Racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety," adopted by the Board at its meeting on August 18, 2020, (Minute No. P129 refers) directs the T.P.S. to:

> "Work with the City Manager, Government of Ontario, community based mental health and addictions service providers, organization representing people with mental health and/or addictions issues and other stakeholders to develop new and enhance existing alternative models of community safety response, including mobile mental health and addictions crisis intervention."

The T.C.C.S. pilot is also well aligned with the recommendations made in the Auditor General of Toronto report "*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*" which directs the T.P.S. to:

- Work with other agencies, to assess the feasibility of developing adequately resourced, non-time restrictive, alternative non-police responses to events; and define the level of acceptable risk and liability in relation to criteria for calls suitable for diversion
- Conduct joint program evaluations of the effectiveness and outcomes of diversion pilots
- Collaborate with other agencies to develop public awareness campaigns addressing the public's perceptions of people in crisis or experiencing homelessness and inform on non-police responses available
- Collaborate with Toronto Paramedic Services to review current protocols for when paramedics request police to attend their calls; this recommendation is significant, as Toronto Paramedic Services has requested police attendance at mental health related calls diverted to the T.C.C.S.

The M.H.A.S. is a dynamic and evolving plan that illustrates how the T.P.S. compassionately responds to people in crisis while ensuring the well-being, safety, rights and dignity of individuals and communities. M.H.A.S. action item #37, the T.P.S. commits to,

> "Look for new and innovative opportunities for collaborative partnerships that will support people who are experiencing mental health and/or addictions issues access the information, supports, and resources they require, experiencing mental health and/or addictions issues access the information, supports, and resources they require."

T.P.S. Contributions to Pilot Implementation

Many internal T.P.S. stakeholders were engaged in development of the T.C.C.S. model. T.P.S. Communications Services created a steering committee made up of Communications Operators, Operations Supervisors, Senior Operational Supervisors, and management, to guide development and implementation of the pilot from the T.P.S. perspective. The steering committee in collaboration with the City and anchor partners established operational processes and identified system impacts. The steering committee was integral in the creation and execution of:

- In-Service Training developed in collaboration with the City and anchor partner agencies;
- Event transfer protocols and related system process changes;
- Consent scripts related to sharing of personal and health information;
- Criteria for diversion; and
- Unit Specific Policies and Procedures.

Prior to the launch of the T.C.C.S., the T.P.S. met regularly with the City's implementation team, to finalize call triage protocols and to engage in an internal communications strategy to increase awareness and understanding of the pilot and services offered.

Staff Superintendents and management from Communication Services, in partnership with members of the City's T.C.C.S. implementation team, attended each T.P.S. division within the pilot catchment area and provided a presentation on the pilot program to all front line officers in person. The presentation provided information on the T.C.C.S. response model, criteria for diversion, process flow, and anchor partners.

Front line officers were given the opportunity to ask questions about the pilot and were encouraged to educate the public on how to access pilot services through 2-1-1 and to request the attendance of T.C.C.S. mobile teams at their assigned events when the circumstances were recognized within the scope of the pilot.

T.C.C.S. Catchment Areas & Launch Dates

The T.C.C.S. pilot launched in a phased approach in several T.P.S. divisions and did not reach full operations in all the pilot catchment areas until July 18, 2022. As such, the information contained in this report from March 31, 2022, to September 30, 2022, is

based on a relatively small window of data and likely does not reflect the full potential of diversion for the pilot program.

Figure 1 below provides the T.C.C.S. catchment area, launch date and number of days in operations between March 31, 2022 and September 30, 2022 for the data reported on in this document.

Figure 1.

Catchment Area	Launch Date	# Days in Operation
51 Division (Downtown East)	March 31, 2022	184
42/43 Division (North East)	April 3, 2022	181
14 Division (Downtown West)	July 11, 2022	82
23/31 Division (North West)	July 18, 2022	75

The T.P.S. Communication Services & Diversion Process to the T.C.C.S.

In the 1980's, T.P.S. Communication Services became the provider of the Public Safety Answering Point, the call centre that answers 9-1-1 emergency calls and dispatches all emergency services in Toronto. There are no uniform police officers working in the 9-1-1 Communications Centre; hiring, training and management are all composed of civilian members of the T.P.S.

T.P.S. Communication Services is the first point of contact for the public requesting emergency help through 9-1-1. Communication Operators answer the 9-1-1 line and immediately provide the caller with three (3) options by asking "Emergency – Police, Fire or Ambulance?" The police remain the primary point of contact for the community regarding persons in crisis when they are not aware of or know how to access other mental health support networks.

Communication Operators are skilled in crisis or violent event call management and trained to ask questions to determine whether an event is emergency or non-emergency, gain as accurate an understanding of the event as possible in real-time, and determine, based on the available information, the appropriate response for each caller. Communication Operators receive 280 hours of 'in-class' call-taker training, as well as 400 hours of on-desk training with an instructor.

Information-gathering and response initiation begins the moment a caller reaches the 9-1-1 Communication Operator, providing immediate access to police, ambulance, fire services and now, non-police crisis response options. Communication Operators ask a series of questions to obtain information such as:

- Caller's name and location;
- Name and/or description of the person(s) they are calling about;
- Overview of what is happening; and

- Presence of any weapons, safety concerns or injuries for the individual or the general public.

Many times, an emergency response is initiated before the caller is even finished speaking to the Communication Operator, due to the nature of the emergency. Highly skilled Communication Operators perform tactical multitasking; often work under acutely stressful circumstances surrounding these emergencies for 9-1-1 callers that are in a tremendous state of panic. Under these conditions, Communication Operators assign each unique incident an 'event type' (such as "person in crisis" or "threaten suicide" etc.), assign a response priority based on the gravity of the emergency and transfer callers to response partners such as ambulance or fire.

Communication Operators are now able to offer 9-1-1 callers who request police, the option to speak with a T.C.C.S. service navigator in lieu of a police response in relation to non-emergent crisis events that meet specific, agreed upon criteria for diversion. Communication Operators spend time with each caller to explain what a T.C.C.S. response can offer and recite a two-part consent script required to connect the caller with the service. The consent piece includes consent to accept a non-police response and to share the caller's personal and health information with the T.C.C.S.

If the caller consents to being transferred to the T.C.C.S. for a non-police crisis response, the Communication Operator conferences the caller to the T.C.C.S. service navigator at 2-1-1 and provides them with a brief overview of the event details, including the event number. The T.C.C.S. service navigator then leads the conversation with the 9-1-1 caller and the Communication Operator disconnects from the telephone line. The T.C.C.S. service navigator endeavors to identify and connect the caller to appropriate community based support services and/or dispatches an anchor partner mobile crisis team, if required.

T.C.C.S. mobile crisis response teams will respond to non-emergent T.P.S. events categorized as "Person in Crisis" and "Threaten Suicide," as well as some mental health related events categorized as "Check Well-Being," "Dispute," and "Disorderlies." T.C.C.S.

T.P.S. Events Transferred to the T.C.C.S. March 31, 2022 – September 30, 2022

The T.P.S. responds to approximately 33,000 mental health related events annually. An event number is created when a member of the public reports an incident to 9-1-1. In some instances, multiple people can place calls to 9-1-1 regarding the same incident and their information is added to the same event number. As such, an event represents a unique incident, regardless of how many phone calls from the public are received regarding it.

Between March 31, 2022 and September 30, 2022, the T.P.S. Communication Operators offered the services of the T.C.C.S. pilot during 2,673 events that were non-emergent in nature as depicted in Figure 2 below. The caller accepted the offer of pilot services in lieu of a police response in 1,630 events and the caller was conferenced to the T.C.C.S. service navigator for action. This figure (1630 events) does not represent the total events successfully diverted from a police response, as police were still required to attend a portion of these events after they were transferred to the T.C.C.S.

Police attendance in these events was driven by requests from Toronto Paramedic Services, requests from the public to have police co-respond, lack of suitability for diversion as deemed by T.C.C.S., officers being dispatched prematurely as well as other reasons further expanded upon in Figure 6 (page 10).

The caller declined the offer of pilot services in 1,043 events and requested a police response. Officers made a section 17 apprehension under the Mental Health Act[1] (M.H.A.) in only 64 of these events (6%), indicating a missed opportunity to divert a significant, untapped group of in-scope events to the T.C.C.S.

The T.P.S. will continue to collaborate with City's T.C.C.S. implementation team, who has committed to a public education campaign, coupled with outreach efforts by anchor partner agencies, in order to raise awareness and understanding of the T.C.C.S. pilot.

Figure 2. Communication Operators Offered the T.C.C.S. in 2,673 Events
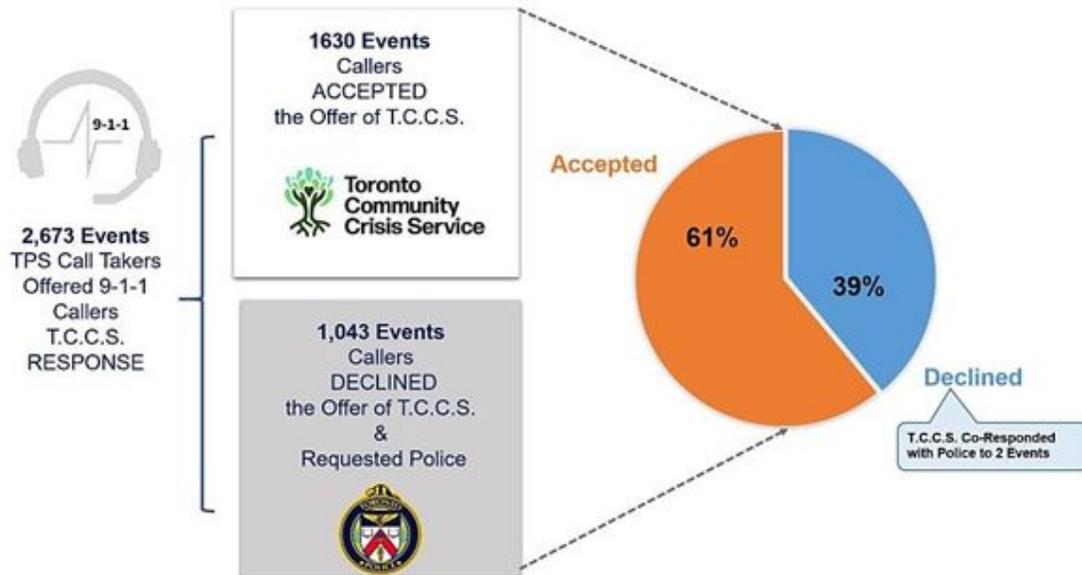
Throughout the initial months of the pilot, Communications Services delivered training focused on increasing the volume of events sent to the T.C.C.S. The goal of training was to build on Communication Operators' ability to recognize events in scope for diversion, and familiarity with the event transfer protocol. Communication Operators were faced with challenges early on to learn lengthy diversion criteria which is not solely based on the event-type; and to remember differing hours of operation and associated boundaries for a pilot launched in four (4) phases and in four (4) different catchment areas spanning six (6) of the 15 police divisions within the City.

Communications members completed In-Service Training centred on the T.C.C.S. This training provided an overview of the T.C.C.S. pilot and a review of the criteria for

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[1] Section 17 of the M.H.A. provides police officers with the authority to apprehend if the officer has reasonable grounds to believe a person is acting in a disorderly manner while apparently suffering from a mental illness and is a threat or risk of causing harm to themselves or others. The officer apprehends the person for the purpose of compelling them to attend a medical facility for an assessment by a physician.

diversion. A representative from Gerstein Crisis Centre, a T.C.C.S. anchor partner, attended the training and provided first-hand accounts of how they provide crisis response and extensive crisis-based training they receive. Communications Services Supervisors also received supplemental training on diversion criteria and regularly delivered refresher training and "Cheat Sheets" on the diversion protocol to Communication Operators through parade memorandums.

As familiarity and understanding of the diversion criteria and call transfer process grew among Communication Operators, the volume of events where pilot services were offered also increased, as shown in Figure 3. Between the first and the sixth month of the pilot, the volume of events where pilot services were offered increased by 77%. The volume of events transferred to the T.C.C.S. is anticipated to continue to increase over time as Communication Operators gain more experience in diversion protocol. However, not all crisis events can be diverted to alternative non-police response models and will still require a police response, as acknowledged by the Auditor General of Toronto in her report, 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, she noted, "Many calls for service in the event type categories we reviewed would still likely require a PRU police response. We also recognize that many calls for service have the potential for danger, including those that originate as low priority, non-emergency calls."

Figure 3.

# of Events Communication Operators Offered T.C.C.S. By Month
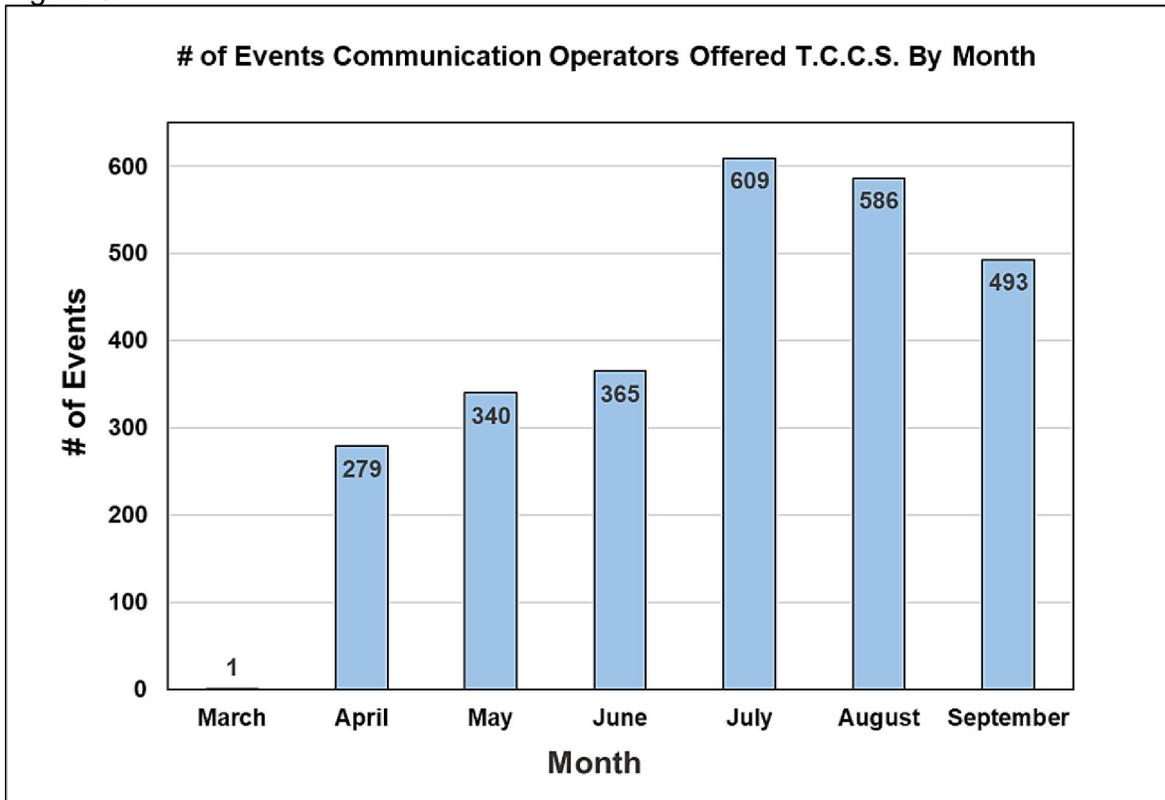
Communication Operators are not the sole pathway to the T.C.C.S. for T.P.S. events. T.P.S. Command directed front line officers to promote the T.C.C.S. in their interactions with the public, and to request a T.C.C.S. mobile team to attend their location, through their communications dispatcher, when responding to a crisis event that could be better served with a non-police response. During the first six (6) months of the pilot, front line officers requested a T.C.C.S. response in 96 events, where upon arrival they deemed the circumstances to be within scope of the pilot. This group of events reflects the growing buy-in and confidence the T.P.S. front line officers have in the T.C.C.S. model. The months of August and September showed a surge of officers requesting T.C.C.S. mobile teams, with 65% of the 95 events occurring during these two (2) last months of this evaluation period. This trend is anticipated to continue and grow as more front line officers acquire first hand experience working with T.C.C.S. mobile teams and internal T.P.S. communication campaigns continue to highlighting the positive outcomes of this model.

T.P.S. Events Successfully Diverted to the T.C.C.S.

The T.P.S. defines successful diversion as, events transferred to the T.C.C.S. where there is no police attendance. Of the 1,630 events transferred to the T.C.C.S. from Communication Operators, 1,137 events (70%) were successfully diverted and the police did not attend. The P.S.S.P. evaluation report provides the T.C.C.S. recorded outcomes for the events received from the T.P.S. and is attached at the end of this report. Police attended the remaining 493 events (30%). Figure 4 below depicts the pathway of 1,630 events transferred to the T.C.C.S. between March 31, 2022 and September 30, 2022.

Figure 4. Pathway of T.P.S. Events Transferred to the T.C.C.S.

The Downtown East (51 Division) catchment area had the highest events successfully diverted, followed by North East (42/43 Division) and Downtown West (14 Division), see Figure 5 below.

Figure 5.

1037 Events Sucessfully Diverted to T.C.C.S. By Division

- 51 Division - Downtown East: 488 Events (43%)
- 42 / 43 Division - North East: 318 Events (28%)
- 14 Division - Downtown West: 209 Events (18%)
- 23 / 31 Division - North West: 86 Events (8%)
- Outside / Boardering T.C.C.S Catchment Areas: 36 Events (3%)

Police attended 493 events transferred to the T.C.C.S for various reasons as identified below in Figure 6.   The most common reason sited for police attendance was at the request of Toronto Paramedic Services in 24% of these events. Toronto Paramedic Services are reviewing current policies and procedures in regards to requesting front line officer attendance. T.P.S. Communication Services is a member of their committee contributing to the work in this area, which aligns with the Auditor General of Toronto recommendation to collaborate with Toronto Paramedic Services to review current protocols for when paramedics request police to attend their calls.

Of the 493 events transferred to the T.C.C.S. that police attended, the caller expressed a desire for a co-response by both services in 20% of events. In 15% of these events, the T.C.C.S. service navigator deemed the circumstances of the event not suitable for diversion and not within scope of the pilot; and in 11% of these events the T.C.C.S. mobile team requested police attendance. Officers were dispatched prematurely and attended 10% of these events.

Figure 6.

# of Events	Reason for Police Attendance - Events Transferred to the T.C.C.S. Pilot
120	Ambulance requested police attendance.
98	9-1-1 Caller requested both the police and T.C.C.S. services.
73	The T.C.C.S. service navigator deemed the circumstances of the event not suitable for diversion and not within scope of the pilot.
52	T.C.C.S. mobile team requested police attendance.

49	Officers were dispatched prematurely, or prior to offering the T.C.C.S. to the caller.
29	9-1-1 Caller refused diversion after transfer to 2-1-1
22	The event was not actually within the pilot catchment area or occurred outside the hours of the pilot.
21	Multiple people called 9-1-1 about the same event, with some requesting the police and others the T.C.C.S.
15	Unknown or unclear reason
11	The T.C.C.S. service navigator advised they had no mobile units available to respond or did not dispatch their mobile response units for unknown reasons.
3	The T.P.S. Mobile Crisis Intervention Team or Primary Response Unit was familiar with the person in crisis and/or volunteered to co-respond with T.C.C.S.
493	Total

The projected officer hours potentially freed up due to the diversion of events to the T.C.C.S. are estimated to be approximately 5,816 hours. The T.P.S. is currently exploring, in consultation with the City, additional metrics, which would accurately shed further light on the success of this pilot, such as officer hours saved and re-invested in high priority calls for service as well as an assessment of the outcomes for T.C.C.S. clients.

The T.C.C.S. Impact on T.P.S. Communications Services

While this pilot was designed as an alternative response model, it has created unintended impacts on certain Communications Services operations. The call diversion process consumes time on an emergency 9-1-1 line for non-emergency events. Every second a Communication Operator is consumed attempting to divert a caller with a non-emergency event to the T.C.C.S., reduces their ability to quickly answer other emergency callers who are waiting in a queue.

The consumption of time by the call diversion process will impact the ability of Communications Services to meet industry standards for answering 9-1-1 calls. The National Emergency Number Association (N.E.N.A.) provides a model standing operating procedure for the handling and processing of 9-1-1 calls received by Public Safety Answering Points (P.S.A.P.). This industry standard dictates that 90% of all 9-1-1 calls arriving at the P.S.A.P. shall be answered within (≤) 15 seconds; and that 95% of all 9-1-1 calls should be answered within (≤) 20 seconds.

Communications Operators ask every 9-1-1 caller a series of safety questions to determine the nature of their emergency. Once it is determined that the call is not an emergency, the call ends quite quickly thereafter, as the caller is advised to call the non-

emergency line, directed to the appropriate agency or advised that police will attend when available.

"Talk-Time" is defined as the duration of time a Communication Operator spends on an emergency line with a 9-1-1 caller, from the moment it is answered to the moment it is disconnected. Communications Services track "talk time" for all events coming through on the 9-1-1 emergency line. In 2022, the monthly average "talk time" for all events on the emergency line was between 1:49(mm:ss) and 2:00(mm:ss).

The call diversion process to the T.C.C.S. adds a significant amount of time to Communications Operator "talk-time," as the call diversion process commences the moment the Communications Operator recognizes that the event is not an emergency and in scope for the T.C.C.S. pilot. This moment is precisely the point at which prior to call diversion, the call would have ended. The call diversion process begins while still engaged on an emergency 9-1-1 line. Communications Operators spend additional "talk time" educating the public about T.C.C.S. services when offering the pilot to callers and explaining a two-part consent piece required for diversion. Communication Operators must relate the following to each caller:

> Part 1. "The Toronto Community Crisis Service can offer you additional support. Do you consent to speak with them instead of a police response?"

> Part 2. "I need your consent to provide them with the personal and health information you gave me today. Do you consent?"

The consent piece can understandably elicit further questions by callers who are not familiar with the services offered by the T.C.C.S. or what that response would be.

Following the consent piece, there is a further addition to "talk time" during the actual call transfer to the service navigator at the T.C.C.S. A "Notice of Collection of Personal Information" recorded message, which is 38 seconds, plays for every call going into the call queue at the T.C.C.S. The P.S.S.P. noted in their report "Toronto Community Crisis Service – Six Month Implementation Evaluation Report" that the average total wait time for a caller to be connected with a 211 Service Navigator was 1 minute and 36 seconds" (which includes the pre-queue time consumed by the recorded message). The Communications Operator must remain on hold in the queue until the service navigator answers the line. Further "talk time' is added while the Communications Operator relays the pertinent information to the service navigator.

Communications Services attempted to capture the amount of additional "talk time" created as a result of diverting events to the T.C.C.S. A process was developed, based on manual entry of an activity code, which would activate a timer. Communication Operators would enter activity code 211 and activate the timer at the moment they determined an event was non-emergent in nature and in scope for the pilot. The timer would continue until the Communication Operator disconnected the telephone line in the event of a successful transfer to the T.C.C.S. Alternatively, if the caller did not accept the T.C.C.S. in lieu of a police response, or did not consent to sharing personal information, the Communication Operator would enter activity code 212, which would stop the timer.

This 'time-tracker' process was utilized by Communication Operators on 247 occasions between March 31, 2022 and January 24, 2023. While the 'time-tracker' was applied intermittently, it imparts an impression of the amount of time the emergency 9-1-1 line is tied up with additional "talk time" created by the call diversion process for a small sample of non-emergency events, as shown in Figure 7 below.

Figure 7. Total and Average Talk Time Added In 247 Events in Scope for the T.C.C.S

DATE	# EVENTS Timer Activated For	TOTAL Time Tracked (hh:mm:ss)	AVERAGE Time Tracked Per Event (mm:ss)
April 2022	69	08:46:42	07:38
May 2022	41	05:34:03	08:09
June 2022	40	04:35:31	06:53
July 2022	46	05:07:57	06:42
August 2022	23	02:29:24	06:30
September 2022	5	00:30:06	06:01
October 2022	9	01:17:27	08:36
November 2022	6	00:52:10	08:42
December 2022	4	01:14:18	18:35
Janaury 2023	4	00:48:39	12:10
TOTAL	**247**	**31:16:17**	**07:36**

From the small sample tracked above, the average amount of time added to Communications Operator "talk time" created by the diversion process, for non-emergent events on the emergency 9-1-1 phone line was 7:36(mm:ss). Figure 8 below illustrates the addition of "talk time" created by the call diversion process.

Figure 8. Additional "Talk Time" on Emergency 9-1-1 Line Created by Diversion of Non-Emergency Events

For Non-emergency Calls in Scope for T.C.C.S.:

- T.C.C.S. is offered and explained (public education)
- 2 Part Consent process (elicits related questions)
- Call is conferenced with 2-1-1 phone line
- T.C.C.S. recorded message "Notice of Collection of Personal Information" plays (38 seconds)
- 2-1-1 phone line queue approx. 1min.
- Exchange of pertinent information about the incident between 9-1-1/2-1-1
- 9-1-1 Operator disconnects emergency line

0:00 mins.   2:00 mins.   9:36 mins.

9-1-1 line answered: *"Emergency – Police, Fire, or Ambulance?"*

Safety Questions to determine nature of emergency.

For non-emergencies **prior** to T.C.C.S. call would conclude by advising caller:
- Call non-emergency or appropriate agency; or
- Police will attend when they can

(Additional Talk Time Created by Call Diversion Process)

The total "talk time" consumed for events diverted to T.C.C.S. per caller on the emergency 9-1-1 line is on average 9:36(mm:ss). During the time spent diverting one (1) non-emergent event to the T.C.C.S., on the emergency 9-1-1 line, a Communication Operator could have answered four (4) emergency callers waiting in the 9-1-1 queue.

Although the T.C.C.S. diversion process has not increased call volume for the T.P.S., it increases "talk time" on the 9-1-1 emergency line.   Future expansion of the T.C.C.S. model will necessitate building the capacity at T.P.S. which considers the increased time that Communication Operators spend negotiating the call diversion process, so that the answering of emergency events are not impacted.

The Auditor General of Toronto in her report, Toronto Police Service – Audit of 9-1-1 Public Safety Answering Point Operations: Better Support for Staff, Improved Information Management and Outcomes, put forth the recommendation for an overall staffing increase of Communication Operators, citing the impact of call volume and staffing challenges on the ability to answer calls on a timely basis. The T.C.C.S. call diversion process and operational impact on 'talk time" further increases the need for more staffing.

The P.S.S.P. evaluation report also addresses Communications Services capacity pressures in relation to the T.C.C.S:

> "Evaluation findings related to 911 capacity pressures and need for increased funding align with those reported in the Toronto Auditor General's recent Audit of 911 Operations, which presents several potential funding opportunities for

Toronto Police Service to consider. While process improvements have been recommended to alleviate some of the burden (e.g. building community awareness of the intervention and other entry points to reduce 911 Call Operators' explanation time), it is possible some baseline capacity pressures will remain and continue to affect the organization and the Toronto Community Crisis Service as it grows."

T.P.S. Calls for Service Attended & Apprehension Data - During Operational Hours of Pilot & Diversion Rate in Pilot Catchment Areas

The total mental health related Calls For Service Attended (C.F.S.A.) by police, during the operational hours of the T.C.C.S. pilot listed in Figure 8 below include the following event types:

- A person in crisis (P.I.C.);
- A person threatening suicide (T.H.R.S.U);
- A person attempting suicide (includes a person attempting suicide from heights); and
- An elopee.

T.P.S. mental health related C.F.S.A. do not include a person who has overdosed.

Of the mental health related event-type categories above, only counts for P.I.C. and T.H.R.S.U. event-types would be within scope of the T.C.C.S. pilot if they meet specific criteria for diversion; which can be summarized as no weapons, not actively attempting suicide, no violence, and non-emergency.

The remaining event-types for a person attempting suicide and those attempting to commit suicide from a height, are out of scope and ineligible for the T.C.C.S. pilot due to there being an urgent, medical emergency, or in the case of the counts for an elopee a Form 9 request by a physician at a psychiatric hospital, to apprehend under Section 28(1) of the M.H.A.

Since only two (2) event-types, P.I.C. and T.H.R.S.U., could potentially be in scope for diversion to the T.C.C.S., a diversion rate is calculated in the context of these event-types attended by police. The diversion rate for the T.C.C.S. pilot is 23%. The catchment area with the highest diversion rate (27%) is 51 Division – Downtown East.

Figure 8. Mental Health Related C.F.S.A. By Police During Operational Hours of Pilot & Diversion Rate in Pilot Catchment Areas

T.C.C.S. Catchment Areas	(A) C.F.S.A. by Police for ALL Mental Health Related Event Types: • Person in Crisis • Threatening Suicide • Attempt Suicide • Elopee	(B) # Events Attended by Police for: • Person in Crisis • Threatening Suicide	(C) # Events Sucessfully Diverted to T.C.C.S.	Percentage of Events Sucessfully Diverted to T.C.C.S. (Calculated from Combined Total of Column B and C)
51 Division - Downtown East	1,391	1,293	488	27%
42 / 43 Division - North East	1,439	1,303	318	20%
14 Division - Downtown West	872	794	209	21%
23 / 31 Division - North West	455	423	86	17%
Outside / Boardering T.C.C.S Catchment Areas	--	--	36	--
Total	**4,157***	**3813****	**1137*****	**23%**

*344 of these events are categorized as Attempt Suicide (inlcudes attempt suicide from height) and Elopee and are not in scope for the T.C.C.S. pilot due to there being an urgent medical emergency, or due to a Form 9 request by a physician at a psychiatric hospital to apprehend under Section 28(1) of the M.H.A.
**3,813 events were for the event type Person in Crisis and Threatening Suicide and could possibly be within scope of the T.C.C.S. pilot only if the event meets criteria for diversion: no weapons, not actively attempting suicide, no violence and/non-emergency.
***Only approxmately half of the event-types in this count are categorized as Person in Crisis and Threaten Suicide.

The T.P.S. attended a total of 3,813 P.I.C. and T.H.R.S.U. events during the operational hours and within the catchment area of the T.C.C.S. in the first six (6) months of the pilot. While attending these events, officers made 683 apprehensions under Section 17 of the M.H.A. (police authority to apprehend a person in crisis who is a threat or at risk of causing harm to themselves or others and compel them to attend hospital for assessment by a physician). A further 375 apprehensions made by police were 'form' type of apprehensions (Form 1, 2, 9 and 47 of the M.H.A.) where police are formally directed by a doctor, or a Justice of the Peace to apprehend. Police are required to execute these forms and cannot transfer this responsibility to the T.C.C.S., as identified in Figure 9 below.

Figure 9. Person in Crisis and Threaten Suicide Events Attended by Police During T.C.C.S. Pilot Hours and in Pilot Catchment Area – Potential for Further Diversion

Event Type	(A) C.F.S.A. by Police	(B) # Events in Column A Police Apprehended Sec. 17 M.H.A.	(C) # Events in Column A Out of Scope due to Form-Type of M.H.A. Apprehension*	(D) # Events in Column A Caller Declined T.C.C.S.**	(E) # Events in Column A for Potential Diversion to the T.C.C.S. Pilot if Scope of Criteria Expanded*** (Column A-B-C-D)
Person In Crisis	2,631	320	362	332	1,617
Threatening Suicide	1,182	363	13	63	743
Total	3,813	683 (18%)	375 (10%)	395 (10%)	2,360

*375 events are out of scope for the T.C.C.S. pilot because they involve a 'Form-Type' of apprehension (Form 1, 2, 9 and 47 of the M.H.A.) where police are formally directed by a doctor, or a Justice of the Peace to apprehend. Police are required to execute these forms and cannot transfer this responsibility to the T.C.C.S.
**Counts do not include events that resulted in an apprehension as those events are already included in the counts for Column C and B. (There were 56 counts with the event-type person in crisis or threaten suicide, where the caller declined the services of the pilot and police made an apprehension upon attendance. These counts were included in column B and C)
***These events have potential to be in scope for diversion to the T.C.C.S. pilot, if diversion criteria expands to include a more refined definition of violence and emergency thresholds.

28% (1,058 total events in column B and column C) of all P.I.C. and T.H.R.S.U. events attended by police (3,813 events) involved an apprehension. The caller declined the services of the T.C.C.S. pilot in a further 10% of P.I.C. and T.H.R.S.U. events (395 events in column D). If there was no apparent need for police to apprehend in the remaining 62% (2,360 events) of P.I.C. and T.H.R.S.U. events attended by police, these events have potential to be in scope for diversion to the T.C.C.S. pilot, if diversion criteria expands to include a more refined definition of violence and emergency thresholds. The T.P.S. will continue to work with the City's T.C.C.S. implementation team to establish a more refined definition of these thresholds, which takes into account any associated risk to public safety.

2022 T.P.S. Calls for Service Attended & Apprehension Data – City Wide

In 2022, the T.P.S. attended 33,057 mental health related calls for service, and made 13,541 apprehensions under the M.H.A. The apprehension rate was 26.8%. The authority to apprehend a person in crisis under the M.H.A. is granted only to police officers and to T.P.S. District Special Constables in certain circumstances. Not all apprehensions made were classified with a mental health call for service event type; a total of 8,841 counts were classified with a mental health related event type and are a subset of the total mental health related calls for service as depicted in Figure 10 below.

Figure 10. Mental Health Related C.F.S.A. & Apprehensions Made City Wide in 2022

33,057
Mental Health
Calls For Service

Overlap
8,841
Calls that
result in an
apprehension

13,541
MHA
Apprehensions
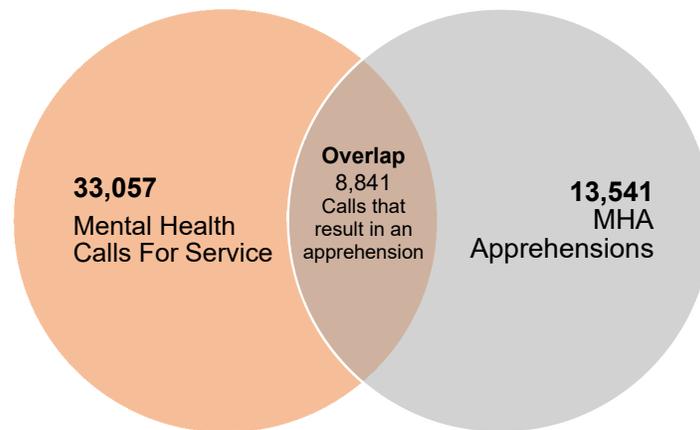
Approximately 18% of all police apprehensions are 'form' type of apprehensions (Form 1, 2, 9 and 47 of the M.H.A.) where police are formally directed by a doctor, or a Justice of the Peace to apprehend. Police are required to execute these forms and cannot transfer this responsibility to the T.C.C.S.

Baseline Apprehension Rate for Events in Scope for the T.C.C.S. & Officer Hours Directed to Mental Health Events

A noteworthy point to highlight, is that the group of 1,043 events, where the services of the pilot were offered but the caller declined, presents a rather large sample of events that can provide insight on a baseline police apprehension rate for events that are in

scope. Officers made an apprehension in 60 of the declined events representing an apprehension rate of 6%.

The total officer 'time on call' hours for mental health related event types in 2022, was 187,713 hours. The average emergency room wait time for officers at hospital with a M.H.A. apprehension increased 19 minutes per year to date from 2022 to 2021; two (2) officers wait at hospital on average 128 minutes. The total wait time at hospital for officers with an apprehension was 48,642 hours in 2022.

The projected officer hours saved through diversion of 1,137 events to the TC.C.S. is roughly 5,816 hours. The average total officer time on call for P.I.C. is 5 hours, and T.H.R.S.U. is 6.7 hours. Approximately half of the events (588 events) successfully diverted through the T.C.C.S. pilot in the first six (6) months were for these two (2) event types and the total officer hours saved for this group of events (3,078 hours) was calculating using the corresponding average officer time on call.

The remaining counts (549 events) that were successfully diverted possess event types that are not mental health related and therefore determining an average time spent on call would be challenging. Since these events were mental health related, the average time on call for P.I.C. (5 hours) was used to calculate the total officer hours saved for the events in this group (2,739 hours).

The projected officer hours saved through the T.C.C.S. pilot are compared to total officer 'time on call' for mental health related events and emergency room 'wait time" hours in Figure 11 below.

Figure 11. Projected Officer Hours Saved Comparison with 'Time on Call' and Hospital 'Wait Time'

Total Officer "Time on Call" Mental Health Related Events in 2022	Total Officer "Wait Time" at Emergency Room with Apprehension in 2022	Projected Officer Hours Saved through T.C.C.S. Pilot in 6 Months
187,713 hours	48,642 hours	5,816

During the first six (6) months of the T.C.C.S. pilot, 5,816projected officer hours could potentially have been recaptured and re-invested in reducing response times for high priority emergencies.

Overlapping Catchment areas for the T.C.C.S. Pilot and the 9-1-1 Crisis Call Diversion Pilot:

The catchment areas for the T.C.C.S. pilot overlapped with the 9-1-1 Crisis Call Diversion pilot (9-1-1 C.C.D.), provided in partnership between the T.P.S. and Gerstein Crisis Centre, between March 31, 2022 and September 30, 2022. T.P.S. Communication Operators determined which pilot to divert callers to based on the following parameters:

9-1-1 C.C.D. Pilot	**T.C.C.S. Pilot**
*T.P.S. communications operators divert callers to the 9-1-1 C.C.D. **rather than** the T.C.C.S. pilot when:*	*T.P.S. communications operators divert callers to the T.C.C.S. pilot **rather than** the 9-1-1 C.C.D. pilot when the event does not require a police/emergency services response and:*

9-1-1 C.C.D. Pilot

- The 9-1-1 C.C.D. is operational to take the call (the current hours of operation for the 9-1-1 C.C.D. is from 0700 hours to 0300 hours each day) in addition to any of the below points:

- The caller is the primary or first-person caller rather than a third party complainant.

- The caller is expressing high emotions (e.g. crying or difficulty communicating) and the 9-1-1 C.C.D. crisis worker can help with de-escalation.

- The T.P.S. communications operator is uncertain of the situation or circumstances of the event.

- The caller has no fixed address or callback phone number.

- When police are required to attend and the 9-1-1 C.C.D. crisis worker can offer de-escalation support to the caller before emergency services arrival.

T.C.C.S. Pilot

- The 9-1-1 call is received outside the operational hours of the 9-1-1 C.C.D.

- The 9-1-1 C.C.D. is busy or unavailable.

- When the caller is a third party complainant.

- When the caller requests an in-person mobile response.

Data Collection Processes for the T.P.S. and the T.C.C.S.:

The data presented in this report required manual review and validation of each event within scope for the T.C.C.S. pilot, as recorded by T.P.S. databases. Due to the reliance on user-entered data by T.P.S. Communication Operators during the course of the event, data entry to date does not have the consistent accuracy that would make an automated process feasible. The T.P.S. Information Management unit is working to create tools to allow for more automated data collection.

Until such time that automated data collection is possible, the T.P.S. has dedicated a civilian staff member to review every event within scope of the T.C.C.S. pilot and assign an outcome. This enables the T.P.S. to confirm and report on whether or not police were diverted from attending the event. Due to the volume of events that require review for data reporting, a second civilian staff member will be added moving forward in 2023.

Challenges in relation to data collection were identified early in this pilot and account for discrepancies in data counts reported by the T.P.S. and the T.C.C.S.:

- The T.C.C.S. data analysis does not rely on T.P.S. data sources to report police attendance; rather, their mobile team members make a manual notation if they observed police while at the scene. Therefore, any police attendance that occurs before or after a T.C.C.S. response is still recorded by the T.C.C.S. as a successful diversion. However, police have attended and responded to these events, as such these events are not counted as a successful diversion by the T.P.S.
- The common unique identifier linking the T.P.S. and T.C.C.S. data set is the T.P.S. event number exchanged verbally upon transferring a 9-1-1 caller to the T.C.C.S. Lack of recording or errors made in the manual recording of the event number during transfer has resulted in missing or incomplete data records.

Information Resources and Technology representatives from the T.P.S. and the T.C.C.S. are meeting to identify a solution to enable an electronic push of the T.P.S. event information to the T.C.C.S. service navigator. In addition, the T.C.C.S. have identified internal process improvements with 2-1-1 to facilitate better accuracy moving forward. Retention of the P.S.S.P. to evaluate the services provided by the T.P.S. in support of this pilot, will also assist in ensuring a unity of approach in data analysis.

P.S.S.P. Recommendations for TPS:

The P.S.S.P. evaluation report provides a series of recommendations, which align with their analysis. The following are the recommendations for the T.P.S.:

1. Commit time/space to partnership and engagement activities.

   a) Co-create regular opportunities for partners to engage and share perspectives, experiences and lessons learned
   b) Increase anchor partner attendance at 911 Operations and Toronto Police Service parades across Divisions
   c) Offer ride-along exchanges of T.C.C.S. with T.P.S.
   d) Regular internal T.P.S. communications (eUpdates/Parade Notes) of examples of service user pathways and outcomes to promote team-building, bolster buy-in and instill confidence in the intervention and role of each partner.

2. Streamline communication and transition protocols between partners, particularly other first responders.

   a) Increase info sharing of call status between T.P.S. and T.C.C.S., to ensure a safe and timely response from most appropriate first responder, and to prevent service duplication

    b) Develop clear protocols, define violence thresholds, for warm transfer or handoff of service users and information between T.P.S./M.C.I.T./T.C.C.S. (e.g. escalating violence).
    c) Meet regularly with partners to review audited calls with opportunities for improvement.

3. Increase support for data system implementation and quality improvement in data collection and reporting.

    a) Dedicate additional staff, training and/or technology to increase capacity for high quality and efficient data collection and reporting across partners. Explore automation processes where possible to reduce duplication and time spent by 911 Call Operators and Findhelp 211 Service Navigators

4. Implement a co-designed, centralized and sustained training curriculum.

    a) Adapt and extend a core training curriculum to T.P.S.
    b) Design and implement a centralized maintenance training curriculum for all staff (e.g. "refresher trainings") with the collaboration by T.P.S.

5. Design and implement a deliberate and robust community awareness and engagement campaign that targets strategies to community needs.

    a) Increase awareness, education, partnership and engagement efforts among the broader community of service providers and users.

The P.S.S.P. evaluation also provides recommendations specifically related to preliminary considerations for scaling and sustainability of the T.C.C.S. The following recommendation is directed at the T.P.S.:

1. Increased service capacity is required.
    d) Although outside the scope of influence for the Toronto Community Crisis Service, collaborating with Toronto Police Service should consider increased to identify funding opportunities for 911 as may be one mechanism by which to alleviate baseline 911 capacity pressures. Evaluation findings related to 911 capacity pressures and need for increased funding align with those reported in the Toronto Auditor General's recent Audit of 911 Operations, which presents several potential funding opportunities for Toronto Police Service to consider. While process improvements have been recommended to alleviate some of the burden (e.g. building community awareness of the intervention and other entry points to reduce 911 Call Operators' explanation time), it is possible some baseline capacity pressures will remain and continue to affect the organization and the Toronto Community Crisis Service as it grows.

The T.P.S. is committed to working in partnership with the City of Toronto to execute these recommendations.

Conclusion:

The T.P.S. will continue to engage, share information and track progress of the T.C.C.S. pilot in partnership with the City and the P.S.S.P. The T.P.S. is committed to better outcomes for persons in crisis, which can be achieved in part by alternative service delivery options or in some cases co-response with the police. We are fully engaged in this effort by our own desire to modernize and are guided by the Board's Police Reform Directions, the Auditor General recommendations to provide alternative non-police models of community safety response for persons in crisis, and a common evaluation process.

Acting Deputy Chief Lauren Pogue, Community Safety Command, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original on file at Board Office

Attachments:

Toronto Community Crisis Service Six – Month Implementation Evaluation Report

Toronto Community Crisis Service

Six-month implementation evaluation report

January 13, 2023

camh
mental health is health

Acknowledgments

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Suggested citation:

Provincial System Support Program & Shkaabe Makwa. (2023). Toronto Community Crisis Service: Six-month implementation evaluation report. Toronto: Centre for Addiction and Mental Health.

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Table of contents

Table of contents

Table of contents

Table of contents

Executive summary

The Toronto Community Crisis Service aims to provide a Toronto-wide, non-police-led, alternative crisis response service. Launched on March 31st, 2022 through partnerships between the City of Toronto, Toronto Police Service, Findhelp 211, and four community-based anchor partners – Gerstein Crisis Centre, TAIBU Community Health Centre, Canadian Mental Health Association – Toronto, and 2-Spirited People of the 1st Nation – this service model is the first of its kind in Canada. Third party Evaluators from the Provincial System Support Program and Shkaabe Makwa at the Centre for Addiction and Mental Health were retained to evaluate key implementation and service delivery processes and outcomes associated with the Toronto Community Crisis Service. From June 2021 to March 2022, evaluators engaged all project partners in the collaborative design of an evaluation framework that was grounded in the needs of the local context and communities of interest. The framework design focuses on yielding useful and relevant data; is responsive to changing needs and priorities over the course of implementation; and incorporates Indigenous-led evaluation principles throughout.

The current report reflects the findings of a six-month implementation evaluation, which details Toronto Community Crisis Service partner and staff perspectives and experiences regarding implementation of the program from March 31st, 2022 to September 30th, 2022.

This implementation evaluation was guided by five key evaluation questions:

1. **To what extent were non-emergency 911 mental health and crisis-related calls diverted to the Toronto Community Crisis Service?**

2. **To what extent were service user connections made to appropriate community-based follow-up supports through the Toronto Community Crisis Service?**

3. **How was the Toronto Community Crisis Service implemented?**

4. **How feasible was it to implement and deliver the Toronto Community Crisis Service?**

5. **How suitable is the Toronto Community Crisis Service for the system and setting in which it is operating?**

To answer these questions, a variety of primary and secondary mixed method data was collected from a range of sources including monthly administrative data, mixed method surveys, interviews and focus groups, and an implementation tracker. All Toronto Community Crisis Service partners participated across a range of leadership levels and staff positions. Mixed method data was iteratively integrated to generate a robust and nuanced analysis and narrative of the implementation of the Toronto Community Crisis Service to date.

The resulting large mixed-methods dataset reflecting a breadth of operational activities and diverse partner perspectives collectively suggests that *overall, the Toronto Community Crisis Service has been successfully implemented to date.* Alongside successes, this report details a diverse array of implementation challenges faced by partners, in hopes of informing opportunities for learning and quality improvement. Overall, the data reveals a dedicated and forward-thinking collaborative of partners working together toward implementing a highly complex intervention in a complex context, with data further demonstrating positive results to date. Key findings are presented below.

7   Toronto Community Crisis Service: Evaluation report

Executive summary: Key findings

- Preliminary program data provided by the City of Toronto indicate the Toronto Community Crisis Service has met one of its primary objectives by successfully diverting 78% of calls received from 911. From March 31st, 2022 to September 30th, 2022, the Toronto Community Crisis Service received 2,489 unique calls, including 1,530 from 911. Of these, 1,198 mobile crisis team dispatches were successfully completed. Emergency services were requested by mobile crisis teams in 4% of events responded to.

- Toronto Community Crisis Service mobile crisis teams provided a wide range of on-site supports including risk assessments, direct crisis care, facilitating access to information and resources, safety planning, and meeting basic needs.

- Mobile crisis teams made over 700 referrals to community-based follow-up supports and enrolled over a quarter of service users (28%) in post-crisis case management.

- The cultural supports most commonly referred to included those for Africentric and West Indian/Caribbean-centric supports and Indigenous-specific supports, which reflects and aligns with the previously identified underserved communities of interest.

- System-level capacity gaps in key support services such as housing, shelter and safe beds, and specific service subtypes like harm reduction and Indigenous-specific services have impeded mobile crisis teams' ability to successfully connect service users to needed follow-up supports.

- Toronto Community Crisis Service partners and staff showed a high level of individual and partner buy-in and willingness to collaborate, engagement in strong partnerships, and a collective commitment to continuous quality improvement.

- The Toronto Community Crisis Service core training curriculum emerged as a key implementation facilitator but one that was not equitably or sustainably implemented across partners. Expanding access across partners and revising core training content and processes that prioritize interpersonal interaction across intervention partners will support role clarity, trust, efficiency and effectiveness in service delivery, as well as reduce discrepancies in partner capacity and readiness.

- Adequate staff capacity and access to appropriate staff training and mental health supports are essential to promote workforce effectiveness and burnout prevention. Ensuring Toronto Community Crisis Service staff in all positions across partners have awareness of and access to ongoing training resources and workplace mental health supports will enable staff to successfully enact their respective roles for this intervention.

- Process improvements are required to increase role clarity, trust, efficiency and effectiveness in service delivery, particularly with regard to how Toronto Community Crisis Service staff and other first responders on site (police, fire and paramedic services) interact and work together with each other and with service users to meet service user needs.

- Existing technology and data system infrastructure is inadequate for the needs of the Toronto Community Crisis Service. Barriers include incompatible systems, duplicative processes, and differences in organizational capacity to meet data collection and reporting requirements. This context has increased the burden of data collection and reporting, impeding partners' overall capacity to participate in monitoring and evaluation; and negatively impacted the quality of resulting data. Quality improvement processes to improve the overall efficiency and quality of data collection and reporting have been identified and many are underway to mitigate challenges identified in this report.

- Race and disability data was missing at a rate of 96%. This critical data gap precludes determination of whether the Toronto Community Crisis Service is reaching its intended communities. Additional time and resources dedicated specifically toward quality improvement of sociodemographic data is essential to allow for evaluation of health equity and appropriateness across the intervention.

- Public awareness of the Toronto Community Crisis Service and community engagement activities have been limited to date; staff across partners report significant time spent explaining the intervention to service users in order to receive their consent. This, in turn, has increased burden on staff and created capacity pressures, particularly for 911 and Findhelp 211. While increased awareness is needed to reduce time spent by staff explaining the Toronto Community Crisis Service, increased awareness is also expected to yield an overall uptick in calls and sufficient staff capacity to manage this projected increase over time will be essential to sustainability.

Executive summary: Recommendations

In considering the primary and program data, and the varied implementation experiences and outcomes described across Toronto Community Crisis Service partners and staff, PSSP and Shkaabe Makwa evaluators developed a series of recommendations critical to continued successful implementation and future sustainability and scaling potential of the intervention. The recommendations listed here include a series of sub-recommendations or specific actions, which are detailed in the report body. In addition, recommendations are subject to the design and data limitations noted at the end of this report.

1. Commit more time and space to partnership and engagement activities within the intervention.

2. Streamline communication and transition protocols between partners, particularly other first responders.

3. Increase support for data system implementation and quality improvement in data collection and reporting.

4. Dedicate time and resourcing toward strengthening sociodemographic data collection processes.

5. Implement a co-designed, centralized and sustained ongoing training curriculum.

6. Build organizational capacity in Indigenous cultural safety amongst all partners to support recruitment and retention of Indigenous staff.

7. Design and implement a deliberate and robust community awareness and engagement campaign that targets strategies to community needs.

Given the developmental and utilization-focused approach to the evaluation of the Toronto Community Crisis Service, immediate next steps include revising the intervention's evaluation framework to improve the quality and feasibility of existing indicators and data collection processes based on the results of the current report. Following this report, PSSP and Shkaabe Makwa look forward to leading the Toronto Community Crisis Service project partners through the co-design and implementation of a revised framework to reflect the outcomes and impacts of this intervention on the health, safety and wellbeing of service users and their communities, the service providers who serve them, and the health, social and justice systems in which they are embedded. These outcomes will be reported in a follow-up evaluation report in 2023.

Background & context

In the City of Toronto, a growing demand for mental health and substance use services and a lack of community-based service capacity has led to an overwhelming reliance on acute care institutions, including 911, Toronto Police Service, and hospital emergency departments (1,2). In 2021, Toronto Police Service responded to 35,367 "Person in Crisis" calls made to 911 (3). Concurrently, emergency department visits for mental health and substance use-related needs have grown significantly across both the City of Toronto and province of Ontario as a whole in recent years (4, 5). Increasing access to appropriate, community-based mental health and substance use services is essential; evidence consistently indicates that by ensuring service users receive the right care, by the right service providers, in the right place, at the right time, will alleviate system pressures and improve service user experiences (2).

For the general population, calling 911 for crises or emergencies is considered to be the status quo; thus, a police-led response to mental health and substance use-related calls has remained the default service offering (1,2). From 2017 to 2021, mental health and substance use-related calls for service attended by police have increased by 23% in the City of Toronto (3). As such, there are more in-person interactions between police and individuals with mental health and substance use needs. However, evidence has consistently revealed that there is a lack of preparedness among police in appropriately responding to in-person mental health and substance use events and crises (1).

Maintenance of this status quo and continued endorsement of a police-led response to mental health and substance use events and crises has led to rising concerns related to quality of care, inequity, and distrust, particularly among Indigenous and other equity-deserving groups such as Black and 2-Spirited-LGBTQIA+ communities (2,7). Instead, there is growing evidence that non-police-led, community-based, mental health and substance use crisis response alternatives are needed (2). Community-based service models are associated with improved service user experiences and more positive service use outcomes, such as decreased injury rates, perceived stigmatization, emergency department visit rates, as well as increased referral rates to follow-up supports (2).

Following an extensive and evidence-informed community consultation process conducted in the fall of 2020. In February 2021, the City of Toronto approved the implementation and piloting of the Toronto Community Crisis Service: a non-police-led, community-based mental health and substance use crisis response service (7). Four geographical pilot regions were determined by analyzing Toronto Police Service crisis call volumes, as well as current mental health and supportive services needs and gaps across the City. The current report reflects the findings of an interim, six-month implementation evaluation conducted by third-party Evaluators from the Provincial System Support Program (PSSP) and Shkaabe Makwa at the Centre for Addiction and Mental Health (CAMH), who were retained by the City of Toronto to support and evaluate the program's implementation and impact.

Background & context

Intervention description

The Toronto Community Crisis Service (TCCS) received its first call on March 31st, 2022, with staggered launch dates across four geographical pilot regions across the City of Toronto: Downtown East, Downtown West, Northeast and Northwest (**Figure 1**).

The TCCS aims to provide an alternative to traditional, police-led models by responding to mental health and substance use-related calls through a non-police-led, community-based crisis response service. The TCCS is grounded in several guiding principles:

1. Enable multiple coordinated pathways for service-users to access crisis and support services

2. Ensure harm-reduction principles and a trauma-informed approach are incorporated in all aspects of crisis response

3. Ensure a transparent and consent-based service

4. Ground the service in the needs of the service-user, while providing adaptive and culturally relevant individual support needs;

5. Establish clear pathways for complaints, issues and data transparency
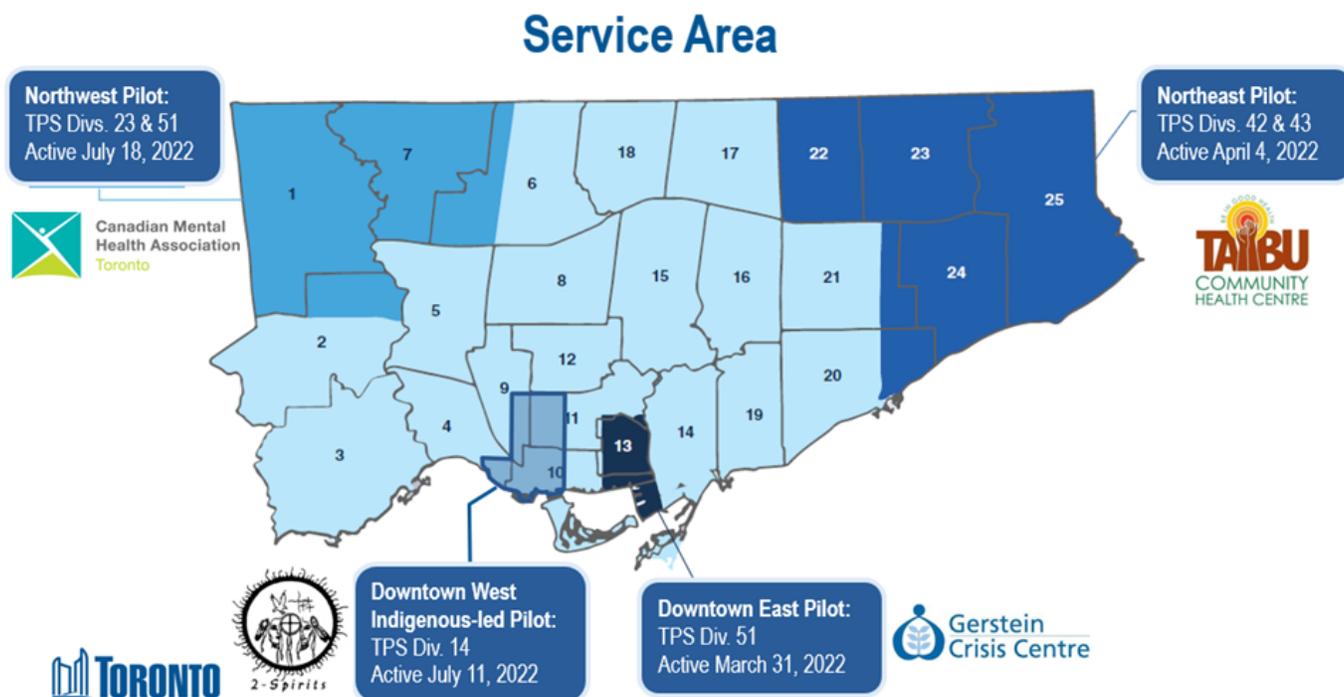
Figure 1. Toronto Community Crisis Service pilot regions

Background & context

Partnerships involved

In practice, the TCCS is characterized by collaborative partnerships between the City of Toronto, Toronto Police Service (TPS), Findhelp 211 (211), and lead community-based health organizations anchored within each geographical site ("anchor partners"), who have come together to establish a non-police-led, community-based service pathway for mental health and substance use-related emergency service calls received by 911, 211, or directly by anchor partners. The four community anchor partners currently participating in the TCCS include the Canadian Mental Health Association – Toronto (CMHA-TO), Gerstein Crisis Centre (Gerstein), TAIBU Community Health Centre (TAIBU), and 2-Spirited People of the 1st Nations (2-Spirits), which is leading an Indigenous-led pilot. Participating anchor partners and their community service network are summarized in **Table 1a**, along with their overlapping police divisions and launch dates. Additionally, **Table 1b** illustrates the hours of operation of each anchor partner, which has been modified over the course of implementation.

Table 1a. Anchor partners participating in TCCS

Pilot region	Police division	Community anchor partner	Launch date	Community service network
Downtown East	51	Gerstein Crisis Centre (Gerstein)	March 31st, 2022	Strides Toronto, Toronto North Support Services, Unity Health Toronto, WoodGreen Community Services, Health Access St.James Town, Inner City Health Associates, Regent Park Community Health Centre, Family Services Toronto
Northeast	42 & 43	TAIBU Community Health Centre (TAIBU)	April 4th, 2022	Scarborough Health Network, Canadian Mental Health Association - Toronto, Centre for Addiction and Mental Health, Scarborough Centre for Healthier Communities, Hong Fook Mental Health Association, Black Health Alliance, Strides Toronto
Downtown West	14	2-Spirited People of the 1st Nations (2-Spirits)	July 11th, 2022	ENAGB Indigenous Youth Agency and Niiwin Wendaanimak / Four Winds Indigenous Health and Wellness Program, based out of Parkdale Queen West Community Health Centre
Northwest	23 & 31	Canadian Mental Health Association–Toronto (CMHA-TO)	July 18th, 2022	Addiction Services of Central Ontario, Black Creek Community Health Centre, Black Health Alliance, Caribbean African Canadian Social Services, Jane and Finch Community and Family Centre, Rexdale Community Health Centre and Yorktown Family Services

Table 1b. Hours of operation of anchor partners

Pilot region	Police division	Community anchor partner	Hours of operation
Downtown East	51	Gerstein Crisis Centre (Gerstein)	March 31st - July 8th, 2022 for 24 hrs every day EXCEPT for Sat 7am until Sun 7am July 9th - September 9th, 2022 for 24 hrs every day EXCEPT for Saturdays 7pm until Sun 7am September 10th - September 30th, 2022 for 24 hrs every day
Northeast	42 & 43	TAIBU Community Health Centre (TAIBU)	April 3rd - July 8th 2022 for 24 hrs every day EXCEPT for Sat 7am until Sun 7am July 9th - September 9th 2022 for 24 hrs every day EXCEPT for Saturdays 7pm until Sun 7am September 10th - September 30th, 2022 for 24 hrs every day
Downtown West	14	2-Spirited People of the 1st Nations (2-Spirits)	July 11th - September 30th, 2022 for 24 hrs every day July 18th - September 30th, 2022 for 24 hrs every day EXCEPT for Saturdays 7am until Sun 7am
Northwest	23 & 31	Canadian Mental Health Association – Toronto (CMHA-TO)	July 18th - September 30th, 2022 for 24 hrs every day EXCEPT for Saturdays 7am until Sun 7am

Background & context

Call pathway

There are three primary sources from which a call can enter the TCCS. The primary intake source at this time is via 911; secondary intake is via 211 and tertiary intake directly through a community anchor partner (i.e., "in the community"). When 911 serves as the entry source, calls are received by 911 Call Operators and are assessed for TCCS eligibility. If the call fits the TCCS' criteria and the caller consents to being transferred to the TCCS, calls are then transferred to 211. From there, 211 Service Navigators conduct a secondary safety assessment; depending on the nature of the call, the call is then routed to one of three general pathways:

1. Mobile Crisis Team: There is an identified and urgent need for mobile crisis teams to be dispatched and respond to a person in crisis on site.

2. Information and Referral (I&R): Caller needs can be met by 211's in-house information and referral services; mobile crisis team dispatch is not required.

3. Emergency: There is an identified need for emergency services (e.g., police, fire, paramedic) to be involved due to there being an imminent safety risk; the call is then transferred back to 911.[1]

When 211 serves as the entry source, the steps outlined above are also followed; the only difference with this entry source is the TCCS call pathway "starts" with 211. Individuals are calling 211 directly, with no initial involvement with 911. The third entry source is from the community directly to a community anchor partner. Occasionally, a dispatch is generated from either a call made to an anchor partner's direct referral line (only Gerstein is operating a direct line at this time), a call made during an outreach in the community, or a call transferred from a separate alternative response pilot led by TPS and Gerstein that is operating concurrently with the TCCS. **Figure 2** illustrates a simplified overview of the TCCS call pathway.
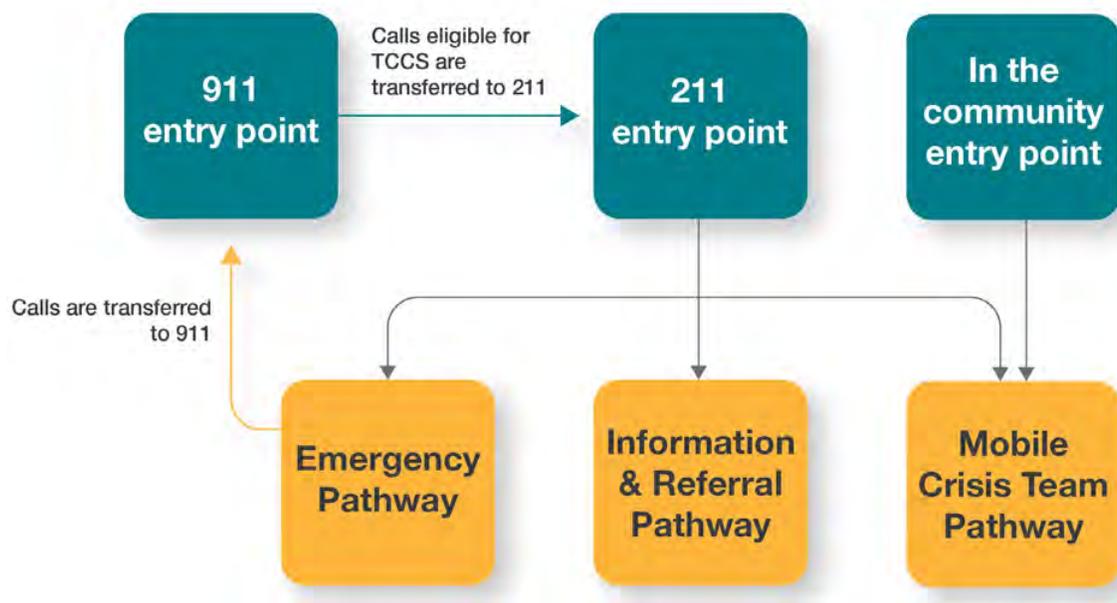
Figure 2. Overview of the TCCS call pathway

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[1] There are other, lesser common reasons that may require a call to be routed into the emergency pathway. For example, a mobile crisis team is not available or a call outside of the pilot regions was sent in error.

Background & context

Eligibility criteria

Calls are considered in scope for TCCS if they are located within one of the four geographical pilot regions and fall into one of six eligible TCCS call categories (i.e., event types): *Thoughts of Suicide/Self-Harm, Person in Crisis, Wellbeing Check, Distressing/Disorderly Behaviour, Dispute, and Advised*. A seventh event type, *Unknown*, is used by 211 in cases where calls generally fit the eligibility criteria for TCCS but do not quite fit the exact definition of any of the other six event types; it can also be used in cases where a call ended prematurely. Calls are in scope only when there is no safety risk or violence identified. Individuals who are offered TCCS services must be 16 years of age or older and must consent to receiving the service. Eligibility criteria, as well as the definitions of event types, can be found in **Appendix A**.

Infrastructure and resourcing

The TCCS' mobile crisis teams are independently operated by each anchor partner, with each multidisciplinary team specifically recruited and trained to respond to the unique characteristics and needs of their sites. Staffing complements include trained crisis workers, harm reduction workers, and peer support staff. The mobile crisis teams meet with consenting service users on site to assess and respond to crisis needs, providing a range of direct, person-centred, culturally relevant supports and services. In addition to providing immediate and direct crisis care, mobile crisis teams connect consenting service users to case managers or similar follow-up supports, who work with service users to further assess their needs, develop a care plan, and facilitate access to appropriate community-based follow-up supports. To bolster this process, each anchor partner has established community service networks of partnering organizations within their geographical boundaries.

Key infrastructure supporting the TCCS includes administrative support and leadership from the City of Toronto as well as dedicated leaders and human resources within TCCS partners. Dedicated data systems (e.g., administrative records and client management software) and technology (e.g., two-way radios) support data capacity and information sharing, which aids in care coordination in the TCCS service pathway in addition to informing quality improvement efforts. Education and outreach are embedded to assist with community

engagement and awareness of this intervention. Finally, a robust community-based oversight and accountability structure, which includes advisory bodies for each partner and the intervention as a whole, supports adherence to the TCCS's guiding principles and values. Similarly, embedded third-party monitoring and evaluation aims to support evidence-based decision-making, quality of care, and accountability throughout implementation.

Intervention overarching theory

The intervention overarching theory was co-designed with TCCS partners and describes how the TCCS is expected to achieve its goals. The TCCS theory of change posits that if calls from multiple coordinated access points can be successfully diverted to a community-based crisis response that is harm reduction- and trauma-informed, consent-based, culturally safe and person-centred, then service users will experience safety in their service interaction, crisis stabilization, and connection to follow-up supports. Over time, increased diversion of calls from institutions (e.g., 911, police, hospitals) to appropriate community-based care, would result in positive system-level outcomes, with long-term impacts on community trust, safety, health, and well-being. The TCCS theory of change is further articulated and depicted visually in **Appendix B**.

Two critical assumptions underlie this theory, which are essential for TCCS' successful implementation. The first is all TCCS partners have a baseline level of organizational readiness to change; a willingness to respond to emerging community needs will be essential for nurturing a trusting and successful partnership among involved service users and providers. The second key assumption is the community-based follow-up supports in which the TCCS aims to refer service users, actually have the capacity and availability to accommodate and meet the needs of new service users in a timely manner.

Background & context

Indigenous-led partner evaluation framework

In addition to the overarching Theory of Change, an Indigenous-specific evaluation framework was co-created by 2-Spirits program staff, partners, and 2-Spirits Advisory Group members, and is an example of a community-driven theory of change grounded in local context and Indigenous Worldviews. The 2-Spirits evaluation framework is directly aligned with both the overarching Theory of Change (and its assumptions), and the 2-Spirits program model. The 2-Spirits program model was co-created by 2-Spirits staff and partners, as well as members of the community and the 2-Spirits Advisory Group prior to the program implementation. The rationale for creating a different visual to depict the program theory from Indigenous perspectives was for 2-Spirits and its community to utilize language that was appropriate to their context, and to also acknowledge principles and values that guide the 2-Spirits TCCS program. Moreover, 2-Spirits staff and partners designed a framework image that is relational and accessible to their community as it is grounded in traditional teachings. Please refer to the 2-Spirits evaluation framework visual in **Appendix C**.

Evaluation overview

Goal of evaluation

As noted above, third party monitoring and evaluation is embedded in the Toronto Community Crisis Service (TCCS) to support implementation, operations, and sustainability. The TCCS evaluation was designed to evaluate the implementation of the TCCS itself as well as its outcomes over a 12-month period. More specifically, the TCCS evaluation has several aims:

- Demonstrate strengths and weaknesses of the model

- Document and articulate key processes and outcomes associated with implementation

- Explore service user, service provider, system and community experiences and outcomes

- Identify opportunities for iterative quality improvement

- Identify facilitators and barriers to implementation and sustainability

This interim report presents the preliminary results of a six-month implementation evaluation (March 31st, 2022 to September 30th, 2022). A final outcome evaluation report, 12 months post-implementation, will follow in 2023.

Development of the key domains for the implementation evaluation were guided by an evidence-based framework commonly employed in health services implementation research (8); the domains were adapted based on TCCS' context, priorities, and stakeholder feedback gathered to date. Operationalization of these domains was guided by the TCCS Theory of Change (**Appendix B**). These domains include the following:

- *system integration*, or the extent to which TCCS has successfully engaged with existing institutions and systems of care;

- *adoption*, or the extent and nature of initial uptake and utilization of TCCS across settings and stakeholders;

- *appropriateness*, which speaks to the fit and relevance of TCCS for the City of Toronto in its current context; and,

- *feasibility*, which reflects the extent to which TCCS is useful and can practically, be carried out as intended.

Evaluation questions

The key evaluation questions specifically explored in this six-month implementation evaluation report are summarized below (**Table 2**). Each guiding question includes a series of sub-evaluation questions further guiding inquiry into each domain. Evaluation questions, sub-evaluation questions, and corresponding measurement details are further articulated in the TCCS Evaluation Matrix (**Appendix D**).

Table 2. Key implementation evaluation questions

Evaluation question	Implementation domain
1. To what extent were non-emergency 911 mental health and crisis-related calls diverted to the Toronto Community Crisis Service? Example sub-questions: What were the call characteristics and volumes at each point of the service pathway?	System integration
2. To what extent were service user connections made to appropriate community-based follow-up supports through the Toronto Community Crisis Service? Example sub-questions: What proportion of calls resulted in a follow-up call? What proportion of calls resulted in a community-based service referral?	System integration
3. How was the Toronto Community Crisis Service implemented? Example sub-questions: How were partnerships and collaborations formed and leveraged? How were service providers trained?	Adoption
4. How feasible was it to implement and deliver the Toronto Community Crisis Service? Example sub-questions: What factors impeded or facilitated implementation?	Feasibility
5. How suitable is the Toronto Community Crisis Service for the system and setting in which it is operating? Example sub-questions: What is working well in service delivery, and not working well? What unintended consequences or opportunities emerged as a result of implementation?	Appropriateness

Evaluation design & methodology

Co-design and collaboration

The Toronto Community Crisis Service (TCCS) evaluation was co-designed to be evidence-based, useful, feasible, participatory, and meaningfully inclusive and reflective of local community values and perspectives. Evaluation planning was facilitated by PSSP and Shkaabe Makwa evaluators and took place over an extended consultation and iterative co-design phase with project partners from June 2021 to March 2022. The preliminary evaluation matrix was first finalized shortly ahead of TCCS's launch on March 31st, 2022. To ensure the evaluation design was relevant and appropriate for all partners, Evaluators engaged in and facilitated ongoing individual and collective consensus-based discussions leading up to, and throughout the TCCS' implementation. Feedback loops via regular check-ins with individual partners and quarterly all-partner collaborative working meetings were used throughout the implementation process to endorse evaluation responsiveness to emerging needs and issues.

A series of guiding principles have supported the operationalization of this evaluation design. These were co-determined by the City of Toronto and TCCS partners in response to the community consultation conducted prior to implementation:

- Foster transparent and data-driven processes
- Incorporate culturally safe and culturally relevant methods
- Account for and engage diverse stakeholder perspectives including communities with lived and living experience
- Apply flexible and adaptable approaches to data monitoring
- Consider practicality and efficiency
- Foster reciprocity by sharing evaluation information with stakeholders
- Inform decision-making for ongoing programming

Theoretical frameworks

The TCCS evaluation guiding principles were informed by several theoretical evaluation frameworks that have been adapted for use in the context of the TCCS. Because the TCCS is a unique model, implemented in a complex setting, the evaluation first draws on the practices of *Realist Evaluation* (9), which prioritizes the understanding of how program mechanisms interact with implementation contexts to produce the expected outcomes. Second, because the TCCS is a pilot project operating in a complex and dynamic environment subject to a wide range of internal and external influences, this evaluation takes a *Developmental Evaluation* approach, which anticipates the need to adapt and respond to expected and unexpected changes that occur during the course of implementation (10). Third, a *Utilization-Focused Evaluation* lens was used to define the scope of the evaluation according to the likelihood of utilizing the resulting data and evaluation processes by the TCCS partners and immediate stakeholders (11). Lastly, *Indigenous-Led Evaluation* principles are incorporated throughout the TCCS evaluation to meaningfully address the unique priorities, needs, and contributions of Indigenous communities and partners (12).

The role of an Indigenous lens in this process is to centre Indigenous ways of knowing in the design and implementation of the evaluation. The Indigenous-led evaluation approach includes weaving the 2-Spirits program model values, which refer to the Seven Grandfather teachings of **Love, Respect, Bravery, Truth, Honesty, Humility & Wisdom** into the evaluation process from the very beginning. These values supported the implementation of a community-driven approach that is practical, relevant, and reflective of the 2-Spirits community and their voices, as well as the fostering of meaningful relationships and connections.

These four frameworks share a collective focus on stakeholder participation and co-design, context-specificity, flexibility, usefulness, cultural safety, and use of mixed methods. Together, the frameworks have informed the overall design of the TCCS evaluation. As a result, the TCCS evaluation is a participatory, interactive mixed methods evaluation that includes both quantitative and qualitative data collected by different methods from a wide range of sources and stakeholders. Measures and data sources included in the current implementation evaluation are summarized in the following section.

Evaluation design & methodology

Data sources and collection

As noted above, a variety of primary and secondary mixed method data sources were included to ascertain that a robust and diverse perspective was included. For the purposes of this implementation evaluation, the primary quantitative data source includes secondary administrative records from the data systems of all partners participating in the delivery of the TCCS. Primary mixed methods surveys related to implementation experience and training, were administered in some stakeholder groups, yielding both quantitative and qualitative data. Finally, two validated quantitative survey tools measuring collaboration (Wilder Collaboration Factors Inventory (13)) and readiness to change (Organizational Readiness for Implementing Change (ORIC) (14)) were administered; baseline data from these tools is reported in the current report with the a follow-up analysis of change over time (six months), which will be analyzed and reported in the final outcome evaluation report.

To further complement and add nuance to the quantitative data, an implementation tracker was completed and submitted on a monthly basis by all TCCS partners and the City of Toronto. This tool was used to qualitatively document key implementation activities, facilitators and barriers from pre-launch or launch to the time of implementation evaluation. Lastly, qualitative semi-structured interviews and focus groups were conducted to explore stakeholder experiences related to the core components of implementation, including partnership development, training, data systems, unintended consequences and perceived implementation facilitators and barriers.

Data collection took place over six months throughout the course of implementation, from March 31st, 2022 to September 30th, 2022. Data sources, frequency and timing of data collection is summarized in **Table 3** below.

Table 3. Data types, sources, and collection timelines

Data type	Data source	Description of data	Examples of data measures	Collected from	Frequency of data collection
Quantitative	Administrative records	Secondary administrative and chart data generated through routine administration of the service that is abstracted monthly from existing data systems	Call volumes, wait times, demographics	All TCCS partners	Monthly
	Organizational Readiness for Implementing Change (ORIC) tool (13)	Primary data generated through a 12-item tool that assesses determinants and consequences of readiness to change; collected at baseline and six months.	Commitment to change, confidence in implementation	All TCCS partners	Baseline (August-September 2022) and six months later
	Wilder Collaboration Factors Inventory (Wilder) (12)	Primary data generated through a 44-item tool that reflects experiences of 22 success factors for collaboration; collected at baseline and six months.	Mutual respect, favourable political and social climate	All TCCS partners	Baseline (August-September 2022) and six months later
Qualitative	Implementation tracker	Primary data reflecting longitudinal implementation experiences generated through monthly tracking	Implementation facilitators and barriers, risks and issues	All TCCS partners	Monthly
	Focus groups and/or individual interviews	Primary data generated from cross-sectional semi-structured conversations	Partnership formation, unintended consequences, service delivery facilitators and barriers	All TCCS partners	Cross-sectional; August-September 2022
	Reflexive Circle and Art-based activity	Primary data generated from an Indigenous-led Reflexive Circle and the Anishnaabe Symbol-Based Reflection (art-based activity)	Partnership formation, unintended consequences, service delivery facilitators and barriers	2-Spirits	Cross-sectional; August-September 2022
Mixed Method	Service provider survey	Primary data reflecting implementation experience generated through cross-sectional, closed-ended survey items	Partnership formation, unintended consequences, service delivery facilitators and barriers	All TCCS partners	Cross-sectional;August-September 2022
	TCCS Training survey	Primary data reflecting TCCS staff experience and outcomes of the TCCS training curriculum generated through closed- and open-ended survey items administered at two time points (pre- and post-training) for two staff cohorts	Change in confidence in skills and knowledge, satisfaction, demographics	Community anchor partners	Pre-post each of two training cohorts; February-March and May-June 2022

Evaluation design & methodology

Participants and recruitment

A range of stakeholder groups are represented in the TCCS evaluation. For the purposes of this report and its focus on implementation, primary participant groups included service providers, management and leadership from across TCCS partners including the City of Toronto, TPS, 211, and the four community anchor partners: Gerstein, 2-Spirits, TAIBU and, CMHA-TO. In addition, three service user testimonials were gathered ad-hoc and are included for interest and in anticipation of the outcome evaluation report to follow.

Participants were recruited using purposive, convenience and snowball sampling methods. A total of 20 focus groups, 14 individual semi-structured interviews and one Reflexive Circle in combination with the Anishnaabe Symbol-Based Reflection (15) (art-based activity) were conducted with a total of 71 individuals from across partners and staff levels. Participants were asked to reflect on their overall implementation experience and narrative. Interviews, focus groups and the Reflexive Circle were audio-recorded and transcribed verbatim. Another 43 individuals completed the mixed method service provider survey on the same broad topic. It is important to note that this sample is not equally representative of all participating partners or all staffing levels within a particular organization; participants were recruited from across partners based on availability and capacity to participate at a cross-sectional point in time; staff roles, organization size, stage of implementation, and data being collected in the summer months all influenced recruitment. Participants and sample sizes for each group are summarized in **Table 4** below.

Table 4. Participant groups and sample sizes participating in cross-sectional interviews, focus groups and survey

Participants	Partner	Participant level	Sample size (N)	
			Focus group or interview	Service provider survey
Funder/ Administrator	City of Toronto	Senior leadership	n/a[a]	n/a
		Project management	5	
TCCS partners	Toronto Police Services	Senior leadership	n/a	23
		Project management	6	
		Staff supervisors	3	
		Direct care provider: *Police Officers*	6	
		Direct care provider: *Mobile Crisis Intervention Team*	2	
		Direct care provider: *911 Call Operators*	6	
	Findhelp 211	Senior leadership	3	8
		Project management	2	
		Staff supervisors	3	
		Direct care provider: *Service navigators*	11	
	Gerstein 2 Spirits TAIBU CMHA-TO	Senior leadership	1	17
		Project management	8	
		Direct care provider: *Crisis team staff*	11[b]	
		Direct care provider: *Case managers*	6	
Service users	First-person service users (people in crisis)		3[c]	n/a
	Third-party service users		n/a	n/a
Community			n/a	n/a
Total number of unique participants			71	43

[a] n/a refers to participant groups not included in the current report
[b] Includes reflexive circle participants
[c] n=3 service user testimonials were collected

Evaluation design & methodology

In addition to the cross-sectional interviews, focus groups and/or the mixed method survey, 56 community anchor partner staff completed the pre-post TCCS training survey. The Implementation Tracker, Wilder and ORIC tools were collectively completed by each partner; and again, baseline data from the Wilder and ORIC are referred to descriptively only in the current report pending pre-post results. Finally, community anchor partner staff approached a convenience sample of service users to provide verbal testimonials during follow-up using several pre-determined prompts, which were transcribed and are reported verbatim (n=3).

Informed consent

All individuals provided informed consent to participate in this evaluation. Each participant in either the interviews, focus groups or the Reflexive Circle received an information package detailing the evaluation as well as the data collection process, purposes, and risks and benefits for participants; Evaluators reviewed this information with each individual and collected verbal consent prior to commencing the interview or focus group and audio-recording the session. To ensure that both the participating individual and the space of connection were safe, inclusive, and respectful, an ongoing consent process occurred. In order to achieve this space, the Evaluators created continuous opportunities for checking-in, moments of reflection, and a conversational approach to connecting. These approaches created reciprocal dialogue and increased levels of comfort and relationality amongst all participating individuals.

Survey participants received an online link to an anonymous SurveyMonkey survey, which required individuals to review the same information package before allowing them access to the survey; by completing and submitting the survey, individuals were aware that this implied their consent to participate in the evaluation.

Analysis

To support integration of findings, a range of analytical techniques were used. Quantitative data was cleaned and imported for analysis using primarily descriptive statistics, such as frequencies and proportions; where longitudinal data was available and sample sizes permitted, non-parametric inferential tests of difference between groups or time points were employed. Quantitative data analysis was conducted via Microsoft Excel and IBM SPSS.

Qualitative data was primarily analyzed using inductive thematic analysis (16), a process in which data are iteratively and hierarchically organized into key themes within and across groups. Grounded Theory (17) was also used, which allows for unanticipated themes to organically emerge from the data, which is relevant given the complex and fluid nature of this intervention. Qualitative data were coded by a team of four PSSP & Shkaabe Makwa Evaluators; all qualitative data was coded by a minimum of two Evaluators who reached consensus with each other prior to reviewing higher-order themes and reaching consensus across all four Evaluators. Qualitative data analysis was conducted via Microsoft Excel and NVivo.

Results: Evaluation Question 1

The results of this evaluation are reported and organized sequentially according to the key evaluation questions detailed in **Table 2**. Results for the third and fourth evaluation questions are reported together as one fulsome section to support flow, in response to the interwoven themes that emerged from the data. Reporting of results was based on the collective analysis and interpretation of the range of primary and secondary mixed method data collected.

Evaluation Question 1: To what extent were non-emergency 911 mental health and crisis-related calls diverted to the Toronto Community Crisis Service?

This evaluation question speaks to the overall call intake, triage and diversion process of the Toronto Community Crisis Service (TCCS). Data in response to this question primarily include administrative records from 911 and 211 data systems. In this section, the entry source of all TCCS calls are described first, followed by the outcomes of those calls from all sources in each of the main three pathways: Mobile Crisis Team pathway, Information and Referral (I&R) pathway, and Emergency pathway. The subsequent section details calls that specifically originate from 911, which depicts the extent of call diversion from 911. Call and dispatch times are then described, followed by a final section describing Toronto Police Service (TPS) Primary Response Unit (PRU) and Mobile Crisis Intervention Team (MCIT) data for added context in interpreting these results.

Toronto Community Crisis Service calls originating from all sources

Origin of TCCS calls from all sources

Program data provided by the City of Toronto indicate that between March 31st, 2022 and September 30th, 2022, the TCCS successfully received 2,489 calls from all three primary sources. Of the successfully received calls, the majority were from 911 (1,530 calls; 62%), followed by 526 calls made directly to 211 (21%), and 284 calls that originated from the community (11%), which can include other crisis programs or TCCS partners' existing crisis lines (e.g., Gerstein has a direct crisis line that has established a process by which to transfer calls to TCCS). At the time

of writing this report, the source of the remaining 149 calls (6%) are still to be determined (see **Limitations**). Counts and proportions of all 2,489 calls by origin are summarized below in **Table 5**.

In addition to the 2,489 calls that were eligible for TCCS, there were 412 incomplete records, meaning there is partially missing data that preclude their inclusion in the current analysis at this time; these records are currently under further review and verification (see **Limitations**). Another 123 calls involved individuals who were following up with 211 and/or 911 for an update on the status of an existing event; 85 of these repeat calls were from police (69%) and the other 38 calls were from the general public (31%). These records are also excluded from further analysis.

Table 5. Origin of TCCS calls from all sources[a, b]

Source of TCCS call	Count (%)
911	1,530 (62%)
211	526 (21%)
In the community	284 (11%)
To be determined[c]	149 (6%)
Total number of successfully received calls	**2,489**

[a] 412 incomplete records are excluded from the total count of 2,489 calls.
[b] 123 follow-up calls are excluded from the total count of 2,489 calls. 85 of these calls were from police (69%) and 38 of these calls were from the general public (31%).
[c] There are 149 calls where the source of the call has yet to be identified at the time of writing this report.

Results: Evaluation Question 1

Pathway of successfully received TCCS calls from all sources

In reference to the successfully received calls (n = 2,489), 2,092 of those calls resulted in a dispatch of a TCCS mobile crisis team (84%). Another 121 calls (5%) were transferred to 911, while 103 were triaged to information and referral (4%). Outside of these three primary pathways, there were 117 call records (5%) in which the caller either refused the service and/or hung up. An additional 35 calls (1%) did not proceed due to technical issues (e.g., dropped calls); similarly, another 21 calls (1%) also experienced technical issues (e.g., dispatch requests being rejected, mostly due to error). **Figure 3** depicts the outcome pathway of TCCS calls from all sources. Further details with respect to the source and outcomes of TCCS calls in the mobile crisis team, I&R, and emergency pathways are outlined in the sections that follow.
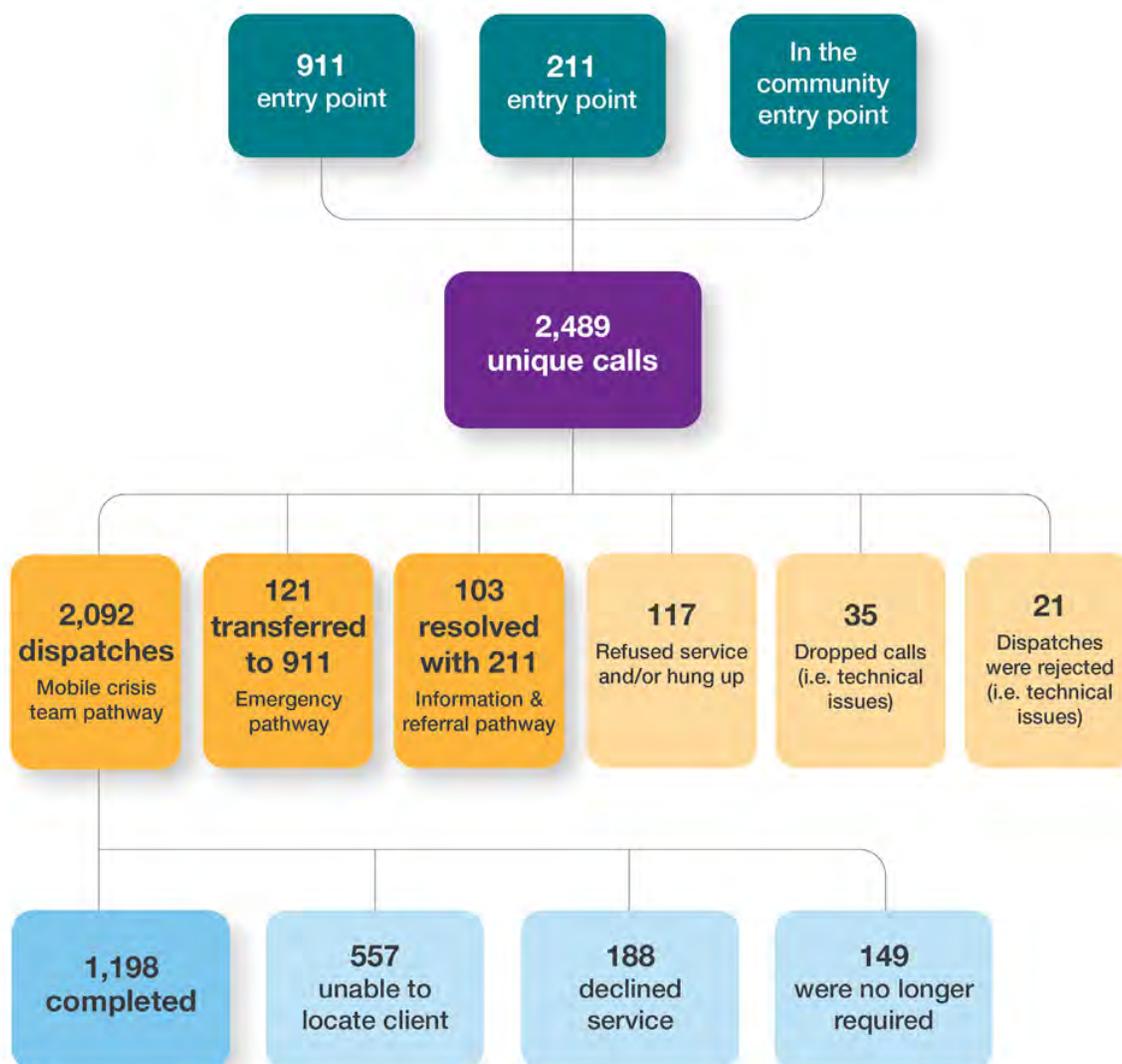
Figure 3. Outcome pathway of TCCS calls from all sources

Results: Evaluation Question 1

Mobile crisis team pathway: Origin and outcomes of calls

Origin of TCCS mobile crisis team dispatches

With respect to intake source, 1,324 dispatches (63%) originated from 911 callers, 486 dispatches (23%) originated from 211 callers, and 282 dispatches (13%) originated from callers in the community. Counts of all dispatch sources are summarized below in **Table 6**.

Table 6. Origin of mobile crisis team dispatches

Source of mobile crisis team dispatch	Count (%)
911	1,324 (63%)
211	486 (23%)
In the community	277 (13%)
Total number of mobile crisis team dispatches	**2,092**

Outcomes of TCCS mobile crisis team dispatches

From among the 2,092 dispatches, mobile crisis team successfully completed a majority (1,198 dispatches; 57%). The second most common dispatch outcome was when a client could not be located, which occurred in approximately a quarter of records (557 dispatches; 27%). An additional 188 dispatches (9%) resulted in the service being declined, while another 149 dispatches (7%) no longer required support from a mobile crisis team after the dispatch was made. Counts of all dispatch outcomes are summarized in **Table 7**.

Table 7. Outcomes of mobile crisis team dispatches

Mobile crisis team dispatch outcome	Count (%)
Completed	1,198 (57%)
Client cannot be located	557 (27%)
Service declined	188 (9%)
Service no longer required	149 (7%)
Total number of mobile crisis team dispatches	**2,092**

Wrap-Up details

All dispatches contain wrap-up details to further describe any additional context of what happened during a dispatch, its outcome, and whether other emergency services were involved. Wrap-up details may also contain information around next steps for clients, such as emergency department visits, follow-ups, and/or referrals. The next few paragraphs highlight these wrap-up details.

TCCS mobile crisis team involvement with other emergency services

Emergency services were requested by mobile crisis teams in a relatively small number of records. Out of 2,092 total dispatches, only 90 dispatch records requested emergency services (4%). More specifically, 53 dispatches requested police for back up, 36 dispatches requested paramedic services, and one dispatch requested fire services. Similarly, there have been events where mobile crisis teams arrived on site and encountered other emergency services already on site before their arrival. Contrary to the previously described scenario, mobile crisis teams did not formally request emergency services in these cases. This was the relatively more common involvement with other emergency services (if any), with there being 262 dispatch records of this type of interaction (13%). Specifically, City of Toronto program data indicate that TCCS staff recorded 202 dispatches in which police were already on site (with MCIT co-attending 34 out of those 202 dispatches), 120 dispatches with paramedic services, and 17 dispatches with fire services in attendance. For any of these 262 dispatch records, there may be more than one emergency service on site at the same time, hence it is counted once. **Table 8** summarizes mobile crisis team involvement with other emergency services.

Table 8. Mobile crisis team involvement with other emergency services during a dispatch

Involvement type with other emergency services	Count (%)
None	1,740 (83%)
Emergency services already on site[a]	262 (13%)
Mobile crisis team requested emergency services[b]	90 (4%)
Total number of mobile crisis team dispatches	**2,092**

[a] 202 dispatches had police (with MCIT co-attending 34 out of those 202 dispatches), 120 dispatches had paramedic services, and 17 dispatches had fire services. For any of these 262 dispatch records, there may be more than one emergency service on site at the same time.
[b] 53 dispatches requested police, 36 dispatches requested paramedic services, and 1 dispatch requested fire services.

Results: Evaluation Question 1

Visits to the emergency department

A small number of dispatches resulted in an outcome of a visit to an emergency department (ED) (169 out of 2,092 dispatches; 8%). There were 62 dispatches (3%) where the client, in agreement with the mobile crisis team, visited an ED. Similarly, there were 55 dispatches (3%) where the client voluntarily requested the mobile crisis team to support their visit to an ED. Another 28 (1%) dispatches resulted in a visit to the ED due to there being an identified medical need. Twenty-four dispatches (1%) were transported by Toronto Police Services to hospital. At the time of writing this report, TPS has not validated whether or not these occurrences were under the Mental Health Act; quality improvement processes are underway to further validate and strengthen such reporting processes. The majority of dispatches (1,923 dispatches; 92%) did not result in an emergency visit (**Table 9**).

Table 9. Dispatches resulting in a visit to an emergency department

Dispatches resulting in an emergency department visit	Count (%)
None	1,923 (92%)
Voluntary; mobile crisis team recommendation/ collaboration with client	62 (3%)
Voluntary; client's request	55 (3%)
Emergency medical need	28 (1%)
Transported by Toronto Police Service[a]	24 (1%)
Total number of mobile crisis team dispatches	**2,092**

[a] At the time of writing this report, TPS has not validated if these occurrences were under the Mental Health Act; quality improvement processes are underway to further validate and strengthen this reporting process.

TCCS mobile crisis team follow-up and/or referrals

Out of the 2,092 dispatches, there were 565 records (27%) in which mobile crisis teams offered follow-up and/or referrals to clients, post-crisis. There were 327 follow-ups requested by the client, 158 records with a client requesting both a follow-up and referral, and 80 records where only a referral was made.

Emergency pathway: Origin of calls

Of all 2,489 successfully received calls, there were 121 calls that were transferred to 911 due to a number of reasons (e.g., imminent safety risk, risk of harm, inability to connect with the caller, mobile crisis team is not available). Seventy-nine of these calls originally came from 911 (65%). Two calls sent to 911 originated from 211 (2%) while the original source of the remaining 40 calls (33%) are still to be determined. Counts of all emergency pathway call sources are visualized below in **Table 10**. Outcomes of calls routed through the emergency pathway were not captured at the time of this report (see **Limitations**).

Table 10. Origin of emergency pathway calls

Source of emergency pathway calls	Count (%)
911	79 (65%)
211	2 (2%)
To be determined	40 (33%)
Total number of unique calls	**121**

Information and referral pathway: Origin of calls

Similar to the origin of dispatches (**Table 6**), a majority of I&R calls originated from 911 (41 calls; 40%). There were 19 calls (18%) that originated directly from 211, and one call (1%) that originated from in the community. The source of the remaining 42 calls (41%) are still to be determined. Counts of all I&R call sources are summarized below in **Table 11**. Further outcomes of all I&R calls can be found in Evaluation Question 2: To what extent were service user connections made to appropriate community-based follow-up supports through the Toronto Community Crisis Service?

Table 11. Origin of information and referral calls

Source of information and referral calls	Count (%)
911	41 (40%)
211	19 (18%)
In the community[a]	1 (1%)
To be determined	42 (41%)
Total number of unique calls	**103**

[a] Although in the community calls are normally routed to the mobile crisis team pathway (i.e., dispatch), the dispatch request may have been rejected and instead re-routed to the information and referral pathway.

Results: Evaluation Question 1

Toronto Community Crisis Service calls originating from 911

In the previous section, the source and outcome of all 2,489 TCCS calls were described. In this section, the outcomes of a subset of those calls, specifically originating from 911, are described. This highlights the extent of call diversion from 911 (depicted below in **Figure 4**).

As highlighted in **Table 5**, there were 1,530 TCCS calls that were originally from 911 and were transferred to 211.[2] Toronto Police Service data indicate that for the period between March 31st and September 30th, 2022, TPS Communications Operators identified an additional 1,043 calls made to 911 that met eligibility criteria for transfer to the TCCS, however the callers declined the offer for transfer. These calls are not included in the analysis. Collaborative quality improvement processes with PSSP, the City of Toronto and TPS are underway to determine how best to evaluate instances in which the TCCS is declined; future analyses will aim to include such data.
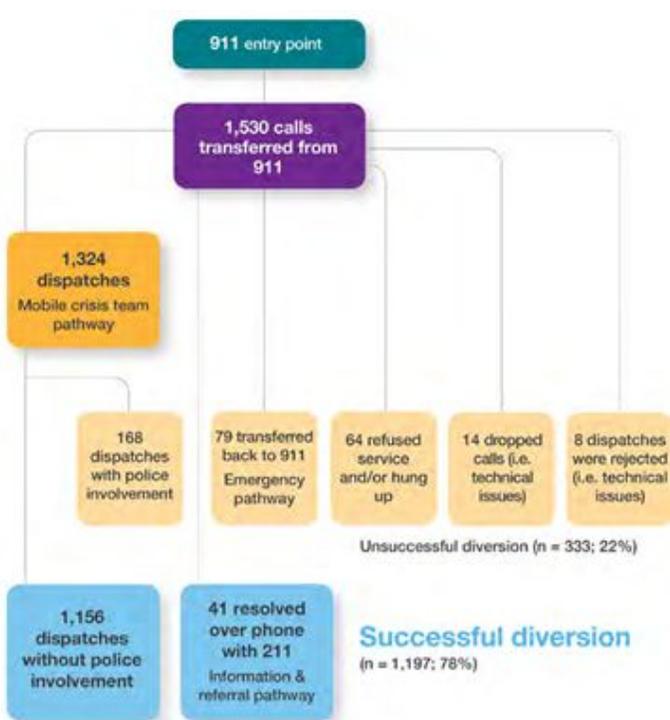
Figure 4. Outcomes of TCCS calls diverted from 911

The majority of successfully transferred calls (1,324 calls; 87%) resulted in a dispatch of the mobile crisis teams. Another 79 calls (5%) were transferred back to 911 while 41 calls (3%) were routed to information and referral. There were additional calls that did not route to the three, general pathways: after being transferred to 211, 64 calls (4%) refused service and/or hung up, 14 calls (1%) did not proceed further due to technical issues (e.g., dropped calls), and another 8 calls (1%) also experienced technical issues (e.g., mobile crisis team requests being rejected, mostly due to error).

A successful diversion in TCCS constitutes calls successfully transferred from 911 to 211, with no further police involvement recorded by TCCS staff.[3] Hence, this constitutes calls that resulted in information and referral (n = 41), and dispatches that did not have police involvement (n = 1,156). Thus, 1,197 calls (78%) transferred from 911 resulted in a successful diversion.

Conversely, an unsuccessful diversion in TCCS consists of transferred calls sent back to 911 via the emergency pathway (n = 79), where service was refused and/or the caller hung up (n = 64), and did not proceed further due to technical issues (dropped calls, n = 14; dispatch requested were rejected; n = 8). Unsuccessful diversion also consists of dispatches where police were involved (n = 168). Thus, 333 calls (22%) transferred from 911 resulted in an unsuccessful diversion at endpoint.

Call times

Between the March 31st, 2022 and September 30th, 2022 data collection timeframe, the average total wait time for a caller to be connected with a 211 Service Navigator was 1 minute and 36 seconds. The average length of an active call, where a caller is actively speaking with a 211 Service Navigator, is 7 minutes and 30 seconds. Thus, the average total length of time a caller spends on a 211 call is 9 minutes and 6 seconds. This is depicted in **Table 12a** below.

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[2] Toronto Police Service data indicate that for the period between March 31st and September 30th, 2022, TPS Communications Operators identified 2,673 calls made to 911 that met eligibility criteria, with these callers offered the option to be transferred to the TCCS. TPS records further indicate that 1,630 callers accepted the transfer. Due to data limitations attributable to business processes requiring manual data input, there is a slight discrepancy (approximately 100 calls) between the total number of recorded events transferred from 911 to 211 (1,630) and the total number of recorded events received by 211 from 911 (1,530). As business improvements and further data reviews are undertaken, this discrepancy will likely be resolved.
[3] Toronto Paramedic Services and Toronto Fire Services may still be present, separate from Toronto Police Service.

Results: Evaluation Question 1

Table 12a. Length of call times with 211

	Average Time
Total Prequeue seconds[a]	37.97
Total Inqueue seconds[b]	58.35
Total Wait Time (Prequeue + Inqueue) (minutes: seconds)	**01:36**
Active Call Time (minutes: seconds)	**07:30 (Median - 04:48)[c]**
Total Length of a Call (minutes: seconds)	**09:06**

[a] Prequeue refers to the "Notice of Collection of Personal Information" message that is recorded and played before going into the call queue.
[b] Inqueue refers to the call queue before a call is answered.
[c] The median is included to aid in understanding the data set used for calculating the average and whether it is skewed. In this scenario, the average active call time is greater than the median active call time. This means that there are more records with a longer active call time than there are records with a shorter active call time.

The same indicators shown in **Table 12a** are further disaggregated by month in **Table 12b**. It is worth noting that although March is included in this table, it does not depict the entirety of the month; data collection began on March 31st, 2022, with only one anchor partner (Gerstein) having launched at that time. This explains the much lower length of call times compared to April through September. With regards to the average total wait time, there is a slight uptick from April into May, followed by a decrease in June, and then a moderate stabilization onwards until September. A somewhat similar trend is observed with respect to the average active call time and average total length of a call. The longest length of these call times is observed in April, which may be attributable to staff familiarizing themselves with TCCS processes. There is then a decline in the average active call times and average total length of a call in the subsequent months.

Table 12b. Length of call times with 211 disaggregated by month

Call time type	March[a]	April	May	June	July	August	September
Average Total Prequeue Seconds (seconds)	0	54.69	54.69	34.8	33.99	33.97	33.85
Average Total Inqueue Seconds (seconds)	12.5	39	64	57.1	60.79	63.86	53.47
Average Total Wait Time (Prequeue + Inqueue) (minutes: seconds)	**00:12**	**01:34**	**01:59**	**01:32**	**01:35**	**01:38**	**01:27**
Average Active Call Time (minutes : seconds)	**01:12**	**13:00**	**11:23**	**08:46**	**06:31**	**05:55**	**05:30**
Average Total Length of a Call (minutes: seconds)	**01:25**	**14:34**	**13:22**	**10:18**	**08:06**	**07:33**	**06:58**

[a] Gerstein was the only partner that launched on March 31st, 2022.

Results: Evaluation Question 1

Dispatch and on-site interactions

Dispatch times

Dispatch times were captured at three time intervals: the amount of time it took for mobile crisis teams to arrive on site upon a dispatch approval, the amount of time it took for mobile crisis teams to complete a dispatch (with a completion status) upon arrival, and similarly, the amount of time it took for mobile crisis teams to complete a dispatch (with a non-completion status) upon arrival. The following sections describe each of these three time intervals.

Time to arrive on site

The average amount of time it took for all mobile crisis teams (across all anchor partners) to arrive on site was 22 minutes. The median was also 22 minutes, meaning this estimate is relatively reliable as the distribution of the data set is not skewed (see **Table 13**). In this data set, the 90th percentile is 1 hour and 18 minutes, meaning that 90% of all dispatches take less than 1 hour and 18 minutes to arrive on site upon a dispatch. A key variable to consider in arrival time differences between sites is the geographic context of each pilot region, with teams in larger catchments having to travel greater distances as a result (see **Figure 1**).

Table 13. Time to arrive on site [a, b, c]

Pilot region	Average time to arrive on site (hours : minutes)	Median time to arrive on site (hours : minutes)
Northeast (TAIBU)	0:32	0:23
Downtown West (2-Spirits)	0:21	0:22
Northwest (CMHA-TO)	0:15	0:25
Downtown East (Gerstein)	0:15	0:16
Total	**0:22**	**0:22**

[a] Includes only dispatches with the following statuses: "Completed", "Service Declined", "Service No Longer Needed", "Unable to Locate Client". This does not include dispatches with the status, "Mobile Crisis Teams Rejected Request".
[b] Does not include dispatches from the source, "In the Community".
[c] Removed records where the total length was below 0 minutes (i.e., completed time started before the arrival time) and records with a value over 1000 minutes (i.e., error in citing AM/PM, or a timestamp is missing).

Time from arrival on site to completion

A completed status is defined by dispatches where service users received services, and wrap-up actions have been performed by the mobile crisis teams. The average amount of time it took between teams arriving on site and completing a dispatch with a completed status was 1 hour and 23 minutes. The median time was 53 minutes, meaning there were more dispatches with a longer time to completion than there were dispatches with a shorter time to completion (see **Table 14**). In this data set, the 90th percentile time was 2 hours and 28 minutes, meaning 90% of records took less time than this to complete a dispatch with a completion status.

Table 14. Time from arrival on site to completion (with a completion status) [a, b, c]

Pilot region	Total average time from arrival on site to completion (hours: minutes)	Total median time from arrival on site to completion (hours : minutes)
Northwest (CMHA-TO)	1:40	1:02
Northeast (TAIBU)	1:31	1:00
Downtown West (2-Spirits)	1:22	0:50
Downtown East (Gerstein)	1:09	0:41
Total	**1:23**	**0:53**

[a] Includes only dispatches with the status, "Completed"
[b] Does not include dispatches from the source, "In the Community".
[c] Removed records where the total length was below 0 minutes (i.e., completed time started before the arrival time) and records with a value over 1000 minutes (i.e., error in citing AM/PM, or a timestamp is missing).

In contrast, a disposition status marked as "non-complete" resulted in one of the following scenarios: Unable to locate client, service declined, and service no longer needed. Although these dispatches were technically completed, no further engagement with a client actually takes place; this explains why the dispatch times for these scenarios were shorter in length. The average amount of time it took between teams arriving on site and completing a dispatch with a non-complete status was 36 minutes. The median time was 15 minutes, meaning there were more dispatches with a longer time to completion than there are dispatches with a shorter time to completion (see **Table 15**). In this data set, the 90th percentile time was 39 minutes, meaning that 90% of records took less time than this to complete a dispatch with a non-complete status.

Results: Evaluation Question 1

Table 15. Time from arrival on site to completion when service users were unable to be located, declined the service, or no longer required the service [a, b, c]

Pilot region	Total average time from arrival on site to non-completion (hours: minutes)	Total median time from arrival on site to non-completion (hours : minutes)
Downtown West (2-Spirits)	0:37	0:15
Downtown East (Gerstein)	0:36	0:15
Northeast (TAIBU)	0:36	0:15
Northwest (CMHA-TO)	0:31	0:22
Total	**0:36**	**0:15**

[a] Includes only dispatches with the status, "Completed"
[b] Does not include dispatches from the source, "In the Community".
[c] Removed records where the total length was below 0 minutes (i.e., completed time started before the arrival time) and records with a value over 1000 minutes (i.e., error in citing AM/PM, or a timestamp is missing).

Toronto Police Service (TPS): Primary Response Unit (PRU) and Mobile Crisis Intervention Team (MCIT) Data

Given that TCCS is presented as an alternative model to the status quo, exploring police and MCIT data can reveal a snapshot of how many mental health and substance use-related events occurred during the operational hours of the TCCS pilot. Police and MCIT data are presented within the TCCS implementation period (**Table 1a**) and within the service hours of all anchor partners (**Table 1b**). This section will report the counts of mental health calls for service attended by police, counts of mental health apprehensions by police, and counts of mental health calls for service attended by MCIT. Because of the significant differences in how data is counted and what is included, direct comparisons between TCCS and police data are not meaningful.

Mental health calls for service attended by TPS

Mental health-related calls for service are attended by at least two police officers, and include the following six event

types: a person in crisis, a person threatening suicide, a person attempting suicide, an elope, a jumper, and a person who has overdosed. Of these event type categories in the TPS mental health calls for service attended data (CFSA), only counts for person in crisis and threaten suicide event types would be within TCCS' scope if the minimum criteria were met for diversion: no weapons, not actively attempting suicide, no violence, and/or non-emergency.

Counts for a person attempting suicide, a jumper, and a person who has overdosed are out of scope and ineligible for TCCS due to there being an urgent, medical emergency, or in the case of the counts for an elope, a Form 9 request to apprehend under Section 28 of the Mental Health Act. It is important to note the TPS CFSA data does not include the event type, Wellbeing Check, as not all of these calls to 911 are mental health-related, whereas these event types are included in TCCS' count. **Appendix A** and **Appendix E** highlight TCCS' and TPS mental health CFSA's event types. Considering these limitations, the following results should be interpreted with caution.

Within the same timeframe, geography, and service hours of TCCS, police responded to a total of 4,157 mental health CFSA, with the highest attendance being in the divisions that overlap the TCCS pilot regions in TAIBU (42 and 43 division), followed by Gerstein (51 division) (see **Table 16**).

Table 16. Mental health CFSA across police divisions that overlap TCCS pilot regions

Police division	Counts of mental health CFSA
14 (Downtown West)[a]	872
23 (Northwest)[b]	268
31 (Northwest)[b]	187
42 (Northeast)[c]	853
43 (Northeast)[c]	586
51 (Downtown East)[d]	1,391
Total count of mental health CFSA across all divisions	**4,157**

[a] Overlapping pilot region: 2-Spirited People of the 1st Nations (2-Spirits).
[b] Overlapping pilot region: Canadian Mental Health Association – Toronto (CMHA-TO).
[c] Overlapping pilot region: TAIBU Community Health Centre (TAIBU).
[d] Overlapping pilot region: Gerstein Crisis Centre (Gerstein).

Results: Evaluation Question 1

Mental health apprehensions

During the course of mental health calls for service, police may apprehend individuals under the Mental Health Act. Within the same timeframe, geography, and service hours of TCCS, police executed a total of 1,864 mental health apprehensions, with the most apprehensions occurring in the divisions that overlap the TCCS pilot regions in TAIBU (42 and 43 division), followed by Gerstein (51 division) (see Table 17). Not all apprehensions made were classified with a mental health call for service event type; a total of 1,267 counts could be included and mental health apprehensions by TPS event types are highlighted in Appendix F. Furthermore, of the 1,864 mental health apprehensions, 1,439 were conducted by a police officer under Section 17 of the Mental Health Act (Police Officer's Power of Apprehension). The remaining 425 counts of apprehensions are 'form' type of apprehensions (Form 1, 2, 9 and 47 of the Mental Health Act) where police are formally directed by a doctor, a Justice of the Peace, or Judge to apprehend. Police are required to execute these forms and cannot transfer this responsibility to TCCS. In relation to the 4,157 mental health CFSA data, a total of 683 apprehensions (16%) by a police officer under Section 17 of the Mental Health Act belonged to the call type 'person in crisis' (320 counts) and 'threatening suicide' (343 counts).

Table 17. Mental health apprehensions across police divisions that overlap TCCS pilot regions

Police division	Counts of mental health apprehensions
14 (Downtown West)[a]	366
23 (Northwest)[b]	138
31 (Northwest)[b]	133
42 (Northeast)[c]	433
43 (Northeast)[c]	303
51 (Downtown East)[d]	491
Total count of mental health apprehensions across all divisions	**1,864**

[a] Overlapping pilot region: 2-Spirited People of the 1st Nations (2-Spirits).
[b] Overlapping pilot region: Canadian Mental Health Association – Toronto (CMHA-TO).
[c] Overlapping pilot region: TAIBU Community Health Centre (TAIBU).
[d] Overlapping pilot region: Gerstein Crisis Centre (Gerstein).

Mobile crisis intervention team (MCIT) calls for service attended

The MCIT correspond with police from the PRU to mental health CFSA events and other events that do not fall within the definition of a mental health event type (see Appendix E) but are in scope for their mandate. MCIT teams consist of a specially trained uniformed officer and a registered nurse partnered to respond to incidents involving a person experiencing a mental, emotional and/or substance use crisis. Within the same timeframe, geography, and service hours of TCCS, MCIT responded to a total of 1,735 CFSA. Note that this total is a subset of the total number of mental health CFSA (n = 4,157). The most responses occurred in the divisions that overlap the TCCS pilot regions in Gerstein (51 division), followed by TAIBU (42 and 43 division) (see Table 18).

Table 18. MCIT CFSA across all police divisions that overlap TCCS pilot regions

Police division	Counts of MCIT CFSA
14 (Downtown West)[a]	334
23 (Northwest)[b]	80
31 (Northwest)[b]	71
42 (Northeast)[c]	280
43 (Northeast)[c]	260
51 (Downtown East)[d]	710
Total count of MCIT CFSA across all police divisions	**1,735**

[a] Overlapping pilot region: 2-Spirited People of the 1st Nations (2-Spirits).
[b] Overlapping pilot region: Canadian Mental Health Association – Toronto (CMHA-TO).
[c] Overlapping pilot region: TAIBU Community Health Centre (TAIBU).
[d] Overlapping pilot region: Gerstein Crisis Centre (Gerstein).

Results: Evaluation Question 2

Evaluation Question 2: To what extent were service user connections made to appropriate community-based follow-up supports through the Toronto Community Crisis Service?

This evaluation question examines the number and types of community-based follow up support referred and provided to service users and the number of service users accessing case management after receiving support from mobile crisis teams. Data in response to this evaluation question includes quantitative data from anchor partner templates, and I&R-specific call dispatch data. Five key elements of follow-up connection are discussed in alignment with the service pathway including: *211 Information and Referral, TCCS mobile crisis team direct supports and referrals, follow-up connection and enrollment in case management, follow-up community supports and referrals across sites and specifically for 2-Spirits*.

Referrals made by Findhelp 211

As mentioned earlier, 103 calls were resolved over the phone by staff providing Information and Referral (I&R) services. Of these, 52% (54 calls) required only information being provided,[4] while 29% of calls (30 calls) led to a referral, for whom a total of 35 referrals were made.[5] Of these 35 referrals, the top three referrals provided through I&R were for mental health and substance use supports (40%),[6] housing supports (31%)[7] and general healthcare supports (9%).[8] See **Appendix G** for a total breakdown of I&R referrals provided.

Direct supports and referrals provided by Toronto Community Crisis Service mobile crisis teams

The TCCS mobile crisis teams provide direct crisis care and support, as well as community-based referrals to service users in crisis. The types of direct care and supports provided vary across the intervention. In the first six months of the TCCS intervention, mobile crisis teams across all pilot regions provided a total of 6,487 crisis care activities or supports[9] directly to service users on site. Of these, 1,521 (23%) involved an immediate risk assessment for the service user, including identification of harmful and protective factors in de-escalation; 1,361 (21%) were immediate crisis counseling, de-escalation and support; and 912 (14%) were information/resource specific supports. See **Figure 5** below for a breakdown of the top five direct supports provided by mobile crisis teams. See **Appendix H** for a total breakdown of direct supports categories.
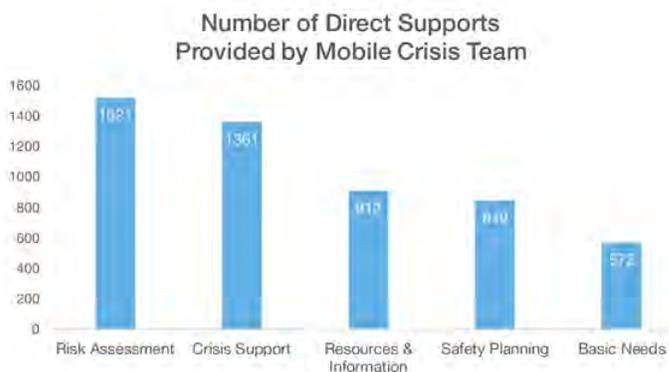
Figure 5. Top five direct supports provided by mobile crisis teams

The mobile crisis teams made a total of 700 referrals for service users on site. Of these, 391 (56%) were external referrals (outside of network partners), 176 (25%) were internal referrals (within network partners), 119 (17%) were organizational[10] (internally within the anchor partners), and 14 (2%) were inter-network referrals (across the pilot regions).

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[4] Note: Examples of info provided includes: general information about the pilot and pilot service region, information about general health care support, information about labour rights, information on mental health organizations and walk-in clinics.
[5] Note: During the calls where referrals were provided, often one or more referrals were made.
[6] Mental Health and substance use I&R data includes the following supports: crisis line, detox services, elder abuse lines, Indigenous counseling, older 5 adult counseling, withdrawal management and youth mental health.
[7] Housing I&R data includes the following supports: housing complaint support, mental health disability housing support, shelter and tenant rights support.
[8] General healthcare I&R data includes the following supports: general health, health insurance and homecare.
[9] Note: It is possible that service users may have received more than one type of support on site.
[10] Data for organizational referrals is from July-September. Data for organizational referral was missing for Downtown East and Downtown West.

Results: Evaluation Question 2

Follow-up connection and enrollment in post-crisis case management

The mobile crisis teams connect consenting service users to case managers/follow-up support staff at each respective anchor partner to further assess needs and facilitate access to appropriate community-based follow-up supports. A total of 485 service users were offered a follow-up connection and accepted. Additionally, data reported by community anchor partners indicate a total of 362 service users declined the mobile crisis team's offer to be connected to post-crisis follow-up supports.[10]

Communication methods used to connect to service users post-crisis varied across the intervention. A total of 1,976 follow up attempts were made by case managers/follow-up support staff to connect to service users.[11] The most common type of follow-up communication attempt was via phone call (59%), followed by in-person attempts (20%).[12] See **Appendix I** for a total breakdown of communication attempt categories.

Service users connected to a case manager or equivalent follow-up support staff are defined as those who have received support from the mobile crisis teams and have had at least one follow-up appointment with a TCCS case manager/follow-up support staff. During the first six months, a total of 334 service users were connected to a case manager across the intervention. **Figure 6** below is an aggregate breakdown of newly enrolled service users, and previous enrollment, making up the total active enrollment across July-September.[13]
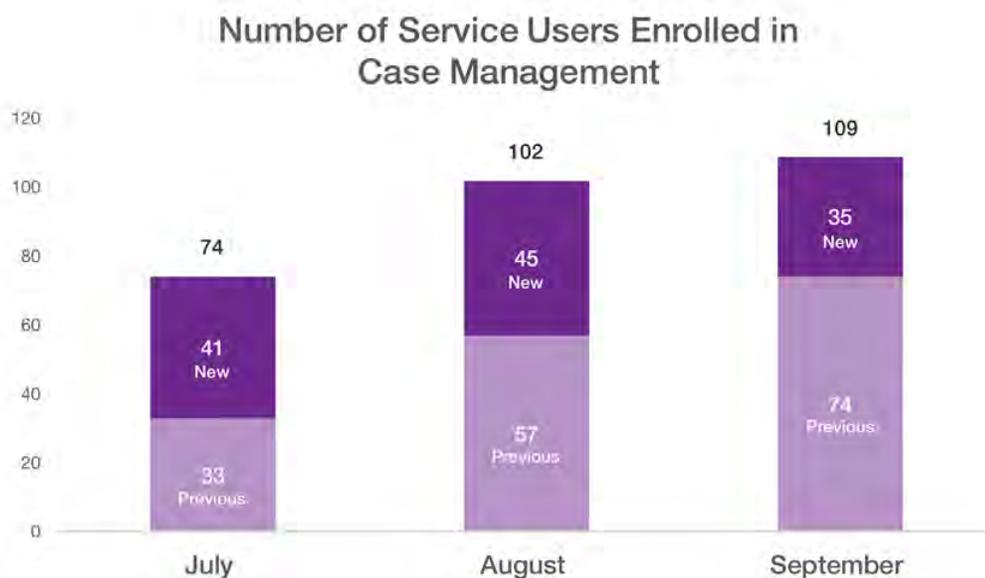
Figure 6. Active enrollment delineated by newly enrolled and previously enrolled service users

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[11] Data for service users refusing follow-up supports is from July-September, and does not include counts for the number of dispatches where "no contact was made" with a person in crisis.
[12] Follow-up attempts does not equate to connection to the service user. This data point captures multiple follow-up attempts made to the same service users.
[13] This indicator was added as a data point in July. Pilot regions that launched in April (Downtown East and North East) do not have data reported for this indicator for the months of April-June.
[14] Note: Data collection for the breakdown of case management enrollment (i.e. new enrollment vs. total active enrollment) for all anchor partners began in July. Data for TAIBU and Gerstein for case management enrollment began in April, but the data was not disaggregated by new vs. total active enrollment. CMHA-TO's EMR does not have the capacity to collect enrollment in case management. Data from CMHA-TO for this indicator is reported only for September. New enrollment is defined as service users who are connected to a case manager in a respective month. Previous enrollment is defined as service users who have been enrolled in case management from previous months.

Results: Evaluation Question 2

Referrals to community-based follow-up supports

In the first six months of the intervention, 799 community-based referrals were made to service users during case management appointments. These included 231 (29%) referrals to mental health and substance use supports,[15] 185 (23%) referrals to housing supports,[16] and 101 (14%) referrals to general healthcare supports.[17] This data is in alignment with the top three referrals made during I&R calls (i.e. mental health and substance use, housing and general healthcare). See **Figure 7** below for a breakdown of the top five community-based referrals made to service users. See **Appendix J** for a total breakdown of community-based referrals.
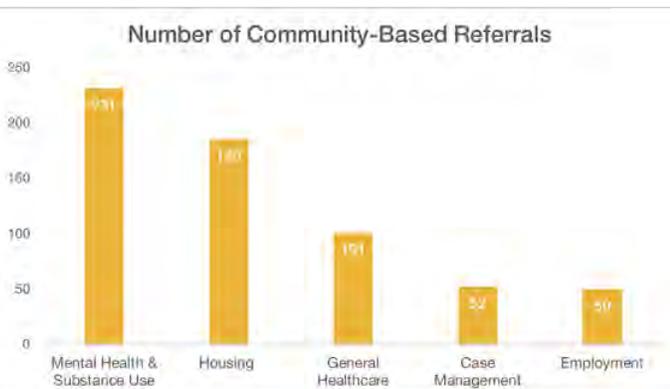
Figure 7. Top five community-based referrals made to service users

The total number of culturally relevant supports[18] requested by service users was 75. The most common types of supports requested by service users were Africentric and West Indian/Caribbean-centric supports and Indigenous-specific supports, which suggests the program is reaching at least some members of the populations it intends to serve. Africentric and West Indian/Caribbean-centric supports were requested a

total of 26 times (35%); of these, 73% were made by service users connected to TAIBU, while the remaining 27% were made by service users connected to CMHA-TO. Indigenous-specific supports were requested across all pilot regions a total of 24 times (32%).[19] Requests for Indigenous-specific supports came from Gerstein (17%), CMHA-TO (13%), and 2-Spirits (71%).[20] See **Appendix K** for a total breakdown of culturally relevant supports requested. This data reveals the increased demand for culturally relevant supports for Black and Indigenous service users, population groups who are under-served in the Canadian mental health system (18, 19).

2-Spirits specific follow-up supports and referrals[21]

The total number of supports requested by service users enrolled in case management at 2-Spirits was 69. Over half of the requested supports were for housing (52%);[22] 40% (37 out of 93) of referrals made for service users at 2-Spirits were for housing supports. These figures are in alignment with the narrative provided by 2-Spirits staff during interviews which emphasized the need for more housing supports in the system overall and a more effective way(s) to connect their clients with the housing supports that may be available. For example, according to 2-Spirits staff, circumventing the housing central intake would potentially be a more efficient way to connect clients with much needed housing supports and in a timelier manner.

2-Spirits provide supports and referrals for family members. A total of 33 follow-up supports were provided for family members. The top three types of supports provided were for wholistic[23] (20, 21) family and kinship care (55%), access to medicines (28%), and education (15%). See **Appendix L** for a total breakdown of supports provided to family members. A total of 16 referrals were made for family members. The most common referrals made were to mental health supports (69%), shelter/hostel supports (25%) and psychiatric supports (6%). See **Appendix M** for a total breakdown of referrals made for family members.

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15 Mental health and substance use support include data for crisis counseling and harm reduction services.
16 Housing support includes data for shelter/hostel, and crisis bed supports.
17 General Healthcare support data includes psychiatric, hospital/emergency supports, primary care and chronic disease management
18 Culturally relevant supports are defined as supports and/or services that are relevant to a service users' culture and cultural practices
19 Indigenous-specific support data includes access to medicine, elder/knowledge keeper support and teachings, and harm reduction services with an Indigenous lens, and culturally specific wellness programming (e.g., beading, drumming, language, regalia making, etc.).
20 Data limitation: Do not have the number of referrals for specific types of culturally relevant supports. As per Appendix J, the total number of culturally relevant supports referred was 13 (2%) out of 799 total community-based referrals.
21 Additional data points collected by 2-Spirits that are not collected by other anchor partners.
22 Housing includes shelter/hostel supports, and crisis beds.
23 Wholistic(ally): An Indigenous worldview that sees the whole person as being interconnected to "all my relations". The "w" is used intentionally in the Indigenous wholistic framework to reference the whole person, which includes the notion of Spirit. This wholistic lens is integral to many Indigenous teachings in North America (20, 21).

Results: Evaluation Question 3 & 4

Evaluation Questions 3 and 4: How was the Toronto Community Crisis Service implemented and how feasible was implementation?

The TCCS is a complex, newly implemented intervention that aims to support community members experiencing crisis through a non-coercive, harm-reducing, trauma-informed, culturally safe, and anti-racist lens. This broad evaluation question examines the overall implementation and adoption of the TCCS into existing organizational and system processes. Data in response to this evaluation question, which include meeting notes, interview and focus group transcripts, implementation tracker data, pre-post training survey data, quantitative data resulting from anchor partner templates, and the ORIC and Wilder tools, reflect TCCS partners' experiences implementing and adopting the program model.

Four key elements of program implementation are discussed in this section: *partnership and collaboration,* *staffing and training, data systems and information-sharing, and community outreach and engagement.* These four sub-sections reflect key components of implementation derived from the overarching program model and Theory of Change that provide an overarching, high-level picture of implementation. In each of these four sub-sections, key implementation processes and experiences are described. Reflecting critically on ongoing monitoring and assessment of implementation activities, experiences and outcomes from the program's inception to September 2022, critical components of program implementation emerged and were identified on the basis of their role in successful implementation. Program facilitators refer to factors or mechanisms that were crucial in aiding program implementation. In contrast, program barriers refer to the factors that hindered implementation and contributed to the challenges and overall difficulties experienced by the partners in implementing the program. In the current report, where implementation barriers are discussed, some opportunities for program improvement are also highlighted. Facilitators and barriers for each implementation component evaluated are summarized in **Table 19** below.

Table 19. Key implementation facilitators and barriers

Implementation component	Facilitators	Barriers
Partnership and collaboration	Individual and collective buy-in	Organizational differences in readiness to change
	Inter-partner interaction and knowledge-sharing	Lack of role and process clarity
		System-level capacity gaps
Staffing and training	Co-designed core training curriculum Culturally safe approaches to staff wellness	Timeline, pace and variability in training implementation
		Lack of staff capacity and resources
Data systems and information-sharing	Quality improvement approaches	Incompatible systems, technology, and duplication of efforts
		Organizational differences in data collection capacity
Community outreach and engagement	Partnership and collaboration	Lack of staff capacity

Results: Evaluation Question 3 & 4

Partnership and collaboration

How was partnership and collaboration implemented?

As the TCCS Theory of Change suggests, this program is rooted in partnership and collaboration within and across the many program partners and successful implementation of the program is tied to the quality of relationships and extent of collaboration. Overall, TCCS partners reported positive experiences of partnership and collaboration related to the intervention. Key facilitators of partnership and collaboration included a baseline level of willingness to collaborate and engage with each other; and ongoing inter-partner interactions and knowledge-sharing, particularly at the leadership level. Key barriers to partnership and collaboration included baseline organizational differences in culture and readiness for change; a lack of clarity and trust in roles and processes; and system-level capacity gaps that challenge the TCCS' ability to partner more broadly within the system.

When prompted to discuss their overall partnership and collaboration experiences, participants were first asked to define strong partnership. Across partners, there was clear alignment in their characterizations of strong partnerships. Participants agreed that strong partnerships are defined by alignment in understanding of and respect for each other's roles, goals and values: "Strong partnership is one where you understand one another's unique roles and how your roles complement each other" (211 participant). Participants also placed emphasis and value on open and honest communication in partnerships. For example, both 211 and 911 participants described examples transparency by 911 around the need for change management among their call operators in order to increase the number of calls diverted to 211; and by 211 regarding capacity to answer phones and radios, concluding that "more truth telling has led to better partnerships" (211 participant). This sentiment was echoed by 911:

Strong partnerships are what we're doing now - open, transparent, able to bring any issues or concerns forward knowing it will be taken in a good way, not defensively. We haven't had any issues yet; we acknowledge issues, everyone does their part. It's a really good collaboration, we enjoy the people we work with, it's a good environment for spitting ideas back and forth. We all have the common goal of wanting this pilot to succeed. (911 participant)

Participants in this evaluation generally described their TCCS partnerships with optimism and with continued growth potential. A police participant, for example, described that their "interactions with the [TCCS mobile crisis] teams have been positive, and a good relationship. And a potential to grow." This sentiment was particularly strong among participants from 911 and 211, partners whose interactions, often facilitated by the City of Toronto, were extensive. Qualitative data recorded in partners' monthly implementation trackers described frequent regular meetings throughout the first six months to establish, problem-solve and continuously refine operational call and dispatch processes. A 211 participant described it as being "fantastic working with partners" with a 911 participant agreeing that "overall, interactions have been pretty great minus miscommunications."

Community anchor partners were also positive in their assessments. Particularly given the early stage of implementation and staggered launch dates, community anchor partners were more likely to reflect on the nascency of their partnerships and collaboration experiences and it being "early days in a project so things are working well, but could we be doing more? Absolutely….down the road, I think things will look very different. [We have] so much to learn from each other" (Gerstein participant). Other community anchor partners spoke to their experiences partnering with their community service networks, with one partner noting how "working with a coalition has been great – such strong, critical thinkers. It's great to get different perspectives" (CMHA-TO participant) while simultaneously noting challenges with lengthy decision-making processes and having everyone work effectively together.

Participants went on to describe how their TCCS partnerships have evolved over the course of implementation. As one community anchor partner indicated, "partnerships aren't always linear. They require check-ins throughout to see where everyone is at, communication, trust. Not a linear thing, especially with Indigenous community, we're always working to build and rebuild" (2-Spirits participant). Another community anchor partner echoed how "a lot of people are coming into this work with a variety of experiences and goals. Learning to work with partners within the context of this intervention involves evolving and a learning curve" (Gerstein participant). Across partners, participants expressed a strong desire to better "see each other, get

Results: Evaluation Question 3 & 4

to know one another" (911 participant) and understand each other's roles, responsibilities, and values: "better understanding the work each partner is doing and shifting the way we think about the pilot as being multiple agencies versus one unified system" (211). This collective sense of willingness to collaborate emerged as a key partnership facilitator, alongside the extensive inter-partner interactions and knowledge-sharing that emerged at the leadership level. These two facilitators are further described in the section below.

Partnerships and collaboration: Key facilitators

Individual and collective buy-in

Essential for successful partnership and collaboration is a baseline level of willingness to collaborate with others and buy-in to the nature, goals and values of the intervention. Data resulting from this evaluation surfaced a collective sense of willingness to collaborate across all TCCS partners. For example, preliminary data resulting from the Wilder Collaboration Factors Inventory baseline assessment show that six of six responding partners "strongly agreed" with survey items reflecting consensus on the need for collaboration ("What we are trying to accomplish with this collaboration would be difficult for any one single organization") and collective buy-in ("Everyone who is a member of our collaborative group wants this project to succeed").

Across data sources, participants in this evaluation described feeling proud to be involved in this intervention and gratified by their work, despite the many challenges experienced throughout implementation to date. A 211 participant reflected that Service Navigators "feel it's a very good service, absolutely needed, proud to be a part of it. They feel good about the program itself and about being able to help."

On the TPS side, willingness was also generally present,[24] with participants describing how "it's wonderful to have groups like TCCS" and "we want their [TCCS'] help and need it. We can't do it all…Social problems, we need participation from social services and we want to work with them" (police participant). This was acknowledged by some community anchor partners, with TCCS crisis workers from TAIBU, for example, noting that "there's a willingness from police" and that it has been "great to work with police because we know they're needed."

Despite universal willingness to collaborate, data indicate that practically, readiness to change varied organizationally, which emerged as a parallel barrier in the implementation process. This barrier, and others including lack of clarity around roles and processes, and system-level capacity gaps that preclude partnership and collaboration, are detailed in **Partnerships and collaboration: Key barriers** below.

Inter-partner interaction and knowledge-sharing

Building on baseline willingness to collaborate, data indicate that partnerships improved over time as a result of a second key facilitator: extensive inter-partner interactions and knowledge-sharing. Ongoing, responsive interaction and knowledge-sharing among people within and across partners aided partners in becoming more familiar with each other's respective roles, responsibilities, capabilities and ways of working. Implementation tracker data showed ongoing interaction between partners through activities ranging from weekly status and issue meetings and conversations to inter-partner presentations and having community anchor partners attend police and 911 "parades," which are akin to information-sharing sessions and/or presentations regularly delivered to staff throughout 911 and TPS. One 911 participant commented on how community anchor partner attendance at their parades helped with both understanding of and confidence in the intervention:

> *[Gerstein manager] coming and telling them [911 Call Operators] they've done this for years and have experience and skills and are knowledgeable with people in crisis, so we're not sending them into the fire to get burned. And they always have the backup to radio in for support. It's helpful for people on parade to know they weren't setting anyone up to get hurt.*

Community anchor partner participants described how "we keep talking, meeting, getting to know each other" (Gerstein participant) and that partnerships are "working. It's going to take time, but it's working" (TAIBU participant). Participants shared a long-term perspective and suggested such initial experiences could be expected as each partner is "learning to be a good partner" (211 participant); and it is particularly important to consider the pace at which these partnerships were formed, with a 911 participant remarking that "more established relationships may just come with time…I do think it comes from seeing

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[24] According to Toronto Police Service data, Toronto Police Service frontline officers requested the TCCS to attend 96 events between March 31, 2022 and September 30, 2022.

Results: Evaluation Question 3 & 4

the outcomes of our collaborative efforts and this is still very new." Overall, participants described notable progression in their TCCS partnerships over the course of implementation: "as we move forward, it's been so much better" (211 participant).

As the funder and administrative backbone of the TCCS, the City of Toronto has played a central role in supporting inter-partner interaction and engagement activities for the TCCS, which has resulted in improved collaboration and trust-building amongst project partners overall, and especially between community anchor partners (Gerstein, TAIBU, CMHA-TO and 2-Spirits) and other partners participating in the project (TPS, 911, and 211). Based on meeting notes, interviews, and implementation tracker data, it is clear this has been a significant undertaking for the City of Toronto, who have taken an active role in partnership development. Partnership and facilitation experiences by the City of Toronto were described positively in implementation tracker data month-to-month and in interviews and focus groups with participants, particularly by 211: "We have a very good foundation with the City, they were always our ally" (211 participant). City of Toronto participants reflected overall that the "collaborative nature of the work is very satisfying." As one participant offered: "Historically, when you think about the funder and the power dynamic…our team doesn't look at it like that and looks at it like a partnership and that we are co-developing something" (City of Toronto participant). Taking on this role was described as "constant work" (City of Toronto participant), responding to issues and risks promptly through regular communication, engagement and problem-solving with partners in order to "adjust processes and operations mainly to respond to situations on the ground" (City of Toronto participant):

> We have active conversations officially and unofficially with partners, do check-ins and phone calls with partners, they email us with questions they might have. We're also able to follow up on questions they may have and that's how we try to foster healthy relationships. (City of Toronto participant).

Facilitating TCCS partnerships has been "such a huge part of the work. Every day is about partnership and relationships and nurturing those" (City of Toronto participant).

Partnerships and collaboration: Key barriers

Organizational differences in readiness to change

Necessary for partnership and collaboration and following from willingness to collaborate is adequate readiness to change within each TCCS partner. It was apparent throughout the evaluation that the unique organizational cultures each partner possesses and the unique approaches each partner has to support individuals, families and communities during a mental or behavioural health crisis has led to challenges in implementing the TCCS collaboratively. As one community anchor partner identified, "different politics and many different players makes for different types of partnerships" (Gerstein participant). Indeed, survey data indicated that organizational readiness to change at implementation outset varied across partners. Notably, ORIC scores were positively skewed overall (mean score across items=4.4 of 5; median=5), indicating an overall proclivity toward readiness to change. However, total scores differed by up to 28% between partners with community anchor partners scoring higher, on average, than TPS and 211. Unlike willingness to collaborate, no individual items were similarly agreed upon by all six partners participating in the survey.

Different levels of readiness to change led to some negative attitude surfacing in survey responses. These were most often between community anchor partners and institutions like TPS and the City of Toronto. While not representative of all police participants, one suggested the need to "drop the anti-police attitude" while another elaborated:

> Several of these questions help me understand why our agencies do not get along. We cannot do crisis resolution together when our perspectives are completely opposite. I know that I have great success with my strategy. Stop telling me how to do my job.

City of Toronto participants reflected how they themselves are beholden to institutional structure and policy. Since different divisions and offices within the City of Toronto - Shelter, Support and Housing Administration, for example - do not operate synchronously or necessarily share the same priorities and agenda, the City of Toronto project management team's scope of influence to respond to intervention and partner needs - greater access to housing supports, for example - is sometimes limited.

Results: Evaluation Question 3 & 4

Community anchor partners acknowledged "there is a desire for change but also not to change. Folks are used to the way things have always been done" (Gerstein participant). When prompted to describe partnership and collaboration barriers, another community anchor partner offered:

> *Readiness to change at the system level…there is an engrained pushback and participation from police services in this pilot that were not discussed in the beginning. That should have been an open and frank conversation from before agencies applied to lead these pilots. (2-Spirits participant)*

On the ground, community anchor partners reported experiencing these readiness to change differences as well, including with other project partners including TPS and 211. Some participants from 211 noted during interviews that person-centred language is not always used by their staff and others on TCCS calls; for example, the description of a person in crisis is not communicated or documented in a culturally relevant way when information from the caller is collected or communicated between partners. Insofar as police, a TCCS crisis worker shared that "there are progressive police who say, 'We need you, and you need us' and they believe that this work is very important" while at the same time noting:

> *I don't want to sugarcoat it: there are still some police officers who have specific schools of thought and say 'We know what we are doing and we have been doing this for so long.' Due to this, people get thrown in jail who otherwise wouldn't have if they were not in crisis. (TAIBU participant)*

Notably, it was suggested early in the evaluation design phase by community anchor partners that in order to increase their trust in the overall system, the evaluation team should consider supporting all partners, but especially institutional partners to track their ability to adapt processes and attitudes over time to best respond to community mental health priorities utilizing the program's core principles. This was presented as an opportunity for trust-building amongst partners and communities being served by the TCCS, which includes a high proportion of structurally marginalized groups. It was also presented as an opportunity for capturing important learnings overtime in relation to if/how the entire system can work collaboratively and with shared respect using the program's core principles. The next phase of this

evaluation will include six-month data from the Wilder and ORIC tools, which, together with the baseline assessment and follow-up qualitative data collection, will speak to change over time in attitude toward collaboration and readiness to change.

Lack of role and process clarity

Lack of understanding of respective roles and processes was associated with a general lack of trust in each partner's ability to enact their roles across TCCS partnerships, particularly insofar as 211's ability and capacity to respond to crisis calls. As a 211 participant described, "I think there was a learning curve and questioning of 211's ability to do this work – this was apparent in meetings"; another 211 participant agreed "I think it has evolved for sure. There was a bit of mistrust, we were the non-experts coming into the system. I think there's still a little bit of mistrust." This was acknowledged by some community anchor partners, some of whom have been "doing this work for 30+ years, now having this middle person doing the dispatch. There was a lot of question as to, 'Why do we need this middle role?' At times, I questioned that too" (Gerstein participant).

Community anchor partners also experienced mistrust by other first responders, including police, mobile crisis intervention teams (MCIT), and paramedic services. Interview and focus group data indicated that community anchor partners, and specifically TCCS Crisis Workers, have had mixed experiences working with police or having MCIT services on site during a crisis call. Most often, these experiences were attributed to a lack of understanding and clarity around TCCS crisis workers' role, capabilities, responsibilities, and accountabilities. One participant described the need to

> *establish a better relationship between TCCS and MCIT/211/911 dispatch so that more calls that should be coming to us do come to us as the team is aware that many calls that should come to us go to MCIT or the police when they don't need to or could be sent to us with police by our side. (Gerstein participant)*

However, police participants indicated they were "not sure if TCCS has a good understanding of what the police role and MCIT role is, and what our authorities and limits are, and what we can and can't do" and how "TCCS, in terms of their role in determining who and what is apprehendable [sic], they lack understanding

Results: Evaluation Question 3 & 4

that there's little that can be done if the person doesn't consent." There is a clear opportunity to improve role clarity going forward. Community anchor partners echoed this sentiment: "There needs to be better understanding of everyone's respective roles, so folks can work together to make sure that the right people are going to the right types of care and service providers" (Gerstein participant).

Other challenging encounters were due to lack of clarity surrounding collaboration processes, often related to communication or handoff when on-site. For example, a TCCS crisis worker described how

> police might see the dispatch be pushed over to 211 and might show up and be based on their past experience and say they're going to apprehend them, and we say "no you're not!" …But this can be hijacked by how TPS' protocols go. And then the client is confused and doesn't trust us and doesn't trust them and then we've torn apart something we've almost just put together. [TAIBU participant]

A police participant described similar process concerns:

> If TCCS is not available for one hour, we should know that. We've had situations where they [TCCS] show up in 45 mins, and then there are seven people standing around the client - it's off-putting. If we could pick up the phones and ask them what time TCCS is coming, we can make better decisions. It's never a competition, it's about 'Let's figure out who's most appropriate and how to deliver that.' That piece is the real issue for me here. (police participant)

A particular challenge has been establishing a clear understanding of the violence threshold for when to involve (or re-involve) 911 and police in TCCS. The program emphasizes and prioritizes the safety and wellbeing of TCCS crisis workers and both 911 and 211 participants described concerns about personal liability should they make an eligibility determination that exposes TCCS staff and service users to risk of harm. Exposure to violence was a concern in some areas more than others, with police participants working in downtown Toronto noting how

> given it's right downtown in 51 Division, we deal with a lot of unpredictable situations. We do get a lot of people who are quite violent. When they're considering sending TCCS, that's a huge component. Downtown violence is something we have to be very cognizant about. (police participant)

This barrier is associated with both a lack of role clarity (on TPS' part, in terms of what types of calls TCCS crisis workers are capable of responding to; and on TCCS' part, in terms of when police is required to attend) and process clarity (not having a clear definition of violence, for example; and how handoffs occur when TCCS calls become violent during the course of a TCCS interaction). A police participant offered their perspective on this topic:

> What's the threshold, what they can or can't deal with in violent situations? My own opinion is throwing a fit, breaking something. I think they would be able to deal with that. When they start becoming physical, then yeah, that's not something suitable the mobile team should do. I'm not sure what point they decide. It literally just says non-violent behaviour, what you and I consider [violent] is two drastically different things.

This was echoed by 911, with one participant reflecting how 911 Call Operators:

> sometimes see a flag that this person has been violent… or has a noted address. The big thing is the violence threshold - sometimes we get calls about a person kicking out a window - that's violent but there's no weapons - what's the threshold for what the teams can respond to? And we're not sure what violence means.

For effective collaboration to occur, especially between police and 911 and TCCS mobile crisis teams, there needs to be more time built into the intervention for partners to engage with one another, and learn about each other's respective roles, responsibilities, and protocols. The importance of police buy-in into the program to promote optimum outcomes for all parties involved is particularly essential. There exists an opportunity for police to become more aware of TCCS crisis workers' expertise and ability to de-escalate mental and behavioural health crises; and, there is an opportunity for community anchor partners, especially TCCS crisis workers, to understand that institutions such as police and MCIT are beholden to their own training, operational protocols and accountabilities. Understanding, respecting and appreciating the orientations and limitations of each role is essential for the intervention to succeed more broadly. One TCCS crisis worker, for example, recalled a TCCS event in which police arrived on site after the TCCS staff were already present. Arrival of police led the service user to feel triggered by their presence; in this situation, the participant shared they had asked police not to intervene because their client was

Results: Evaluation Question 3 & 4

being re-triggered by their presence (2-Spirits participant). The participant mentioned that the police in this instance was very understanding and remained on site in case the TCCS staff needed support, but stayed away from the service user's view which allowed them to de-escalate the situation and provide the immediate supports the service user needed. According to the participant, the service-user was appreciative of their advocacy efforts:

The service-user really appreciated the fact that we did not let police engage with them when they specifically told us they did not want to interact with police. And I think that is a big part of our role- to make sure service users feel safe. (2-Spirits participant)

System-level capacity gaps

A final barrier in partnerships and collaboration is related to gaps that reflect a lack of system capacity in key resources and services needed to improve access to care and community representativeness within the TCCS. Participants described the need for greater partnership with groups and organizations to whom the TCCS can refer its service users as part of post-crisis follow-up care planning, particularly in subsectors known to lack capacity, such as housing, which was noted across all community anchor partners; harm reduction and substance use services; and Indigenous-led services. When asked who is missing from current partnerships, one community anchor partner explained:

What's missing is also housing. CMHA-TO has housing but is confined with the waitlist through the Access Point. To have a direct link to housing would be really helpful. We haven't had conversations with organizations that could provide this support, but it is an important step…to begin that communication. (CMHA-TO participant)

Another community anchor partner echoed, "Housing partnerships are missing" (Gerstein participant). Even with partnerships, in place, however, capacity within those partnerships to provide access and services is limited. As TCCS's Indigenous-led community anchor partner reflected:

That's where we're finding a gap, in terms of capacity – a lot of folks are at capacity. And because we don't have funds to offer them…it's a difficult conversation to have sometimes…Referring to ENAGB [Indigenous community service partner] would be helpful, but they're also super busy. (2-Spirits participant)

Indeed, the data reflect a level of frustration experienced by staff involved in the program who noted the ongoing challenges they have been facing to support clients in the short- and long-term and connecting clients to shelters, permanent housing and food security. A CMHA-TO participant reported it has been "a point of frustration for case managers when we aren't able to connect a client to a specific service so they keep bringing up gaps, etc. They also understand we work in this system."

As reported in Evaluation Question 2: To what extent were service user connections made to appropriate community-based follow-up supports through the Toronto Community Crisis Service?, 40% of total TCCS referrals made were to housing supports but waitlists for housing (supportive and non-supportive) in the City of Toronto are inordinately long and an absolute shortage of housing stock has persisted for years. In addition to housing capacity, a lack of hospital capacity, particularly ED wait times, has been a key barrier with TCCS crisis workers reportedly spending significant amounts of time waiting in EDs to hand off TCCS service users. TAIBU described their challenges initially taking service users to the ED because the team would be there for four to five hours: "There are often long wait times at the emergency room/hospitals, no expedited service" (TAIBU participant). Another TCCS crisis worker echoed that the "only area we can't bypass right now are hospitals and a lot of people have trauma with hospitals… we sit with them for however long the hospital time takes, if they want us there" (CMHA-TO participant). If another call comes in, "it will depend on priority and if the service user is able to stay in hospital on their own, then we will prioritize the call coming in" (CMHA-TO participant).

The City of Toronto has acknowledged this systemic context in facilitating successful partnership and collaboration within and outside the intervention, noting the decentralized model has been a challenge: "A lot of things are out of our hands. Some of the challenges and issues our partners face, we have to try to help them overcome" but there are contexts in which, "for various reasons like economic and other challenges, this has not yet happened" (City of Toronto participant). A community anchor partner countered:

While not intentional the city and the machine that the city is has positioned itself in between all of the stakeholders which can at times replicate a system that is very siloed. There needs to be a system-level adjustment to capacity. We aren't able to provide individuals with the support

Results: Evaluation Question 3 & 4

they truly need when things like housing/shelter/food access etc are not accessible. (2-Spirits participant)

A TCCS crisis worker echoed this notion:

We don't have enough modular housing. We don't have enough solutions. We need to petition and advocate. What's not working is that the old systems are there and we don't have enough space to have dialogue on solution-based conversations. We can continue to be mobile crisis and TCCS but if we don't start the dialogue to start the solutions of how we're going to change things… We have all these moving parts and all these managers having dialogues but we don't have solutions in front of us, and that's not working, and not going to work in the long term. (TAIBU participant)

This finding was not limited to community anchor partners; 211 participants also resonated with this sense of frustration: "often it feels like you're referring clients to a broken system because you don't know when they're actually going to get the help" (211 participant). While a more fulsome system-level analysis is outside the scope of this report, preliminary evidence gathered indicates multi-layered systemic barriers should be carefully assessed in future TCCS evaluation.

Staffing and training

How were staffing and training implemented?

Staffing

Staffing the TCCS, in terms of recruiting, training, supporting and retaining staff, was described overall as a significant and challenging component of implementation for all TCCS participants. TCCS staff were hired through the partners and each partner hired different complements of staff depending on their original program proposals. Still, all partners had a sentiment in common: "Staffing has been a challenge" (211 participant), as one TCCS partner stated. For example, City of Toronto program documentation shows that the four community anchor partners filled a total of 100.45 full-time equivalent (FTE) roles associated with TCCS in its first six months (March 31st, 2022 to September 30th, 2022). Of these, 85% were roles for frontline community crisis workers, case managers, peers, resource specialists, and access facilitators. At 211, funding allowed 7.0 FTE staff positions to be hired while also reallocating staff from other crisis lines.

In the context of post-COVID, sector-wide labour market shortages, candidates were sometimes limited and recruitment for TCCS roles often took longer than anticipated. As one community anchor partner described, "we are not getting a lot of responses to new positions" (2-Spirits participant). Another community anchor partner described how

Hiring has been an ongoing process. A lot has changed since COVID in terms of how people do things - availability of childcare, for example - and as a mobile team, you have to work 12-hour shifts and on evenings and weekends - not as appealing to folks. (TAIBU participant)

Uniquely, CMHA-TO shared funding with their coalition of community service providers to increase likelihood of hiring. Still, they reported hiring delays and were not operating 24/7 at launch as expected; it was not until after the evaluation period, November 2022, that all four pilot regions were operating 24/7 as intended.[25] "Addictions Services haven't hired a therapist or nurse for the RAAM [Rapid Access Addiction Medicine] clinic and I don't have control over that as I am from CMHA-TO," as one CMHA-TO participant described. Only one partner (2-Spirits) had fully hired its team at the time of launch.

In part, this was associated with the intent to hire individuals with lived experience who reflect the communities they serve and ensure an appropriate fit. The TAIBU participant above went on to describe how they "wanted to ensure that a person's values are in line with what we do here. All team members here - it's their passion, and they are part of the community in some sort of way." Finding people who meet these criteria took time and came with unique challenges. TAIBU noted how securing driver's insurance has been a challenge, for example, with new hires not necessarily having driving history to be able to operate the TCCS mobile vehicles. Another partner, 2-Spirits, described:

We wanted to hire folks who are Indigenous and 2-Spirits. With that comes challenges because we know Indigenous folks are lower on all social determinants of health, which impacts your job…Then, we hired a lot of folks that didn't have a lot of job experience, but that comes with challenges - the need for a lot more hands-on management. Even simple things to me were things we had to work on so that the team had those skills. We had to meet the community where they're at. But it's definitely worth it. (2-Spirits participant)

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[25] CMHA-TO was the final of the four pilot sites to become operable 24/7 on November 12, 2022.

Results: Evaluation Question 3 & 4

Training

In parallel to recruitment and staffing, training for the TCCS was implemented variably across partners. A core component of implementation has been its five-week core crisis training curriculum, which was co-designed by project partners (led by Gerstein) to provide training in key knowledge and skills domains of community-based crisis response. Training was administered to 56 unique TCCS staff from across the four community anchor partners in two cohorts aligned with the two staggered launch dates; 23 TCCS staff (primarily from Gerstein and TAIBU) were trained in February and March 2022, and a second cohort of 33 TCC staff were trained in May and June 2022 (primarily from 2-Spirits and CMHA-TO).

Of 56 trainees, 44 (79%) self-reported demographic data that indicate cohorts were demographically similar, with the exception of a greater proportion of participants identifying as Indigenous in the second cohort (55% vs. 9% of respective cohorts), which aligned with 2-Spirits' launch date. Training participants overall were most commonly middle-aged (30 to 54 years) but overall skewed younger with 45% under age 30 years. In terms of gender, half of participants identified as women (N=22; 50%) and over 20% identified as Two-Spirit (N=10). Participants varied in racial background with Indigenous identity (N=20; 46%) and mixed race identity (N=11; 25%) being the most commonly self-reported categories. Nearly half of participants (N=19; 44%) reported a disability, and of those identifying as disabled, many reported multiple disabilities (N=12; 63%). Most often, mental health and learning disabilities were cited. Relatedly, across both cohorts, there was a clear preference for kinesthetic learning (median score = 4) as compared to other learning types (visual median =3; auditory median = 3; reading/ writing median = 2). Alignment of the demographics of this cohort with the overall reach of the program is discussed further in **Sociodemographic reach**.

Qualitative data from the pre-training survey indicated that for TCCS staff, training aspirations and goals ranged significantly, with many stating broad learning goals related to improving their overall ability to respond to crises in the community and understand more about mental health. For example, some participants described wanting to learn "how to support people in crisis" (TCCS training participant; training survey participants were anonymized), "mental health and harm reduction" (TCCS

training participant X5), "basically everything" (TCCS training participant), which may relate to the overall level of experience of trainees, with average time in the sector ranging from two to five years and a quarter of participants reporting less than two years' experience. Other participants noted more specific learning objectives related to crisis skills like "intervention and de-escalation skills" (TCCS training participant), "conflict resolution" (TCCS training participant), and "skills on suicide prevention and recognizing signs of opioid overdose" (TCCS training participant). Many participants also described learning goals related to the ability to use crisis skills in culturally safe ways with diverse populations. For example, some participants wanted to learn "Indigenous harm reduction and understanding gender and sexual diversity and the way it affects those in crisis" (TCCS training participant), "ABR [anti-Black racism] and similar teachings" (TCCS training participant), and "how to assist neurodivergent people" (TCCS training). Lastly, participants expressed interest in effectively referring and connecting to the follow-up support community, including "resources that I can share with community members" (TCCS training participant), "how to connect with local stakeholders more effectively" (TCCS training participant), and "supports available within our community and specifically catchment area" (TCCS training participant).

Two training components in particular were consistently found to be most helpful: Applied Suicide Intervention Skills Training (ASIST) and scenario-based training. Participant described how, for example,

> the ASIST training really breaks down the pieces involved in health communication with clients that I can and will use in all interactions with clients. It really helped show me how to listen to the client story more effectively and to avoid rushing to solutions and problem-solving-based responses. *(TCCS training participant)*

Another participant reflected on the scenario-based training:

> I found our scenario training to be the most helpful as it was a much more personal approach to how our crisis response work will flow. It taught me to expect almost anything and to not interact with people like I'm reading a script. *(TCCS training participant)*

Results: Evaluation Question 3 & 4

As a result, TCCS trainees reported a greater level of preparedness post-training, with the proportion of trainees who felt very or completely prepared to enact their roles post-training increasing from 17.9% pre-training to 44.6% post-training. Furthermore, participants described a range of scenarios in which they intended to practically incorporate their training. Primarily, these reflected the training components they had indicated were most helpful – suicide intervention and scenario training. The two most common examples of intended change offered by participants were asking people in crisis whether they are experiencing suicidal thoughts; and using improved active listening and empathic communication skills in crisis situations in order to connect with and de-escalate individuals. TCCS trainees described intending to "be direct in asking about suicidal thoughts" (TCCS training participant), "pay very close attention to invitations from people in distress" (TCCS training participant), and "use active listening skills to connect and understand the needs of the person experiencing crisis" (TCCS training participant). Quantitative data from the survey indicated participants felt the highest level of confidence post-training in knowledge and skill areas related to consent, person-centred and culturally safe language, anti-racism and oppression, and privacy practices and laws (see **Appendix N** for pre-post median scores in each training domain). No noticeable cohort differences existed in training satisfaction or the resulting level of preparedness.

The length of the core training curriculum was the only noted area for improvement, with participants suggesting that "some trainings needed more time than others" (TCCS training participant) and that the overall training time was not right-sized to the amount of information, leading some participants to feel "rushed with a lot of information" (TCCS training participant. As one participant described, "While it was the most extensive training I have ever done, I felt that it could have been slightly longer so that some of the material would not have been as rushed" (TCCS training participant). However, overall, pre-post item responses from a training survey (n=41 valid responses) indicated that TCCS trainees were satisfied with the training (63% satisfied or very satisfied; median score 4 out of 5), with many commenting that "most" or "all" of the sessions were useful. For example, participants described the sessions as "very necessary for the work being done" (TCCS training participant), "very useful…all training touched almost all areas" (TCCS training participant), and "offered a number of practical

approaches on how to assist and support in crisis" (TCCS training participant). One of the key factors facilitating TCCS staff satisfaction with the core training curriculum related to the design and implementation of the curriculum having been a highly collaborative and community-based process. This is elaborated upon in the next section detailing key implementation facilitators for TCCS staffing and training.

In addition to the core training curriculum, community anchor partners have offered additional training to staff to promote training equity. This included some topics offered during the five-week mandatory training, such as ASIST suicide intervention training, and net new training opportunities made available to staff across the partners. For 2-Spirits these included training on the following topics: *Group Dynamics, Case Management Software Training, Making your Own Bundle*; CMHA-TO provided additional training to TCCS staff in *Concur, AODA,* and the CMHA-TO *EMR System*; and Gerstein offered additional training to newly hired staff on *Data Recording*. This evaluation did not include formal evaluation of the additional training provided to TCCS staff across partner organizations; in the future, there is an opportunity to report on the efficacy of additional training provided.

Staffing and training: Key facilitators

Co-designed core training curriculum

As noted above, the training curriculum development was led by Gerstein in close collaboration with community anchor partners. Individual training sessions were offered by content experts who were often directly affiliated with TCCS partners. According to community anchor partners, the participatory and engaging nature of the curriculum development efforts facilitated relationship-building between partners and strong understanding of each other's approaches. As one participant shared,

> *The best part of the trainings were us coming together as a team…my favourite trainings were the ones done by Gerstein, TAIBU and 2-Spirits. I really appreciate the effort that went into team-building. (TCCS training participant)*

It also facilitated the production of relevant and high-quality training materials. As a City of Toronto participant shared, "Partners were involved with the design; the wealth of knowledge to co-develop the curriculum was

Results: Evaluation Question 3 & 4

really helpful." A participant from the lead training partner, Gerstein, agreed and shared during interviews that offering different ways for staff to engage with training content is critical to their learning. Such additional considerations regarding support for staff undertaking training (during and after) is especially critical for BIPOC staff and staff with lived and living experiences of mental health challenges; 38% of TCCS trainees shared they have multiple disabilities, most often learning and mental health-related, which further suggests that careful consideration and collaboration in designing and delivering training content is required.

TCCS partners shared during interviews that moving forward, responsibility of administering training (e.g. scheduling) and creating a platform for ongoing orientation should be led by the City of Toronto as the program's backbone support, however, training-related tasks should continue to be done in close collaboration with community anchor partners.

Indigenous cultural safety approaches support Indigenous staff wellness

One of the concepts embedded throughout the TCCS is cultural safety. Cultural safety is directly associated with one of the core principles of the intervention - *to ground the service in the needs of the service-user, while providing adaptive and culturally relevant individual support needs.* This connection is imperative because culturally relevant supports exist in spaces where cultural safety is embedded in the guiding practices of organizations and institutions. Within the context of TCCS, 2-Spirits, partners, and advisory members have defined what Indigenous cultural safety as follows:

> *Indigenous cultural safety is specific to making space, services, and organizations equitable and considerate of the historical/colonial impacts and manifestations of racism and discrimination within institutions and other systems. Indigenous Peoples should be a priority.*

Following from this, participants also took the opportunity to explain what Indigenous cultural safety does not mean from their perspectives:

> *Indigenous cultural safety does not mean we exclude people that have other faith-based beliefs/values, or denomination and it is not a pan-Indigenous approach.*

The concept of a pan-Indigenous approach is an important one to be considered when discussing Indigenous cultural safety as a "one model fits all'' approach is often perpetuated by institutions and systems. In the context of the TCCS, 2-Spirits highlighted that Indigenous cultural safety takes into account that "safety or safe" may have different meanings depending on the Indigenous groups and individuals being engaged and supported. According to 2-Spirits' Advisory Group, Indigenous cultural safety approaches also acknowledge that not every Indigenous staff, service-user and/or their families will require "culture" to be part of the supports requested by them.

Cultural safety is a term that emerged from New Zealand in the 1990s and has since become broadly incorporated into healthcare training and practice worldwide, including in Canada (22). Broadly speaking, cultural safety is about power; this approach recognizes the barriers to service that are inherently connected to power imbalances between the person providing care and their client.

> *"…cultural safety seeks to achieve better care through being aware of difference, decolonizing, considering power relationships, implementing reflective practice, and by allowing the patient to determine whether a clinical encounter is safe." (22)*

Indigenous cultural safety invites individuals working with Indigenous peoples to practice ongoing self-reflection to meaningfully recognize their own cultural biases and prejudices toward Indigenous peoples, as well as the culture of the system(s) in which they operate, to understand how those may affect/influence their attitudes and the overall care they provide to their clients (22). Cultural safety is not about service providers learning the different cultures of the peoples they are supporting, it is about looking inwards to understand how one's culture, belief, and values may impact quality/safe services provided to Indigenous peoples;

> *"In contrast to cultural competency, the focus of cultural safety moves to the culture of the clinician or the clinical environment rather than the culture of the 'exotic other' patient." (22)*

Overall, Indigenous cultural safety approaches that are meaningfully embedded across interventions help Indigenous staff to enact their roles within their organizations; and help to guide non-Indigenous staff and organizations to best support Indigenous peoples

experiencing mental health and substance use challenges using a reflexive, trauma-informed, anti-Indigenous racism lens (22). An important limitation pertaining to Indigenous cultural safety in this report is that the term itself was neither directly and collaboratively defined nor measured with all partners involved in delivering the program to date. However, based on the 2-Spirits findings pertaining to the concept of Indigenous cultural safety and that cultural safety is directly associated with one of the principles of the intervention, there is an opportunity for a future evaluation to include well-defined measures pertaining to Indigenous cultural safety across all partners. A key follow-up step will then be to extend and adapt the definition and measurement of cultural safety to other historically and structurally marginalized groups served by the TCCS, including people who identify as Black or racialized, 2SLGBTQ+, and/or as living with disability.

Data from this evaluation show that TCCS' Indigenous-led pilot region has meaningfully embedded culturally safe approaches to staff wellness throughout implementation, which emerged as a strong facilitator of overall Indigenous staff wellness and satisfaction within their organization. This began with training, as one 2-Spirits participant explained:

> Ensuring staff feel represented in the training, ensuring staff are engaged in the training process as learning processes vary for individuals, and supporting staff that were being triggered around training topics were things we were actively doing…Having the additional staff supports in place, such as access to an Elder and medicines…were essential.

Whereas the majority of respondents from other partners (65%) indicated they were either unsure or unaware of existing supports for Indigenous staff, that none existed, or that this was "not applicable" to them, only one of 12 2-Spirits participants did not provide a description of active strategies with 67% indicating that "access to culturally relevant support" was the top strategy in place in their organization to help Indigenous staff to feel empowered and safe in their roles.

Participants from 2-Spirits shared that they (uniquely) launched their program model with a full staffing complement, of whom 86% Identified as Indigenous; of those who did not, 100% identified as belonging to the 2-Spirits LGBTQIA+ community. Further, like other teams, 2-Spirits recruited many individuals with lived

and living experience of disabilities, including mental health challenges. Many 2-Spirits participants, in turn, highlighted the benefits of having access to culturally relevant supports while working with the TCCS. The types of supports most meaningful to participants included traditional medicines, smudging, Elder supports, and peer help to feel safe and supported in their roles. According to 2-Spirits, these supports are critical for job satisfaction and overall well-being. Frontline workers from 2-Spirits shared that despite enjoying their roles, the work can be challenging and engaging in self-care is important to help staff feel rebalanced emotionally and spiritually. As one 2-Spirits participant described, "accessing culturally relevant self-care and peer support nurtures my Spirit," and another echoed, "access to an Elder really helps my spiritual and mental health."

Throughout the evaluation engagement process, 2-Spirits front-line workers noted the importance of working together as a team to support each other to respond to complex needs in the community. As one 2-Spirits participant indicated, "I have never worked in an agency where there is so much peer support." Another participant reflected:

Staff who participated in the art-based reflexive discussion mentioned that they feel like their work is part of a "cohesive circle" in which there is significant amount of peer support. This, in turn, helps them to provide meaningful care to community members in need of the service.

> I really feel that we are supported, even in the little amount of time that I have been in this role. To have an Elder who we can actually speak to so that we can deal with stuff, not just from a Western lens is really nice. (2-Spirits participant)

The overall high job satisfaction reported by 2-Spirits staff could potentially be attributed to the high staff retention rate reported by the partner, an average of 92% for full-time staff and 100% for part-time staff from July to September 2022. Unfortunately, at the time data were being analyzed to inform this report, there was no available data on the number of Indigenous TCCS staff hired within the non-Indigenous partners and their respective staff retention rates as this had not been identified as a core indicator at the time. Staff retention, if tracked across sites, could be used as a comparator to support further analysis. Given the developmental nature of this evaluation, there exists an opportunity to comprehensively measure overall and

Results: Evaluation Question 3 & 4

specifically BIPOC TCCS staff numbers and retention rate across all partners, and to qualitatively capture overall BIPOC staff satisfaction within their roles as the program evolves. Such metrics are essential to understand if and how the program continues to be in alignment with its core principles.

Staffing and training: Key barriers

While the qualitative data indicate staff are satisfied in their roles overall, and the training survey data indicate that the curriculum itself was well received by those who received it, qualitative data also reveals that implementation of staffing and training had its own challenges. Key barriers to successfully implementing staffing and training included the *pace of implementation and organizational differences in the nature and type of training* received across TCCS partners; and *a lack of staff capacity and staff resources* to support and retain staff once hired and trained.

Timeline, pace, and variability in training implementation

For community anchor partners with staff attending the five-week training module, in both cohorts, timelines were cited as a particular challenge as participants reflected on "difficulties hiring staff while trainings were being offered" (Gerstein participant) and it being "expensive…and challenging to have everyone together at the same time because the services are offered 24/7" (TAIBU participant). Another community anchor partner expanded:

> *The timelines of how things rolled out, it was a difficult process…all the policies, while simultaneously hiring 32 people, while having those people in training full-time… That created a situation where folks didn't have a lot of access to us because they were in training for five weeks. Those early-on issues, questions around roles and policies, workplace environment, group dynamics – were affected by the timelines. There wasn't enough time to have things in place. They were hired, then they started the training. (2-Spirits participant)*

The City of Toronto also reflected on these challenges, which in itself reflects their overall level of responsiveness within this intervention: "One challenge is that the anchor partners didn't get to onboard the crisis workers; they went straight to training and didn't get a chance to see who they are working for and to help ground them there" (City of Toronto participant).

Other TCCS partners – 211 and 911 - received organizational-level training determined in collaboration with the City of Toronto. For these partners, both staff and leadership described feeling training implementation was hurried and decision-making was challenging for partners to keep up with. For example, a 911 participant recalled that insofar as training, "things were changing daily…but there were procedures we'd never seen before. That put the most confusion and stress on the call-takers – we'd get daily updates that things had to change." Staff from 211 described how "it was overwhelming with all the information, lots of handouts, different scenarios, didn't know what to expect" and how "it wasn't really explained to us, it was just thrown at us." At 911, 200 people were trained over nine weeks and so with the pace of change, those trained toward the end of the training period did not necessarily receive the same training as those trained at the beginning of the nine weeks. With both partners operating 24/7, it was also challenging to train overnight staff who were not scheduled to be on shift during the times training was offered.

Indeed, participants who did not receive the five-week core training also described concern about the comprehensiveness of the training they received and resulting level of preparedness leading up to the launch of the TCCS. Some staff who were hired after the training modules were delivered shared during interviews that they did not participate in the mandatory training and had limited or no access to the required module materials. In addition, some of the staff who did not participate in the core training shared that they had mainly received training information via staff who have had the opportunity to participate.

Police officers did not receive formal training but presentations were delivered by TPS senior leadership in March 2022 ahead of the TCCS' launch date to build awareness in each division. Police officers themselves described receiving minimal exposure to the intervention: "we didn't get a lot. We knew that a new program was being rolled out, and through our regular police channels, that a briefing would happen" (MCIT participant). Another police trainee suggested they had "needed more interaction to figure out whose role is what when on the call and the strengths of different people and how each group de-escalates." Several participants from 911 similarly described how "it would've helped if the actual training was "more in-depth" and "more extensive,"

Results: Evaluation Question 3 & 4

providing examples of how the "training skipped out on the part where we were trained to then be the people educating everyone else on the program" and "the part of training of when and how we can send."

A 211 participant reflected that "211 thought it was work we already do but there are differences on the TCCS line and we could have had better training supports." For example, 211 staff members reflected that "having more mock calls would've been good. Felt rushed to be honest. I didn't feel quite prepared." Another 211 participant shared they believe new hires need more training and coaching, as well as job shadowing, to be better prepared to respond to TCCS related calls and to ask the appropriate questions of service users. Training remotely was also described as a challenge, particularly for learning the dispatch processes and technology: "If the training is more interactive and engaging, it is easier to retain the information" (TCCS training participant). A 211 participant suggested: "We should've gotten training in a group setting, like with 911 – one, to get to know each other as colleagues; and two, that we would get the same training. It should be standardized, even with different organizational policies."

Despite the quick pace and evolving nature of how TCCS training was implemented, participants who received organizational-level training also described feeling increasingly more at ease over the course of implementation, with exposure to calls and practice. This was particularly true of 211, where "the majority of staff now feel confident, 'own' the radio and rarely now need any confirmation or push from management - they help each other and are saying that they feel way more confident" (211 participant), with another 211 participant summarizing: "More practice has yielded more confidence on the line." Success was attributed at least in part to their management team and the level of support provided to staff by direct supervisors. For example, one 211 participant described: "We have each other… we work well as our team and our managers" and another reflected, "managers are doing an amazing job to support when needed," while going on to importantly note "but their capacity to be live support might run out." In fact, this lack of staff capacity and staff supports emerged as the second key barrier to successful staffing and training for the TCCS.

Lack of staff capacity and resources

Nearly all TCCS partners expressed concerns about the lack of "people power" - both in terms of having enough staff capacity and enough resources to support those staff to be successful and stay well within their roles. Particularly with early staffing challenges and the resource-intensity of implementation, the lack of staff capacity to respond to the current demand for the service, let alone its projected expansion emerged as a critical barrier to successfully staffing and sustaining this intervention. As a 911 participant summarized, "The numbers are manageable now, but if we scale up the project, it is not sustainable."

Participants from 211 described being concerned about their existing capacity to take on this quickly evolving and expanding intervention, going on to note how it will be important to ensure sufficient staff are in place to manage the projected increase in calls as awareness of the intervention builds and boundaries are potentially expanded. Management at 211 agreed that staff capacity was an issue in the first six months of operation, particularly earlier in implementation when they had only two Service Navigators on the overnight shifts. Overnight staffing has since increased. A 911 participant described an instance in which they "transferred where a caller definitely meets criteria and gets consent, and then finds out the team is not available and has to tell the caller that ok, guess I have to send the police anyways, which defeats the purpose" (911 participant). Another 911 participant reflected that

> 211 has staffing issues too though so quite often, we are waiting three minutes to get a Service navigator and then introduce the caller, give the information - would be nice if it was a more immediate transfer. That should shave off three minutes, which is huge in our world - another two callers we could've dealt with.

While 911 participants expressed positive sentiments about the intervention overall, capacity pressures did emerge as a topic of concern in interviews and focus groups. As one participant described, "Every other agency has people solely assigned where we're still trying to wear multiple hats and we can't shortchange our other responsibilities." Participants emphasized their need for dedicated resourcing given they are currently the "the primary point of contact, spending five minutes explaining the program, increasing talk time, and putting others at

Results: Evaluation Question 3 & 4

risk" and that they are "pulled in so many directions... wish I could dedicate more time or that there would be someone fully dedicated. But people cheer when they put a call through and I enjoy that."

Capacity was a barrier for community anchor partners too, from both 911 and 211's perspective, as well as the community partners themselves. As a 211 participant described,

sometimes there's a bottleneck too, only one van out at a time spending one hour with someone - sometimes it might be three to four hours before the van gets there so we can't guarantee an immediate response…still building capacity…a few times, 211 has received calls and the van has been off the road.

Community anchor partners echoed the need for additional staff and went on to speak to the importance of having resources to support those staff. A CMHA-TO participant commented "more funding would be helpful. More staff - even in terms of staff retention." Another community anchor partner summarized that from the crisis worker perspective, "staff burnout will be on its way if staff are not hired" (TAIBU participant); and another echoed, "Service delivery should also consider the mental health and wellbeing of those delivering the service" (211 participant).

As noted earlier, 85% of the 100.45 FTE roles were filled by frontline staff. While both interview and survey data indicate staff are satisfied or very satisfied with their roles overall, a majority of the frontline staff attribute their high satisfaction to the sense of reward that follows their interactions with service users and those who support them. In addition, despite overall satisfaction, participants in this evaluation spoke to the need for increased staff supports. As a 211 participant expressed, "retaining newer staff has been tough. We train staff and spend all this time, etc., and then they quit. It's too much and they get stressed."

Data indicate additional resourcing is required to prevent staff burnout and increase support for community anchor partners to best support their communities. As one 211 participant reflected, "Our Service Navigators are the heartbeat of 211 and if that heart is hurt or bruised, it's going to ripple upwards and outwards." Participants from 211 at the management and leadership level shared they are "hearing that the calls are taking a toll on staff's mental health," particularly compared 211's other specialty lines,

and that "staff feel they don't have the tools they need to do the work." The 211 Service Navigators themselves described how it can be

very jarring at times when you're dealing with TCCS calls - mental health issue, then you're looking for a food bank, then jumping to another crisis call - it can be very draining for us. Mentally, even emotionally. Some calls are really difficult. We need some time to gather ourselves, but there's like 11 calls waiting, and you feel you need to jump back in. I took a recent call, I'm not the type of person to cry, but that call made me really cry. I needed a five minute breather. (211 participant)

Increased access to culturally safe staff supports, particularly for Indigenous staff across partners, was another identified resource gap. The majority of participants in interviews, focus groups and surveys shared that their respective organizations do not have a specific strategy or plan in place to support Indigenous staff, or were unsure and unaware of any specific resources and opportunities for Indigenous staff support, with participants from different partners indicating "Our agency has no current strategies in place for Indigenous staff" and "I'm Indigenous and I'm not aware of anything specific." As was seen with the impact of cultural safety and culturally safe resources, adequate staff supports, and awareness of those supports, across the TCCS workforce are critical and present a notable risk to the sustainability of the intervention.

Data systems and information-sharing

How were data systems and information-sharing implemented?

A key part of the TCCS intervention is the way in which data is collected, stored, reported and shared at each partner level. Overall, TCCS partners reported challenges with data collection and information sharing processes due to the unique data platforms used across the intervention. That being said, quality improvement approaches to support these challenges have been a key facilitator in the implementation process. Key barriers of data systems and information sharing included incompatible systems and duplication of efforts, and organizational differences in data collection capacity.

Each TCCS partner brings to the intervention a different combination of data systems, data collection and

Results: Evaluation Question 3 & 4

reporting processes and electronic platforms. Whereas 911 collects and reports data using a computer-aided dispatch (CAD) system, 211 collects and reports data using both a helpline software (iCarol) that was uniquely modified to incorporate new fields for TCCS and a dispatch database and portal (TCCS Dispatch Portal) that was newly and specifically designed for the TCCS. Community anchor partners both have access to the dispatch database and have their own individual electronic medical record or charting systems in which they collect service user data using fields not necessarily aligned with the data TCCS intended to collect.

These different data systems have different functionalities. At 911, their CAD system's functionality is limited to call counts and basic call characteristics such as source, place, type and time. At 211, iCarol's functionality requires extensive manual entry, resulting in duplication of effort when used in conjunction with the TCCS Dispatch Portal as the two internal data systems are not connected. Data from 911's CAD system can be linked with 211's iCarol data using a TPS event number to produce a complete service user record from call intake to TCCS mobile crisis team completion on site, however, challenges have emerged when the TPS event numbers for relevant calls are not recorded or captured. Additionally, there is currently no process to link the data from 911 and 211 with community anchor partners' independent data systems.

Data systems and information-sharing: Key facilitators

Quality improvement approaches

As mentioned, a key facilitator of this intervention is the quality improvement lens used by partners to support data system implementation and information-sharing challenges. From the backbone perspective, the City of Toronto acknowledged the complexities of data collection processes and data system implementation. A City of Toronto participant described the idiosyncrasy of the data as the most challenging aspect; data is entered by many different individuals with different systems and is often open-ended or text-based and situationally specific. This, in addition to the unpredictability of calls, has limited the ability to create efficient and standardized data collection processes such as checkboxes and drop-downs. The need to match data from one system to another has added further complexity; for example, in linking of 911 and 211 call data where

one identifier that links the calls is the event number from TPS and we can't match a record without this. This number is put in manually and if 911 doesn't provide this info to 211 [or it is not recorded by 211], then you cannot match the record. Hence so many missing data points. [This] requires a lot of manual verification. (City of Toronto participant)

When asked about the management of data, the City of Toronto shared that they had not fully anticipated or known what data management processes would be required until implementation was already underway. Since then, however, the City of Toronto remarked that partners have come together with "a lot of great ideas and problem-solving" around data management. Examples to support quality improvement and streamlining have included the ongoing refinement of data fields; procuring software, such as Tableau, to merge data sources; and receiving support from the Safe TO analytics lab to streamline processes and make data collection and reporting more sustainable.

In addition to the City of Toronto, 211 approached data collection and reporting from a quality improvement perspective. Implementation tracker data shows 211's frequent activities associated with modifying data fields and processes within iCarol and the dispatch portal, particularly when community anchor partners have shared challenges associated with data system implementation on the ground. This was exemplified by community anchor partners sharing times they have arrived on site to police already present because of a situational change that had escalated to require their response. As a result, 211 was looking into a way the dispatch can be canceled on the dispatch portal by 211 so the crisis team does not duplicate service and create confusion for other first responders and the service user. Other forms of quality improvement processes taking place at 211 include meeting regularly with anchor partners to learn about their needs and hearing feedback on what works well and/or does not work well from a data system implementation perspective. A 211 participant shared that "practices have changed and become more complex but that's also a good thing so we get to dig down further." With the ongoing adaptations to implementation processes on the ground, 211 continues to make data system changes to support the improvement of data collection and reporting.

Results: Evaluation Question 3 & 4

Like 211, with time, community anchor partners reported adapting to data collection and reporting processes. TAIBU, for example, described the many hours spent pulling data from the dispatch portal and they "fell behind initially on the data piece because the EMR wasn't designed for it." Since then, TAIBU, like other partners, has dedicated data collection to a designated staff (as per the program model) and "now folks are getting better with checking off boxes in the EMR and writing specific things down in terms of the data points" (TAIBU participant).

Data systems and information-sharing: Key barriers

Incompatible data systems, technology, and duplication of efforts

A common theme that emerged related to the incompatibility of the intended use of existing data systems and the data required by TCCS. For example, a 911 participant described "a level of frustration on this [data systems we are using]. They are not designed to collect information in the way we are collecting information for the TCCS" and that "reporting is completely different than the reporting we typically do," citing frustration with the inability to collect and report a greater level of call detail:

> The data was the biggest nightmare on the tech side – people want numbers but we work with an emergency system meant to dispatch police. We couldn't speak to all the different data pieces that all the partners wanted. They wanted to know if it's decreasing calls, decreasing repeat callers, but the system's not set up for that – had to create a lot of extras which are now extra steps for the call-taker to do as well. Now they have to click this extra box, enter this message into text, introduces a lot of human error and lack of stats, lack of understanding. Very frustrating.

While some new data points were created, like a notification checkbox for when a call is transferred outside the TPS system (i.e. to 211 for TCCS), for example, "the quality of the data for the new data points were not as high as we would like them to be" (911 participant).

Community anchor partners described similar sentiments as a variety of data system platforms are used at respective partners. For example, Gerstein and 2-Spirits use Pirouette Case Management Software, TAIBU uses PS Suite and CMHA-TO uses Input Health. With each partner implementing a unique system, there is a need

to adapt to often incompatible processes. A CMHA-TO participant, for example, described having "to create our own manual form where staff are capturing data in there and then it's sent to the admin who puts it back in one place…it's not an ideal system that we have right now." A TAIBU participant echoed: "When we saw the data points that needed to be collected, we needed to redesign our whole process." Partners with later launch dates were also less far along in implementation of data systems and information-sharing, describing their experience as follows: "in the moment, it's quite tedious, but helpful. We started grabbing the data but we haven't finalized it to send it in" (2-Spirits participant).

These incompatible systems contributed significantly to the presence of redundancy and duplication of efforts in the data collection system used by 211. For example, when 211 Service Navigators receive and assess a call, iCarol is first used to collect information. In cases where a 211 Service Navigator determines a dispatch may be required, they must then replicate that same information into another system (i.e., TCCS Dispatch Portal), which is used to formally submit a dispatch request. A 211 participant shared the following:

> The biggest bottleneck is the doubling of what we have to do. When we get a call, we do iCarol, we capture the event number. Once that's done, we have to copy that same darn info piece by piece to put it into a portal to submit it. Then log into the radio. I guess there is no stable solution to that? But that adds like 5 mins to that call.

Another 211 participant agreed: "Sometimes you have someone in crisis so you wanna work as quickly/accurately as possible .. so when you're copy/pasting over and over it feels like a waste of time." Adding onto the above, more 211 participants shared their thinking around the purpose of the two systems (i.e. iCarol and the TCCS Dispatch Portal), and whether it may be worthwhile for mobile crisis teams to have direct access to iCarol. As one 211 participant explained,

> Personally, all the information about the call - the anchor agencies should go to iCarol for the information and the TCCS Dispatch Portal is the trigger/new request prompting you to verify the call and confirm. When I use the two platforms, I think some of the info should be the same. As a call taker I spend extra time copy/pasting. That is something I think in terms of technical support they can do that. They can help us to make it easier.

Results: Evaluation Question 3 & 4

Technology challenges with radios in particular have posed a barrier to implementation to date, especially for 211, whose participants universally described frustration and inefficiencies resulting from having to learn a new technology and then having technical issues. These included not being able to hear the mobile crisis team staff on the other end of the line; or in the early months of implementation, having to hear radio chatter in the background while attending to calls on the phone, which was distracting for staff. With a dedicated dispatch position, distraction by radio chatter is expected to subside.

Community anchor partners shared instances of process challenges and duplication as well, such as when mobile crisis teams and other emergency services are both involved in dispatches due to a lack of streamlined communication and information-sharing. For example, there was an event shared where a mobile crisis team was on site beforehand, departed, and then MCIT arrived. A police participant recounted:

> *One time, there were duplication efforts, TCCS was there before and then MCIT showed up. I had no idea that the team was there before. Another call, I requested. I understand the division is huge. Took an hour to get there. Which seems outlandish. When they did get there, it was proper, and it was good. We cannot leave, it's like an hour of us hanging out, keeping the narrative going.*

Although it was not clear why there was a duplicate dispatch of both TCCS and MCIT to the same event, it may imply a lack of information sharing between the two teams. This experience also revealed another complication: when police request a TCCS mobile crisis team to take over the event, whether or not police are required to remain on scene until TCCS arrives is determined by Road Sergeants on a case-by-case basis. Ultimately, incompatible systems and technology could result in a delay of police being relieved by mobile crisis teams and responding to other urgent events.

Organizational differences in data collection capacity

Participants were asked to reflect on their experiences implementing and using their data systems to fulfill their respective roles in data collection, reporting and information-sharing, which collectively contribute toward the overall data collection and reporting for the TCCS. As one 911 participant reflected, "the data source we

[911] are collecting is a very small piece of the puzzle." A common theme was how the addition of new fields and a new platform felt like a significant change for staff across partners and created "more pressure to fill in more information for TCCS because it affects other people at other agencies" (211 participant). Reviewing and revising data collection platforms and processes were the most commonly cited implementation activities for 211 in the first six months. As one 211 staff described, "TCCS allowed for a new template to be developed, which has been the biggest change," and another noted how there were "a lot of platforms to navigate that were sold as being easy but are not when you have a PIC [person in crisis]." 911 participants similarly described how "the burden has been placed on the call-takers and this is a big ask" and echoed that there was, for example:

> *a lot of confusion because we have many programs implemented – we have a canned dropdown but there are some for [another pilot program] plus TCCS plus other programs – a lot of confusion around what to click, 'Am I doing it right?' 'I'm not a bean counter.' That's been a big frustration for the call-takers.* **(911 participant)**

Another 911 participant echoed that additional data points are challenging in the context of a crisis: "Typically, they [911 call operators] are just creating the response, not thinking about the data, that's not their function – their job is to analyze a situation and create a response. Adding the metrics is an extra challenge."

Frontline police officers have had a lesser role in data collection to date, due to their indirect role in TCCS and limited interactions with the TCCS mobile crisis teams to date. One police participant remarked they have "no box [to check], people may be putting it into their written reports," as another police participant indicated they have "no idea where the data goes. I was told to keep a log of how many calls, yes, no, didn't show – I wasn't told very much. I was told I was representing my group on the platoon and I should keep track of things."

Community anchor partners shared similar sentiments regarding data collection and reporting processes. With many changes to data collection processes within this intervention (i.e. addition and revision of indicators, and data changes to data collection tools), the current capacity for anchor partners to make these changes on the back-end of their data system is low. For example, in order to capture quantitative data and send it to the

Results: Evaluation Question 3 & 4

City of Toronto on a monthly basis, anchor partners have created separate excel spreadsheets to support the collection and reporting of some data points that their respective data systems do not have the capacity to collect. As mentioned above, this work requires hours of manual labour, accessing data from multiple sources, including case notes, in order to meet reporting requirements. The following quote was shared by a TCCS staff member regarding the challenges associated with data collection and reporting processes:

We need to review all data manually and extract the relevant information from multiple sources in order to input into the data collection template that goes to the City. This is very time consuming and creates opportunities for mishandling the data. (2-Spirits participant)

Moving forward, several participants spoke to the need for a centralized, uniform system for all service providers involved in the TCCS. As one community anchor partner described, there are likely gaps here as well… all of our data isn't centralized. Everyone is operating within their own systems. We've had to integrate new systems because we weren't a crisis response so our data software didn't really apply with what we're doing now. Our data across the agency isn't really centralized. Even with the pilot [TCCS] too, because we're doing things like the implementation tracker, quarterly reporting on the same page, then quant[itative data] on another one, which we have to grab data from our case notes to put into there. Data is also coming from 211/iCarol. The data feels like it's coming from every direction. (2-Spirits participant). Another echoed, "Having a standardized system in the future would be a key part of this project" (TAIBU participant).

Community outreach and engagement

How was community outreach and engagement implemented?

The majority of TCCS partners reported an overall low level of community outreach and engagement in the first six months of operation, with varying levels and

types of community outreach and engagement activities throughout implementation.

Implementation tracker and qualitative data from interviews and focus groups detail collaborative, community-based launch events held in alignment with the staggered launch dates. Additionally, some participants described limited community outreach and engagement. From across partners, participants identified the need for greater partnership with groups and organizations that can or should be aware of and refer to the TCCS, such as the shelter system, Toronto Transit Commission, and large community organizations like the YMCA. Participants from 911 suggested there "could be a lot more public education and organizational education" and relayed "limited information went out through social media – a couple tweets and Facebook posts…don't do much with the community." A 211 participant echoed that they "haven't seen the community's voice since the first session."

Some TCCS participants went on to associate the lack of community outreach and engagement to date with operational challenges, including capacity challenges associated with the amount of time spent by 911 and 211 introducing and providing information on the service to service users. "A public campaign should have been done before the pilot started…so that call-takers would not need to share with callers what the project is about over and over again" (911 participant). The overall low level of awareness of the program within the broader community was also noted. One police participant remarked, "the community doesn't know you [TCCS]." A City of Toronto participant acknowledged "some areas are getting high volumes of calls, and some lower - this has to do with the education piece."

As a result, 911 "call operators are frustrated there's no public education piece and it's solely on them to explain the program" (911 participant). Another participant described feeling burdened by the need to fill the gap:

The burden of education has fallen on us; 99% of the time, 911 calls are not emergency. Usually, it's people looking for information, people asking for police when it's not needed. But the pilot is absolutely necessary, absolutely valuable. But our wait times are atrocious. And the time we have to spend explaining the program adds up and the queues keep growing… callers get frustrated that they've never heard of it and just say to send the

Results: Evaluation Question 3 & 4

police. Some people don't even want to understand the education part of it, they just want the police to come instead. (911 participant)

At the same time, 211 expressed concerns about capacity to carry out and respond to greater community outreach and engagement efforts if/when implemented more fulsomely: "In terms of wider promotion in the fall of 211 as an entryway into TCCS, 211 currently doesn't have the internal capacity to handle that" (211 participant).

Community anchor partners reported relatively more robust outreach and engagement than other TCCS partners, indicating outreach was generally embedded in their daily operations. When asked to comment on their community engagement, TAIBU, for example, described attending Children's Aid Society meetings as well as a community event they hosted at the end of August in which they brought food and community together to learn more about the TCCS. "If we don't let community know we are here, then we don't have a service" (TAIBU participant);

We do this on a regular basis. If the team is not too busy, we tell the team to go to areas like the Beaches and hand out flyers to ensure they know that this initiative exists…42 Division, letting them know that there different places to go…CAS [Children's Aid Society], go to their meetings…If we don't let community know we are here, then we don't have a service. (TAIBU participant)

A Gerstein participant similarly described reaching out to the community by having a table at the Toronto Pride Parade to share information about the TCCS, for example,

and reported "the TCCS team does outreach all the time, staff meetings with other organizations." Other partners reflected on the outreach and engagement they had done with their community service networks. In particular, 2-Spirits reported a comparatively robust effort:

We did host info[rmation] sessions...we created posters and registration forms to share with those agencies [ENAGB and Parkdale Community Health Centre] to share with their community…presentations on the pilot and answering a Q&A at the end. We created a Facebook and Instagram media campaign, our community access us through Facebook…a newsletter as well. Beyond that, through our Community Advisory Committee, we have those folks that talk within communities. (2-Spirits participant)

TCCS staff at CMHA-TO described outreach efforts to date as "going to different organizations on their shift; going to shelters, hotel shelters, government organizations, going to the nearest McDonalds" (CMHA-TO participant). In this northwest pilot region, which was unique in developing a coalition of community service providers and distributing funds amongst the group, CMHA-TO reported having coalition member Caribbean African Canadian Social Services (CAFCAN) lead community engagement but this being limited to date given their relatively earlier stage of implementation: "The community engagement lead was hired by CAFCAN and they just started and they will be taking the lead to create a Community Advisory Group and do more community engagement events" (CMHA-TO participant).

Results: Evaluation Question 3 & 4

Community engagement and outreach: Key facilitators

Partnerships and collaboration

In the limited community engagement and outreach that occurred, the most apparent facilitator was partnerships and collaboration. For example, CMHA-TO noted their coalition model has particularly supported their ability to engage the community because "they've been working with communities for so long and it's helpful to get their insight" (CMHA-TO participant). Reflecting on their launch event as an example:

> *The Launch event would not have been possible without the partnerships we have. Jane and Finch set us up with a space and equipment all for free for the program; and other partnerships gave us vendors and discounted rates because those vendors have worked with these organizations for such a long period of time. (CMHA-TO participant)*

Community engagement and outreach: Key barriers

Lack of staff capacity

Despite this being a key element of the TCCS theory of change, capacity to enact these activities was frequently limited by a lack of staff capacity as well as emerging and pressing operational needs associated with the launch and process improvements in the initial months of TCCS operation. This emerged as a cross-cutting barrier that has previously been described and is therefore not expanded upon further in the current section beyond to say that participants from across partners have previously identified significant capacity barriers to direct service delivery. If direct service delivery lacks capacity, certainly partners are unlikely to then have additional capacity to participate in robust, proactive community engagement and outreach.

Results: Evaluation Question 5

Evaluation Question 5: How suitable is the Toronto Community Crisis Service for the system and setting in which it is operating?

This final evaluation question reflects on the appropriateness of the intervention in terms of its perceived fit and relevance for communities across the City of Toronto. Data in response to this question were drawn from the range of mixed method data sources and include Toronto Community Crisis Service (TCCS) program partner and staff perceptions around overall suitability of the model for its intended communities and current context; reach to intended communities; and service user perspectives. The section concludes with a brief overarching assessment of suitability or appropriateness for the system.

Partner and staff perceptions of service suitability

Preliminary data from a variety of sources indicate the TCCS is trending in the right direction in providing meaningful support to individuals and communities, despite the implementation challenges and system-level barriers described in previous sections. TCCS partners tended to agree with this overarching assessment, with 82% of survey participants from across TCCS (N=43)[26] responding favourably (49% strongly agreed; 33% agreed) when asked directly, *"To what extent do you agree the Toronto Community Crisis Service is suitable for the system and setting in which it is operating?"* In addition, when asked whether the intervention was working well overall, 75% of survey respondents indicated they strongly agreed or agreed. Results of the Wilder Collaboration Factors Inventory further showed that 100% of participating partners agreed (with five of six strongly agreeing) that *"the time is right for this collaborative project."*

Overall, TCCS program partners and staff who participated in one-on-one interviews shared a degree of optimism in relation to the suitability of this program model across the four pilot regions, while continuing to note implementation challenges. A majority of TCCS partners and staff described reasons they believe the

program is suitable and appropriate to the setting in which it is operating. As one individual described,

> The TCCS program has come at a time when members of TPS Communications [911] are being asked to do more in their positions. As such, there has been a learning curve with this program but members do see the benefits of TCCS - not only for citizens who need it but for the TPS organization as well. *(police participant)*

TAIBU participants shared that "the system is geared to work in a certain way that works for a certain group that's very small - really, really small - compared to the communities who are experiencing these problems" and that it is the consent-based and compassionate approach their TCCS team have when supporting individuals in crisis helps to build community trust in the service:

> Because the model is consent based and is so different from the way police work, this adds a level of trust within the community. For example, if a client asks to be left alone, crisis workers will leave, but may leave a bottle of water or food as basic needs supports. *(TAIBU participant)*

As another TAIBU participant shared:

> Part of the reason this program is so successful is that we talk on their level and are able to explain what's happening. It isn't just a compartment. We need a solution for how to live with this diagnosis. How can we offer solutions when there's no avenue to take care of yourself and give to the world? That's really what heals people: contribution and belonging.

Indeed, other participants shared learnings on how critical it is to be present for clients in the moment, to meet them where they are at on a human-level, to listen to their stories without judgment: "I'm going to walk into this call, I don't know what the situation is, I would make sure I have no judgment, no stigma, positive energy and energy to support that person in that moment of crisis." (2-Spirits participant).

Despite some implementation challenges and "steep learning curves" experienced by institutional partners, including the overall capacity of partners to implement the program, data and technology, and systems-level readiness to sustainably address major inequities to

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[26] Note: Survey limitations include unequal representation across partners. Please see survey representation in Appendix O.

Results: Evaluation Question 5

effectively support TCCS clients (e.g. mental health supports, housing and shelter, food security, and basic income), there are truly valuable and appropriate elements of the intervention in relation to the needs of the population it serves. Most importantly, the compassionate, trauma-informed, holistic support offered to service users during and after crises to address their immediate mental and physical health, as well as their basic needs for social care, is integral to effectively serving historically and structurally marginalized communities.

Immediate opportunities to enhance service appropriateness were discussed earlier and include increased collaboration and communication amongst partners, data and technology enhancements, and ongoing core and maintenance training, co-designed with and equitably available to all TCCS partners. One of the most significant opportunities to improve the overall intervention's suitability is the development and implementation of meaningful, Indigenous cultural safety practices within all partners, particularly when used in combination with better data systems and data training to support high quality demographic data collection and use. Successfully and meaningfully incorporating Indigenous cultural safety practices will take time and real commitment by all involved, but will purposefully facilitate the implementation of equity-focused approaches throughout the intervention pathway.

Sociodemographic reach

A key consideration in the assessment of suitability is the intervention's reach or the degree to which the intervention was accessed by its intended structurally marginalized populations, including Black- and Indigenous-identifying people, people of colour, and members of the 2-Spirited LGBTQIA+ community. To evaluate this, demographic data was collected from TCCS service users at different points in the call pathway, where feasible, at this stage of implementation. Five key equity specific indicators were reported from follow-up during case management and from 211 I&R referral data: age, gender, disability, race, Indigenous identity and are presented below for comparative purposes. However, it is important to note that all TCCS partners shared notable challenges collecting demographic data during follow-up calls and visits, hence the proportion of missing data reported.

As mentioned previously, there were 103 calls resolved over the phone by 211 through I&R.[27] Of those 103 calls, 71% of callers were aged 16 years and over and thus eligible for the service; in 23% of age data was reported as "not applicable". Gender was identified by callers with 43% identifying as woman, 34% identifying as men, 3% reported no option listed for them to identify with and 1% preferred not to say. 19% of gender-specific data was reported as "not applicable". In terms of racial background, data was 96% incomplete and disability data was missing at a similar rate (96%). This critical gap in data precludes determination of whether the TCCS reached its intended populations.

Among community anchor partners, demographic data collected during follow-up visits and case management was of higher quality but still missing in notable proportions. Across site, this dataset indicates that TCCS service users who received follow-up care as part of the intervention were aged 16 years and older (63%; 28% missing); fairly evenly split between men (40%) and women (34%) with 2% identifying as transgender, another 2% gender non-binary, and 1% Indigenous; the remainder of data is missing. Similar trends were present for language, with approximately 40% of service users identifying as English-speaking. There were very small proportions of other categories such as French, Hindi and Somali, and the remainder missing (40%); and for disability, with 37% identifying as experiencing a disability, most often mental health (58%); physical illness or pain was the next most commonly identified disability at 8%), and the remainder of disability data either missing or participants were unaware or preferred not to answer.

Lastly, sociodemographic data was collected for training participants, as reported in the previous section (see **Training**). In part, this data was collected in order to evaluate whether TCCS staff backgrounds and experiences reflect the communities they intend to serve, a key tenet of the program model. While this data is not representative of all program staff, it does begin to suggest that the TCCS mobile crisis teams, in particular, are staffed by individuals with diverse gender and racial or ethnic backgrounds, as well as lived experiences of mental health disabilities.

As a whole, sociodemographic data quality, especially for service users, precludes conclusions at this time

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[27] It is important to note the limitation of collecting I&R specific demographic data. Not all callers are comfortable disclosing demographic characteristics over the phone. Therefore, the data reported will consist of responses where "not applicable (N/A)" is reported.

Results: Evaluation Question 5

beyond suggesting the intervention has successfully reached adults across the City of Toronto experiencing mental health challenges. The need for improved data systems and capacity to support collection, reporting and use of high quality demographic data collection has been identified previously in this report, and its impact on resultant data quality in the current report is worth highlighting.

Overall assessment of suitability

The TCCS has successfully diverted a large majority of its calls from 911 (78%) with only 4% of events over six months attended by emergency services and 1% of events resulting in service users being transported by Toronto Police Service. In addition, TCCS mobile crisis teams made over 700 referrals to community-based follow-up supports and enrolled 334 service users (28% of mobile crisis team dispatches) in post-crisis case management. The most commonly referred cultural supports included those for Africentric and West Indian/Caribbean-centric supports and Indigenous-specific supports, which suggests reach to communities of interest. Preliminary program data such as these and several process indicators trending in positive directions, including increasing call volumes and decreasing total call time, suggest overall suitability of the TCCS for the City of Toronto. Further, given demonstrated collective willingness to collaborate and improve and the fact that a significant proportion of the implementation barriers identified were related to identifiable and actionable process improvements, many of which are currently being acted upon, the evaluation's overall assessment of the suitability of this intervention is positive.

To further improve appropriateness in the current intervention stage and system context, and given lessons learned to date, a series of recommendations are offered in the next section of this report, the implementation of which is expected to bring the TCCS even closer to meeting the needs of the communities it aims to serve.

Service user testimonials

While service user experiences and outcomes were outside the scope of this evaluation, a short survey was developed upon ad-hoc request by the City of Toronto containing open-ended questions for community anchor partners to use with former TCCS service users to preliminarily inquire about their experiences of services received. A total of three former service users engaged in the survey across different pilot regions. The survey was administered verbally by TCCS staff who were known to the participants via the phone; or a survey link was shared with participants and TCCS staff supported them through the response process via phone. Based on the information gathered, the overall experience of these service users was very positive, with participants sharing they felt safe, supported, and respected while receiving support from the TCCS staff. One survey respondent shared they were able to access the support they needed through the program, while another survey respondent noted the "great care and compassion" they experienced while in the program.

Below are testimonials provided by the three service users broken down by the different survey prompts.

What was your experience like getting help through TCCS? Did you feel safe? Did you feel supported? Were you able to access the supports/services you think you needed?

"I felt very safe and supported. The support I received was way beyond what I expected." (TCCS Service User, 2022)

"Yes, I feel safe and supported by [TCCS staff]. Yes I was able to access support." (TCCS Service User, 2022)

"The service is so efficient and honest. I felt safe, I felt heard. There was no judgment. They helped me with no issue and made me feel like a person again. There were no lies and no promises that she didn't keep." (TCCS Service User, 2022)

In what ways has getting help through TCCS impacted you and/or your community? Examples: awareness of the services available, culturally relevant supports, sense of safety/belonging.

"I felt very safe and respected in the services I received. Great care and compassion was given in the handling of my situation each and every time." (TCCS Service User, 2022)

"I have a better sense of safety in my own home. And of what my rights are as a tenant/renter." (TCCS Service User, 2022)

Results: Evaluation Question 5

If a friend/family member were in need of crisis support, would you recommend TCCS? Why?

> *"Yes I would recommend it because it is good that someone is always checking on you." (TCCS Service User, 2022)*

> *"Absolutely 110% without a doubt." (TCCS Service User, 2022)*

What has been different about TCCS compared to your past experiences in getting help?

> *"The level of experience, knowledge, respect and care I received." (TCCS Service User, 2022)*

> *"The intervention has been very down to earth, fast, efficient. I have no complaints at all. Excellent service." (TCCS Service User, 2022)*

Is there anything else you'd like to share?

> *"The TCCS is an amazing and compassionate agency. I felt heard, seen and listened to. For me that was extremely important. The workers were non judgmental, kind and always available. Thank you very much!!" (TCCS Service User, 2022)*

Limitations

Evaluation design limitations

This evaluation was co-designed with Toronto Community Crisis Service (TCCS) partners and the evaluation scope, priorities and processes have evolved over the course of implementation. Given the early stage of implementation and the complexity of this intervention, scope of the current evaluation was limited to several key implementation processes and outcomes and the perspectives and experiences of TCCS partners and staff; that service user and community voices are not included in the current evaluation report is its most significant limitation. Particularly in light of limited staff capacity and data system capacity challenges, further refinement of the evaluation design is also required to reduce burden on staff and improve monitoring and evaluation efficiency and utility moving forward. This approach aligns closely with the developmental and utility-focused frameworks informing this evaluation.

Data limitations and considerations

There are several limitations to the data presented in the current report. Of 3,024 total call records reported in the first six months of the TCCS, 412 (14%) were incomplete and could not be verified at the time of analysis; and of the 2,489 calls successfully received by TCCS, 149 (6%) require further verification to determine intake source before missing data rates can be further attributed to each partner with confidence. Missing data in individual partners' datasets had led to challenges reconciling datasets and verifying and/or completely documenting a TCCS call record. Incomplete records can result from a variety of circumstances. Most often, the Toronto Police Service (TPS) event number, on which dataset linkage is based, is missing due to miscommunication or misreporting during handoff between 911 call operators and 211 service navigators; or, a 211 call record is missing a corresponding TPS record or dispatch record, leading to an inability to verify a successful transfer.

With the TCCS being a pilot program in its first months of implementation, significant evolution in data quality was expected. Data reconciliation has been ongoing and quality improvement discussions and activity have occurred consistently throughout implementation; and responsive decision-making has led to continuous

improvement in both data collection and reporting processes and the resulting data quality. Continued improvement in data quality is expected to continue with the automation of several key data sharing processes underway, including the automated transfer of TPS event numbers to 211, which is expected to significantly improve data quality and completeness.

The second limitation to note is with regard to the quality and completeness of sociodemographic data in this report. Demographics remain challenging data elements to collect and report across sites given different collection points and processes by different partners with different data systems. Across both sets of demographic data included in this report, the majority of data is missing, particularly for key equity indicators like race and disability, which are collected later in the call process and for a smaller proportion of eligible callers. Additional and ongoing refinement of demographic data collection processes through both data collection and reporting training and centralized data system infrastructure improvements are anticipated to contribute to improved data quality over time.

The third and final consideration is the qualitative data included in this report reflect the experiences and perspectives of a convenience sample of participants and may not generalize across partners or to the broader populations participating in and affected by this intervention. At the partner level, this sample includes significantly more participants from 211 and 911. In part, this was due to the scope of this implementation evaluation and the focus on call intake and diversion processes; in part due to organizational size; and in part due to the staggered launch dates, with two of four community anchor partners launching in month four of a six-month evaluation, which limited staff availability and capacity to participate. Most importantly, however, the voices and experiences of service users and communities are not represented in the current report due to scope and feasibility. As noted, a follow-up comprehensive outcome evaluation will take place in 2023, which will be co-designed with TCCS partners and service users to ensure service user and community experiences and outcomes are prioritized in this next evaluation phase.

Recommendations & future considerations

A series of recommendations aligned with current analysis are presented below. Each recommendation includes several sub-recommendations or specific actions with an indication of who should be responsible for implementation. Recommendations are further categorized as relating to immediate implementation or for scaling considerations (also summarized in **Tables 20a** and **20b** below). Recommendations are also subject to change pending feedback from partners.

Immediate recommendations for ongoing successful implementation of the Toronto Community Crisis Service:

1. Commit more time and space to partnership and engagement activities within the intervention.

a. Co-create regular opportunities for all partners at all levels to directly engage and share perspectives, experiences and lessons learned; and involve multiple staff levels in such sharing and planning spaces.

Inter-partner interactions and collaborative activities have been a key facilitator of successful partnership and collaboration within the Toronto Community Crisis Service at the leadership level, ongoing opportunities for which are feasible and should be maintained. Involving more staff from frontline positions in these interactions is recommended to further increase buy-in, alignment and collaboration within and across Toronto Community Crisis Service partners.

Responsible actor(s): City of Toronto (lead) with participation by all partners

b. Increase community anchor partner attendance at 911 Operations and Toronto Police Service parades across Divisions.

Specifically to improve the working relationship between Toronto Community Crisis Service staff and Toronto Police Service, increased regular attendance by all four community anchor partners and Findhelp211 at 911 Operations and Toronto Police Service parades are recommended as a feasible and

effective mechanism by which to increase awareness and understanding of the intervention and to increase trust and confidence in the intervention within the Toronto Police Service.

Responsible actor(s): Community anchor partners, Findhelp 211, Toronto Police Service

c. Offer opportunities for job shadowing and/or ride-along exchanges between frontline staff across Toronto Community Crisis Service partners including Toronto Police Service.

Frontline staff from across Toronto Community Crisis Service partners expressed a strong desire to better understand one another's roles and contributions to the service pathway. Offering opportunities for in-person experiential exchanges such as in-person site visits to 911 and 211 operations and ride-alongs with Toronto Community Crisis Service mobile teams, Toronto Police Service Primary Response Units, and Mobile Crisis Intervention Teams, are likely to build trust and support role clarity and collaboration.

Responsible actor(s): Community anchor partners, Findhelp 211, Toronto Police Service

d. Regularly communicate examples of service user pathways and outcomes across partners to promote team-building, bolster buy-in and instill confidence in the intervention and role of each partner (e.g. via eBlasts, storytelling, or while on parades).

It is recommended that a regular communication plan be implemented to report back tailored program data to Toronto Community Crisis Service partners and staff that demonstrates the impact of their individual and collective efforts. Understanding what is happening to service users who participate in the Toronto Community Crisis Service as a whole alongside demonstrated impacts on service users and partners, particularly insofar as diversion from 911 and Toronto Police Service, will support confidence and investment in this intervention.

Responsible actor(s): Community anchor partners, Findhelp 211, Toronto Police Service

Recommendations & future considerations

2. Streamline communication and transition protocols between partners, particularly other first responders.

a. Increase availability of shared information across partners on call and service user status to ensure a safe and timely response from most appropriate first responder, and to prevent service duplication

It is recommended that process improvements, in addition to infrastructure and technology improvements, be explored to better facilitate data-sharing and communication between Toronto Community Crisis Service partners and any collaborating first responders when attending to Toronto Community Crisis Service calls. Ensuring all individuals involved in responding to a call for service have access to the most up-to-date call and service user status is essential to safety and efficiency of all Toronto Community Crisis Service partners.

Responsible actor(s): City of Toronto (lead) with participation by all partners

b. Develop clear protocols, including violence thresholds, for warm transfer or handoff of service users and information between Toronto Community Crisis Service staff, Toronto Police Service, Mobile Crisis Intervention Teams and Toronto Paramedic Services when on site across possible scenarios (e.g. escalating violence).

It is recommended that process improvements be collaboratively undertaken by Toronto Community Crisis Service and Toronto Police Service to clarify principles and protocols for co-response and hand-off of cases in several scenarios including when violence is present or escalating to support safe, efficient and effective on-site collaboration and positive staff and service user experiences and outcomes.

Responsible actor(s): City of Toronto, Toronto Police Service, community anchor partners

c. Regularly convene partners to review audited calls with opportunities for improvement.

Bringing partners together to collectively review calls end-to-end, identify opportunities for quality improvement, and collaboratively problem-solve and plan how to implement solutions will contribute to a culture of quality improvement and will serve as a forum to facilitate partnership development and collaboration.

Responsible actor(s): City of Toronto (lead) with participation by all partners

d. Monitor and continue to examine use of radios as key communication technology.

Radios have been notably challenging for Toronto Community Crisis Service staff to implement due to both process and technology impediments. With process improvements actively underway, ongoing monitoring and examination of the impacts of continued radio use on staff effectiveness and experience is required to determine whether process improvements alone can alleviate staff burden and subsequently improve suitability of the technology; or whether use of the radio technology itself should be reconsidered altogether.

Responsible actor(s): City of Toronto (lead) with participation by Findhelp 211 and community anchor partners

3. Increase support for data system implementation and quality improvement in data collection and reporting.

a. Dedicate additional staff, training and/or technology to increase capacity for high quality and efficient data collection and reporting across partners.

Dedicated supports and resources are recommended with regard to data system implementation at several levels. Greater staff capacity allocated to data collection and reporting and coaching are recommended to minimize burnout and human error; process improvements in data collection, data management and data reporting are needed to improve data quality, minimize inefficiencies and opportunities for error, and reduce burden on staff. Explore automation processes where possible to reduce duplication and time spent by 911 Call Operators and Findhelp 211 Service Navigators. Additional time and resources committed to identifying opportunities for the collection and quality of sociodemographic data across partners is also essential to supporting evaluation of health equity.

Responsible actor(s): City of Toronto (lead) with participation by all partners

Recommendations & future considerations

4. Dedicate time and resourcing toward strengthening sociodemographic data collection processes.

Dedicated time and resourcing is required to determine how best to increase sociodemographic data collection opportunities and strengthen processes to improve overall sociodemographic data quality. Bridging this critical data gap will support a more robust determination of intervention suitability and ultimate success in reaching the Toronto Community Crisis Service's intended communities of interest.

5. Implement a co-designed, centralized and sustained training curriculum.

a. Adapt and extend a core training curriculum to all Toronto Community Crisis Service partners including Findhelp 211 and Toronto Police Service.

Differential access to training across Toronto Community Crisis Service partners was negatively associated with differences in staff and partner experiences and preparedness to successfully enact intervention roles. Extending an adapted version of the co-designed core training curriculum, which was well received by community anchor partners, to Findhelp 211, 911 Operations and Toronto Police Service, would result in a more equitable training experience and greater levels of the necessary knowledge, skills and confidence to succeed collectively as a collaborative.

Responsible actor(s): City of Toronto

b. Revise structure to include a "big picture" introduction to the service pathway and project values, including use of people-centred language; and more time spent on in-person i) cross-partner team-building and ii) practical or scenario training.

Training that brings together Toronto Community Crisis Service partners as one and emphasizes a system-level perspective and collective focus on intervention goals and values will help to create buy-in and support alignment and understanding across Toronto Community Crisis Service partners, particularly with regard to respective roles, contributions and collaborative processes.

Responsible actor(s): City of Toronto

c. Offer semi-regular centralized core training with rolling enrolment for new and recent hires to prevent knowledge gaps.

Ongoing access to centralized core training across Toronto Community Crisis Service partners is recommended to prevent significant knowledge gaps within and across partners, which is particularly important in this context of early implementation with recruitment and retention challenges and expected expansion of the program.

Responsible actor(s): City of Toronto

d. Design and implement a centralized maintenance training curriculum for all staff (e.g. "refresher trainings").

Ongoing access to co-designed centralized maintenance training is recommended to ensure staff across Toronto Community Crisis Service partners equitably receive continued support in preserving knowledge and skills and in adapting to the expected emergent process changes associated with early implementation of a complex intervention.

Responsible actor(s): City of Toronto (lead) with participation by all community anchor partners and Findhelp 211 and the collaboration of Toronto Police Service

e. Create a centrally accessible Community of Practice with all training materials for new and existing staff to easily access on an ongoing basis.

Creation of a collective space or platform to host the most current training, reference and other support materials and interactive educational opportunities in a central and accessible location would contribute toward a collective identity and promote ease of access to and awareness of a breadth of resources required to support Toronto Community Crisis Service partners to enact their roles.

Responsible actor(s): City of Toronto

Recommendations & future considerations

6. Build organizational capacity in Indigenous cultural safety amongst all partners to support recruitment and retention of Indigenous staff.

a. Develop an Indigenous recruitment and staffing strategy to implement across sites.

Co-design of a Toronto Community Crisis Service-wide Indigenous recruitment and staffing strategy is recommended to increase the representativeness of Toronto Community Crisis Service staff across sites and the Toronto Community Crisis Service' capacity to meet the needs of Indigenous service users across the City of Toronto.

Responsible actor(s): City of Toronto with participation by all community anchor partners and Findhelp 211

b. Increase awareness of cultural safety and accessibility of Indigenous and culturally relevant staff supports across sites.

It is recommended that all Toronto Community Crisis Service partners consider organizational-level cultural safety assessment tools, and receive resources to offer culturally safe and relevant supports for Indigenous staff across the intervention. Better supporting Indigenous staff wellness will capacity to support Indigenous service users and communities.

Responsible actor(s): All partners

c. Implement ongoing anti-Indigenous racism training as part of the maintenance training curriculum.

Actively embedding ongoing anti-Indigenous racism training and organizational supports for anti-racist, anti-oppressive practices is in alignment with key program values and support ongoing development of cultural safety capacity within and across partners in the Toronto Community Crisis Service.

Responsible actor(s): City of Toronto

d. Implement ongoing monitoring and assessment of anti-Indigenous racism and culturally safe approaches within and across partners.

It is recommended that the City of Toronto, community anchor partners and Findhelp 211 work together, with the collaboration of Toronto Police Service, to support accountability in the ongoing implementation, monitoring and assessment of anti-Indigenous racism and cultural safety approaches within and across partners.

Responsible actor(s): City of Toronto (lead) with participation by all partners

7. Design and implement a deliberate and robust community awareness and engagement campaign that targets strategies to community needs.

a. Increase awareness, education, partnership and engagement efforts among the broader community of service providers (e.g. shelters, YMCAs, hospitals), frequent intake sources (e.g. Toronto Transit Commission, large building security companies), and service users.

Dedicated capacity and resources to raise awareness and understanding of the Toronto Community Crisis Service in communities across the City of Toronto is needed to immediately reduce the burden on Toronto Community Crisis Service partners (especially 911 Call Operators and Findhelp 211 Service Navigators) of time spent explaining the intervention to callers in order to obtain consent. Greater awareness and engagement within and across communities will also contribute toward collective confidence and trust that Toronto Community Crisis Service is a safe and effective alternative crisis response.

Responsible actor(s): City of Toronto (lead) with participation by all partners

Recommendations & future considerations

Preliminary considerations for scaling and sustainability of the Toronto Community Crisis Service

1. Increased service capacity is required.

a. With parallel expansion of program operations and community awareness, increasing the number and 24/7 availability of Toronto Community Crisis Service mobile teams within each division should be considered in order to ensure a reliable, timely response and support trust-building with collaborating service providers within and outside the intervention and with service users.

b. Expanded geographical boundaries of the Toronto Community Crisis Service are suggested both to support equitable access to care and to improve process by reducing inconsistencies and miscommunication regarding geographical eligibility for the service.

c. Ensuring Findhelp 211 Service Navigators are sufficient in number so as to have capacity to support growing demand is required and it is suggested that staffing be organized so as to allow for dedicated 24/7 Dispatch personnel to minimize lag in response times and interference by radios when responding to calls.

d. Although outside the scope of influence for the Toronto Community Crisis Service, collaborating with Toronto Police Service should consider increasedto identify funding opportunities for 911 asmay be one mechanism by which to alleviate baseline 911 capacity pressures. Evaluation findings related to 911 capacity pressures and need for increased funding align with those reported in the Toronto Auditor General's recent Audit of 911 Operations, which presents several potential funding opportunities for Toronto Police Service to consider. While process improvements have been recommended to alleviate some of the burden (e.g. building community awareness of the intervention and other entry points to reduce 911 Call Operators' explanation time), it is possible some baseline capacity pressures will remain and continue to affect the organization and the Toronto Community Crisis Service as it grows.

2. Investment in data systems and a centralized data system infrastructure is essential.

a. Sourcing and implementing a single, centralized data platform for use across sites will support data standardization and enhance all Toronto Community Crisis Service partners' capacity to participate in monitoring, reporting and evaluation and to generate high-quality data that is meaningful and useful to all intervention participants and the broader community of those impacted by the service.

3. Explore innovative and unconventional partnerships to address system capacity gaps.

a. Broadening the scope of potential partnerships and resourcing opportunities to include corporate, non-corporate, academic and individual philanthropic entities dedicated to addressing upstream capacity gaps and who have potential to facilitate development of or access to housing (shelter beds, crisis beds, supportive housing), hospitals, primary care, and other types of support services where referral data indicate gaps exist (harm reduction services, Indigenous services).

4. Consider adaptations to the intake model.

a. Increasing the number of community-based access points, particularly within BIPOC communities, will further minimize involvement by Toronto Police Service and facilitate upstream diversion from 911.

b. Continuing to examine whether an intake process, whereby service users are connected with a crisis worker earlier in the service pathway will support ultimate determination of suitability; align and consider evaluation outcomes with outcomes of other local alternative collaborative response models where possible.

Recommendations & future considerations

Table 20a. Recommendations for the Toronto Community Crisis Service

Implementation Recommendations		
Recommendation	**Sub-recommendations or specific actions**	**Responsible party**
1. Commit more time and space to partnership and engagement activities within the intervention.	Co-create regular opportunities for all partners at all levels to directly engage and share perspectives, experiences and lessons learned; and involve multiple staff levels in such sharing and planning spaces.	City of Toronto (lead) with participation by all partners
	Increase community anchor partner attendance at 911 Operations and Toronto Police Service parades across Divisions.	Community anchor partners, Findhelp 211, Toronto Police Service
	Offer opportunities for job shadowing and/or ride-along exchanges between frontline staff across Toronto Community Crisis Service partners including Toronto Police Service.	Community anchor partners, Findhelp 211, Toronto Police Service
	Regularly communicate examples of service user pathways and outcomes across partners to promote team-building, bolster buy-in and instill confidence in the intervention and role of each partner (e.g. via eBlasts, storytelling, or while on parades).	Community anchor partners, Findhelp 211, Toronto Police Service
2. Streamline communication and transition protocols between partners, and particularly, other first responders.	Increase availability of shared information across partners on call and service user status to ensure a safe and timely response from most appropriate first responder, and to prevent service duplication	City of Toronto (lead) with participation by all partners
	Develop clear protocols, including violence thresholds, for warm transfer or handoff of service users and information between Toronto Community Crisis Service staff, Toronto Police Service, Mobile Crisis Intervention Teams and Toronto Paramedic Services when on site across possible scenarios (e.g. escalating violence).	City of Toronto, Toronto Police Service, community anchor partners
	Regularly convene partners to review audited calls with opportunities for improvement.	City of Toronto (lead) with participation by all partners
	Monitor and continue to examine use of radios as key communication technology.	City of Toronto (lead) with participation by Findhelp 211 and community anchor partners
3. Increase support for data system imple-mentation and quality improvement in data collection and reporting.	Dedicate additional staff, training and/or technology to increase capacity for high quality and efficient data collection and reporting across partners.	City of Toronto (lead) with participation by all partners
4. Dedicate time and resourcing toward strengthening socio-demographic data collection processes.	Dedicate additional time and resourcing toward increased opportunities to collect sociodemographic data on TCCS service users throughout the call pathway; and to improve the quality of such data.	City of Toronto (lead) with participation by all partners
5. Implement a co-designed, centralized and sustained training curriculum.	Adapt and extend a core training curriculum to all Toronto Community Crisis Service partners including Findhelp 211, 911 and Toronto Police Service.	City of Toronto
	Revise structure to include a "big picture" introduction to the service pathway and project values, including use of people-centred language; and more time spent on in-person i) cross-partner team-building and ii) practical or scenario training.	City of Toronto
	Offer semi-regular centralized core training with rolling enrolment for new and recent hires to prevent knowledge gaps.	City of Toronto
	Design and implement a centralized maintenance training curriculum for all staff (e.g. "refresher trainings").	City of Toronto (lead) with participation by all community anchor partners and Findhelp 211 and collaboration of TPS
6. Build organizational capacity in Indigenous cultural safety among all partners to support recruitment and retention of Indigenous staff.	Develop an Indigenous recruitment and staffing strategy to implement across sites.	City of Toronto (lead) with participation by all partners
	Increase awareness of cultural safety and accessibility of Indigenous and culturally relevant staff supports across sites.	All partners
	Implement ongoing anti-Indigenous racism training as part of the maintenance training curriculum.	City of Toronto
	Implement ongoing monitoring and assessment of anti-racist and culturally safe approaches across partners.	City of Toronto
6. Design and implement a community aware-ness and engagement campaign that targets strategies to community needs.	Increase awareness, education, partnership and engagement efforts among the broader community of service providers (e.g. shelters, YMCAs, hospitals), frequent intake sources (e.g. Toronto Transit Commission, large building security companies), and service users.	City of Toronto (lead) with participation by all partners

Recommendations & future considerations

Table 20b. Future considerations for scale and sustainability of the Toronto Community Crisis Service

Scale and Sustainability Considerations	
Considerations	**Sub-considerations or specific actions**
1. Increased service capacity is needed.	With parallel expansion of program operations and community awareness, increasing the number and 24/7 availability of Toronto Community Crisis Service mobile teams within each division should be considered in order to ensure a reliable, timely response and support trust-building with collaborating service providers within and outside the intervention and with service users.
	Expanded geographical boundaries of the Toronto Community Crisis Service are suggested both to support equitable access to care and to improve process by reducing inconsistencies and miscommunication regarding geographical eligibility for the service.
	Ensuring Findhelp 211 Service Navigators are sufficient in number so as to have capacity to support growing demand is required and it is suggested that staffing be organized so as to allow for dedicated 24/7 Dispatch personnel to minimize lag in response times and interference by radios when responding to calls.
	Although outside the scope of influence for the Toronto Community Crisis Service, Toronto Police Service should consider increased funding opportunities for 911 as one mechanism by which to alleviate baseline 911 capacity pressures. Evaluation findings related to 911 capacity pressures and need for increased funding align with those reported in the Toronto Auditor General's recent Audit of 911 Operations, which presents several potential funding opportunities for Toronto Police Service to consider. While process improvements have been recommended to alleviate some of the burden (e.g. building community awareness of the intervention and other entry points to reduce 911 Call Operators' explanation time), it is possible some baseline capacity pressures will remain and continue to affect the organization and the Toronto Community Crisis Service as it grows.
2. Investment in data systems and a centralized data system infrastructure is essential.	Sourcing and implementing a single, centralized data platform for use across sites will support data standardization and enhance all Toronto Community Crisis Service partners' capacity to participate in monitoring, reporting and evaluation and to generate high-quality data that is meaningful and useful to all intervention participants and the broader community of those impacted by the service.
3. Explore innovative and unconventional partnerships to address system capacity gaps.	Broadening the scope of potential partnerships and resourcing opportunities to include corporate, non-corporate, academic and individual philanthropic entities dedicated to addressing upstream capacity gaps and who have potential to facilitate development of or access to housing (shelter beds, crisis beds, supportive housing), hospitals, primary care, and other types of support services where referral data indicate gaps exist (harm reduction services, Indigenous services).
4. Consider adaptations to the intake model insofar.	Increasing the number of community-based access points, particularly within BIPOC communities, will further minimize institutional exposure and facilitate upstream diversion from 911.
	Continuing to examine whether an intake process in which service users are connected with a crisis worker earlier in the service pathway will support ultimate determination of suitability; align and consider evaluation outcomes with outcomes of other local alternative collaborative response models where possible.

Conclusion and next steps

This report has presented the findings of an implementation evaluation of the Toronto Community Crisis Service's first six months of operation in four pilot regions of the City of Toronto. Taken together, a large mixed-methods dataset reflecting a breadth of operational activities and diverse partner perspectives collectively suggest the Toronto Community Crisis Service has, overall, been successfully implemented to date. That said, a range of specific and feasible recommendations have been presented that PSSP and Shkaabe Makwa evaluators believe will be critical to receive and act upon in order to sustain successful implementation and alignment with the Toronto Community Crisis Service's core values and guiding principles. Acting upon the recommendations presented in this report is expected to further build trust and capacity across the intervention.

Data reported here reflect the intervention partners' and staff's experiences and outcomes in several key implementation domains that are critical to evaluating and attributing the outcomes associated with this intervention. Particularly given the developmental and utilization-focused approach to the evaluation of the Toronto Community Crisis Service, immediate next steps include revising the intervention's evaluation framework to improve the quality and feasibility of existing indicators and data collection processes based on the results of the current report. Following this report, the Evaluators look forward to leading the Toronto Community Crisis Service project partners through the co-design and implementation of revised framework that expands to encompass the outcomes and impacts of this intervention on the health, safety and wellbeing of service users, their communities, the service providers who serve them, and the health, social and justice systems in which we are embedded. These outcomes and others will be reported in a follow-up report in 2023.

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Appendices

Appendix A. Toronto Community Crisis Service event types and call diversion criteria

Call type	Description
Thoughts of Suicide/ Self-Harm	A person who is thinking about or expressing thoughts of suicide or self-harm.
Person in Crisis	A person who is feeling overwhelmed and unable to cope and/or is experiencing a mental, emotional or substance use crisis
Wellbeing Checks	Checking the condition of a person who has not been seen or heard from for a length of time or may be in need of support.
Distressed/distressing Behaviour	Behavior that appears to be erratic with no clear objective or meaning.
Disputes	Verbal disagreements.
Advised	The caller is asking for referral information, advice or service, or there is an agreement with the caller that they call back at their own convenience.
Unknown	Is used by 211 in cases where calls generally fit the eligibility criteria for TCCS but do not quite fit the exact definition of any of the other six event types; it can also be used in cases where a call ended prematurely.

Call Diversion Criteria:

1. A person in mental health crisis who is not actively attempting suicide or being physically violent;

2. A person involved in a verbal dispute or disturbance with a mental health component, where a City Dispatch Agent can attempt to resolve with intervention and where there is no perceived or real risk of violence;

3. A non-violent person requesting police due to psychosis or an altered mental state;

4. A non-violent repeat caller with a known mental health history;

5. A non-violent person in crisis requesting a Mobile Crisis Intervention Team (Note: Communications Operator will first offer to transfer the caller to a City Dispatch Agent; if the caller refuses to be transferred, the Communications Operator will create a call for service requesting the TPS' MCIT);

6. Second party callers concerned about the welfare of a non-violent person in crisis.

Appendices

Appendix B. Toronto Community Crisis Service Theory of Change

Toronto Community Crisis Service: Responding to mental and behavioural health calls through a non-police-led community crisis response service

OUTCOMES OVER TIME
For Service System

Monitoring, Evaluation & Continuous Quality Improvement

Institutional Diversion
From 911, Police & Hospital

Access to appropriate care

IMMEDIATE IMPACTS
For Service Users

Safety

Crisis Stabilization

Connection to Follow-up

CORE COMPONENTS

Staffing & Training

Staff backgrounds & skills reflective of communities' unique needs

Intake & Diversion

Centralized intake, assessment & diversion to referral or mobile response

Data Systems & Information Sharing

Coordinated data sharing & communication

Mobile Crisis Response

Person-centred, community-based teams providing direct crisis care

Follow-up Support

Person-centred care planning & case management

PARTNERSHIPS
Funding, Leadership, Infrastructure, People, Time, Expertise

City of Toronto

911 & Toronto Police Service

Findhelp 211

Taibu CHC

Gerstein Crisis Centre

2-Spirited People of the 1st Nations

CMHA Toronto

Readiness to Change

Community Engagement

Trust & Collaboration

COMMUNITY FOUNDATION

Appendices

Appendix C. 2-Spirited People of the 1st Nations Evaluation Framework

Kamaamwizme wii Naagidiwendiiying

Coming together to (heal or look after or to take care of) each other

Debaamjigewin Naagdobiigewin
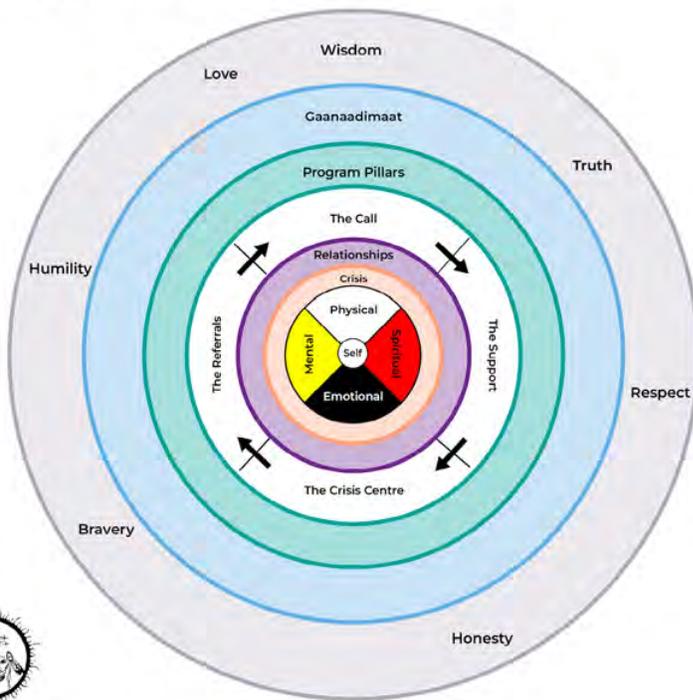
Relationships

People with lived/living experience
Partnering Agencies
Community leaders/workers
2SLGBTQIA+ individuals
Aunties and Uncles program
Peer workers
Elders/Knowledge Keepers
City of Toronto

Program Pillars

Providing culturally grounded support
Applying flexible approaches to care (not a one size fits all model)
Providing wholistic health and wellness supports
Ensuring that individuals in crisis have self-determination and are empowered in their care
Response plans
Providing accessible, trauma-informed care services
Community participation and by-in throughout each phase of the pilot
Continuous quality improvement of our supports and services

Gaanaadimaat (How it helped us?)

Enhanced feeling of safety
Increased sense of wellness and belonging
Crisis stabilization
Increased access to appropriate care
Increased capacity
Decreased institutional involvement
Increased community well-being

Appendices

Appendix D. Toronto Community Crisis Service Core Evaluation Framework

This evaluation matrix was developed by the PSSP Evaluation team, with input from all project partners. Where fields are blank, decisions remain to be made in collaboration with service partners. This evaluation adheres to developmental principles and as such, this is a living document in which the measures and data sources outlined are subject to change. This evaluation also places emphasis on and distinguishes implementation outcomes from service user, service provider, and service system outcomes. Key domains for implementation and outcome evaluation are guided by an evidence- based framework commonly employed in health services implementation research.[25] This framework has been adapted based on the current intervention context, priorities, and stakeholder feedback gathered to date.

To ensure an equity-focused evaluation, data will be disaggregated by equity-deserving populations (i.e., priority populations) throughout the pilot whenever data is available. According to the Ontario Public Health Standards (OPHS), priority populations are defined as "those groups that would benefit most from public health programs and service; that are at risk and for which public

health interventions may be reasonably considered to have a substantial impact at the population level"[26]. The OPHS state that priority populations should be identified "by considering those with health inequities including: increased burden of illness; or increased risk for adverse health outcome(s); and/or those who may experience barriers in accessing public health or other health services or who would benefit from public health action."[25]

In the context of the TCCS, the overarching definition of priority equity-deserving populations include people living with mental health and substance use needs and in particular, populations identifying as Black, Indigenous, People of Colour and/or 2SLGBTQ+.

This core version includes those indicators all partners have agreed be considered core or critical to the evaluation of this service at this point in implementation. Indicators considered core are subject to change in line with changing needs and priorities within and outside the program. Indicators considered core by a particular site are indicated by colour as follows: Funder/Administrator, 911/TPS, 211, Gerstein, TAIBU, CMHA-TO, 2-Spirits.

Domain	Evaluation questions	Sub-evaluation questions	Measures	Disaggregation	Data sources[27]	Frequency	Collected from
Implementation themes that guide the evaluation questions	What are the questions we want the evaluation to address?	(if applicable)	What specific, observable and/ or measurable information will address the evaluation question?	(if applicable) How will we break down the data (i.e., sub-analysis)?	What tool(s) will we employ to collect the data?	When and how often will we collect the data?	Who are we collecting the data from?
Implementation outcomes (see following pages)							

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[28] Proctor E, Silmere H, Raghavan R, et al. Outcomes for implementation research: conceptual distinctions, measurement challenges, and research agenda. Adm Policy Ment Health. 2011;38(2):65-76. doi:10.1007/s10488-010-0319-7.
[29] Lu, D., & Tyler, I. (2015). Focus on: A proportionate approach to priority populations. Ontario Agency for Health Protection and Promotion (Public Health Ontario). Toronto, ON: Queen's Printer for Ontario.
[30] Time and capacity for administering surveys and conducting semi-structured interviews (and to whom) are still to be determined. In this current version, the data sources listed are in ideal circumstances. As such, this is subject to change. In cases where a semi-structured interview may not be feasible, a survey and/or focus group may be administered instead.

Appendices

Appendix D. Toronto Community Crisis Service Core Evaluation Framework

Domain	Evaluation questions	Sub-evaluation questions	Measures	Disaggregation	Data sources[27]	Frequency	Collected from
Implementation themes that guide the evaluation questions	What are the questions we want the evaluation to address?	(if applicable)	What specific, observable and/or measurable information will address the evaluation question?	(if applicable) How will we break down the data (i.e., sub-analysis)?	What tool(s) will we employ to collect the data?	When and how often will we collect the data?	Who are we collecting the data from?
Implementation outcomes							
Adoption The act of using the program, where it is implemented, who is implementing it (i.e., uptake, utilization, initial implementation, intention to try)	How was the program implemented?	To what extent have partnerships and collaborations been leveraged?	# of new partnerships formed Description of how existing partnerships have evolved Description of how partnerships and collaborations have been leveraged Description f how new partnerships & collaborations have supported community buy-in and trust in the program Description of organizations readiness to engage & overall capacity to provide supports	Type of partnership Region (i.e. pilot site)	Implementation tracker Social Network Analysis Semi-structured interviews and/or focus group discussions	Monthly Quarterly	Funder & Administrator Service providers
		What community engagement mechanisms are being employed (i.e., promotion of TCCS)?	Description of community engagement mechanisms	Region (i.e. pilot site)	Implementation tracker Semi-structured interviews and/or focus groups Surveys	Monthly Quarterly	Funder & Administrator Service providers
		Across all stakeholders, what existing and/or new data-related practices are being used to support the program?	Description of existing, internal data monitoring and quality improvement practices	Region (i.e. pilot site)	Implementation tracker Semi-structured interviews and/or focus groups Surveys	Monthly Quarterly	Funder & Administrator Service providers
		What are, if any, the unintended positive and negative consequences of the program?	Perceived unintended positive consequences Perceived unintended negative consequences		Implementation tracker Semi-structured interviews and/or focus groups Surveys	Monthly Quarterly	Funder & Administrator Service providers
	How were service providers trained to deliver the program?	To what degree did the training build competencies in person-centred[28] crisis care?	# of trainings delivered to staff Change in service provider competencies Intention to change rating	Type of trainings Type of service provider(s) trained	Semi-structured interviews and/or focus groups Surveys Survey with service providers (pre- and post- training) Daily survey with service providers	Monthly Quarterly	Funder & Administrator Service providers

[31] In the context of this intervention, person-centered care is respecting an individual's personal autonomy and choice, and treating the person receiving care and support with dignity, respect, and involving them in decisions about their situation.

Toronto Community Crisis Service: Evaluation report

Appendices

Appendix D. Toronto Community Crisis Service Core Evaluation Framework

Domain Implementation themes that guide the evaluation questions	Evaluation questions What are the questions we want the evaluation to address?	Sub-evaluation questions (if applicable)	Measures What specific, observable and/or measurable information will address the evaluation question?	Disaggregation (if applicable) How will we break down the data (i.e., sub-analysis)?	Data sources[27] What tool(s) will we employ to collect the data?	Frequency When and how often will we collect the data?	Collected from Who are we collecting the data from?
			Implementation outcomes				
Appropriateness Fit and relevance of the program for the setting and population (i.e., perceived fit, relevance, compatibility, suitability, usefulness, practicability)	How suitable is TCCS for the system and setting in which it is being delivered?	With respect to service delivery and systems coordination, what is working well? What is not working well?	Barriers of delivering TCCS Facilitators of delivering TCCS		Implementation tracker Semi-structured interviews and/or focus groups Surveys	Monthly Quarterly	Funder & Administrator Service providers
		What gaps, innovations, and/or opportunities, if any, emerged as a result of program implementation?	Description of programmatic gaps, innovations, and/or opportunities	Type of stakeholder Priority population Region (i.e. pilot site)	Implementation tracker Semi-structured interviews and/or focus groups Surveys	Monthly Quarterly	Funder & Administrator Service providers
			# of cultural and other types of contextual adaptations made to best respond to diverse community needs and priorities (sub-demographics being served in each pilot area)	Type of adaptation Priority population Region (i.e. pilot site)	Administrative data Semi-structured interviews and/or focus groups Surveys	Monthly Quarterly	Service providers
			# of best and wise practices identified	Type of practice	Implementation tracker Semi-structured interviews and/or focus groups Surveys	Monthly Quarterly	Service providers
Feasibility Extent to which the program can be carried out (i.e., actual fit or utility; suitability for everyday use; practicability)	Was it feasible to implement and deliver the program?	What factors impeded or facilitated program implementation?	Perceived implementation barriers of TCCS Perceived implementation facilitators of TCCS	Partnering agencies' capacity to provide supports (e.g. housing)	Implementation tracker Semi-structured interviews and/or focus groups Surveys	Monthly Quarterly	Funder & Administrator Service providers

Appendices

Appendix D. Toronto Community Crisis Service Core Evaluation Framework

Domain Implementation themes that guide the evalu-ation questions	Evaluation questions What are the questions we want the evaluation to address?	Sub-evaluation questions (if applicable)	Measures What specific, observable and/or measurable information will address the evaluation question?	Disaggregation (if applicable) How will we break down the data (i.e., sub-analysis)?	Data sources[27] What tool(s) will we employ to collect the data?	Frequency When and how often will we collect the data?	Collected from Who are we collecting the data from?
Implementation outcomes						
System Integration Extent to which the program is integrated in the system (i.e., level of in-stitutionalization, spread, reach, service access)	To what extent is the program diverting calls from Toronto Emergency Services?	What are the participation rates/counts at each point of the service pathway (e.g., calls received, calls diverted)?	Total #/% mental health crisis calls received by 911 and 211 #/% of mental health, crisis calls received within pilot regions #/% of calls received (2S direct phone crisis line) #/% of calls received (GCC's existing phone crisis line) #/% of calls received by 911-co-locatedcrisis worker #/% of calls transferred from 211	Type of call (i.e. event type) Region (i.e. pilot site) Priority population	Administrative data	Monthly	911/TPS 211
			#/% of calls transferred from 911	Type of call (i.e. event type) Priority population Region (i.e. pilot site) Warm vs. cold transfer	Administrative data	Monthly	911/TPS 211
			#/% of calls requiring only information and/or referral (I&R)	Type of call (i.e. event type) Priority population Region (i.e. pilot site)	Administrative data	Monthly	211
			#/% of calls transferred back to 911 Reason(s) for transfer back to 911	Type of call (i.e. event type) Priority population Region (i.e. pilot site)	Administrative data	Monthly	911/TPS 211
			#/% of repeat callers transferred to 211 (for the same event)	Type of call (i.e. event type) Priority population Region (i.e. pilot site)	Administrative data	Monthly	211
			#/% of frequent callers	Type of call (i.e. event type) To whom (911, direct line to community anchor partners) Priority population Region (i.e. pilot site)	Administrative data	Monthly	911/TPS 211
			#/% of calls where 211 is unavailable	Type of call (i.e. event type) Priority population Region (i.e. pilot site)	Administrative data	Monthly	211
			#/% of calls not completed (e.g., called hung up, technical issues on caller or service provider end)	Type of call (i.e. event type) Priority population Region (i.e. pilot site) Reason(s) for uncompleted calls	Administrative data	Monthly	911/TPS 211

Appendices

Appendix D. Toronto Community Crisis Service Core Evaluation Framework

Domain Implementation themes that guide the evaluation questions	Evaluation questions What are the questions we want the evaluation to address?	Sub-evaluation questions (if applicable)	Measures What specific, observable and/or measurable information will address the evaluation question?	Disaggregation (if applicable) How will we break down the data (i.e., sub-analysis)?	Data sources[27] What tool(s) will we employ to collect the data?	Frequency When and how often will we collect the data?	Collected from Who are we collecting the data from?
**Implementation outcomes**						
System Integration Extent to which the program is integrated in the system (i.e., level of in-stitutionalization, spread, reach, service access)	To what extent is the program diverting calls from Toronto Emergency Services?	What are the participation rates/counts at each point of the service pathway (e.g., calls received, calls diverted)?	#/% of total calls where a mobile team is dispatched	Type of call (i.e. event type) Priority population Community anchor partner Region (i.e. pilot site)	Administrative data	Monthly	Anchor partners
			#/% of calls rejected by mobile teams	Type of call (i.e. event type) Community anchor partner	Administrative data	Monthly	211
			#/% of calls completed on the phone #/% of calls completed on scene Time that calls were made	Type of call (i.e. event type) Type of call (i.e. event type) Time of day (i.e. morning, afternoon, evening, night etc.)	Administrative data	Monthly	911/TPS 211 Anchor partners
			# of calls that resulted in transport to ED	Type of call (i.e. event type)	Administrative data	Monthly	Anchor partners
			#/% of requests from mobile team requesting back-up (911's 3 streams: police, paramedics, fire)	Type of call (i.e. event type) Type of emergency service used (e.g., police, MCIT or EMS) Reasons for back-up Region (i.e. pilot site)	Administrative data	Monthly	911/TPS
			#/% of dispatches completed	Type of call (i.e. event type) Priority population Region (i.e. pilot site)	Administrative data	Monthly	Anchor partners
			#/% of complaints received	Type of call (i.e. event type) Priority population Community anchor partner	Administrative data	Monthly	Service providers

Appendices

Appendix D. Toronto Community Crisis Service Core Evaluation Framework

Domain Implementation themes that guide the evaluation questions	Evaluation questions What are the questions we want the evaluation to address?	Sub-evaluation questions (if applicable)	Measures What specific, observable and/or measurable information will address the evaluation question?	Disaggregation (if applicable) How will we break down the data (i.e., sub-analysis)?	Data sources[27] What tool(s) will we employ to collect the data?	Frequency When and how often will we collect the data?	Collected from Who are we collecting the data from?
**Implementation outcomes**
System Integration Extent to which the program is integrated in the system (i.e., level of institutionalization, spread, reach, service access)	To what extent are service users being successfully connected with community-based follow-up supports?		#/% of dispatches resulting in: (1) Referral(s) made, (2) Follow up requested, (3) Referral(s) made and follow up requested, (4) No referrals or follow up required	Type of call (i.e. event type) Priority population Type of follow-up support (e.g., harm reduction kits, substance use services, shelters, etc.) Community anchor partner	Administrative data	Monthly	Anchor partners
			#/% of follow up calls made to service users #/% of times a follow-up call resulted in connection to the service user	Type of call (i.e. event type) Priority population Service provider (211, anchor partners	Administrative data	Monthly	211 Anchor partners
			#/% of follow up support provided directly by mobile team	Type of call (i.e. event type) Priority population Type of follow-up support (e.g., harm reduction kits, substance use services, shelters, etc.) Service provider (211, anchor partners)	Administrative data	Monthly	Anchor partners
			#/% of follow-up supports referred	Type of call (i.e. event type) Priority population Type of referred supports Service provider (211, anchor partners)	Administrative data	Monthly	211 Anchor partners
			# times Indigenous service users from other pilot areas were referred to Indigenous organizations (including 2 Spirits)	Type of call (i.e. event type) Priority population Community anchor partner Consented or declined	Administrative data	Monthly	Anchor partners

Appendices

Appendix E. Definitions of event types used for mental health calls for service attended (CFSA)

The Toronto Police Service defines mental health calls as those categorized in one of six event types that are defined below:

Call type	Description
Attempt Suicide	Call for service related to a person attempting to commit suicide.
Elopee	A person subject to detention in a mental health facility under authority of the Mental Health Act who is absent without leave from the facility.
Person in Crisis	Includes any person who appears to be in a state of crisis or any person who suffers from a mental disorder.
Jumper	Call for service relating to a person that has jumped (from a building, bridge, subway platform, etc.) in an effort to commit suicide.
Overdose	Call for service relating to a person that has overdosed on a drug.
Threaten Suicide	Call for service for a person threatening to commit suicide.

Appendices

Appendix F. Toronto Police Service mental health apprehensions by TPS event type

Event Type	Count
PERSON IN CRISIS	682
THREATENING SUICIDE	376
ATTEMPT SUICIDE	151
SEE AMBULANCE	126
UNKNOWN TROUBLE	75
OVERDOSE	51
VIOLENT BEHAVIOUR	44
PERSON WITH A KNIFE	35
CHECK ADDRESS	28
#N/A	25
ASSAULT JUST OCCURRED	24
UNWANTED GUEST	24
DOMESTIC	22
CHECK WELL-BEING	20
SUSPICIOUS INCIDENT	13
DISORDERLIES	13
INDECENT EXPOSURE JUST OCCURRED	12
HAZARD	12
ELOPEE	12
ASSAULT IN PROGRESS	8
DAMAGE IN PROGRESS	8
DOMEST ASSAULT	8
HOLDING LOST ELDERLY	8
ARREST	6
BREAK & ENTER IN PROGRESS	5
PERSON WITH A GUN	5
FIRE	4
THREATENING	4
DISPUTE	4
JUMPER	4
MISSING PERSON	3
SEE FIRE DEPT	3
DAMAGE JUST OCCURRED	3
ASSIST AMBULANCE	3

Event Type	Count
SEXUAL ASSAULT	3
WANTED PERSON	2
MISSING VULNERABLE PERSON	2
INDECENT EXPOSURE	2
ASSAULT	2
MEDICAL COMPLAINT	2
STABBING	2
HOLDING ONE WITH TROUBLE	2
FAIL TO REMAIN PROPERTY DAMAGE COLLISION	2
ECHO TIERED RESPONSE	2
ADVISED	2
WALK-IN STATION REPORT	1
TRESPASS	1
FAIL TO REMAIN PERSONAL INJURY COLLISION	1
MISSING ELDERLY LOCATED	1
IMPAIRED PERSON	1
MISSING JUVENILE	1
WOUNDING	1
BOMB THREAT	1
IMPAIRED DRIVER	1
MISSING PERSON LOCATED	1
MARINE RESCUE	1
FIGHT	1
PERSONAL INJURY COLLISION	1
SYSTEM-GENERATED ABANDONED CALL	1
PRIVATE PARKING COMPLAINT	1
THEFT IN PROGRESS	1
PROWLER ON LOCATION	1
THEFT JUST OCCURRED	1
LANDLORD & TENANT DISPUTE	1
Total Apprehensions	**1,864**

Appendices

Appendix G. Number of referrals made by Findhelp 211

Type of referral made	Number of referrals	Percentage breakdown
311 Toronto	1	3%
Case Management Autism Spectrum Disorder	1	3%
Crisis Line	8	23%
Detox Services	1	3%
Disability Transportation	1	3%
Elder Abuse Lines	1	3%
Financial Supports	1	3%
Food Supports	2	6%
General Health Support	1	3%
Health Insurance	1	3%
Homecare	1	3%
Housing Complaint support	2	6%
Indigenous Counseling	1	3%
Mental Health Disability Housing Support	1	3%
Older Adult Counseling	1	3%
Shelter	7	20%
Street Outreach Programs	1	3%
Tenant Rights Support	1	3%
Withdrawal Management	1	3%
Youth Mental Health	1	3%
Total	**35**	**100%**

Appendices

Appendix H. Number of direct supports provided by Toronto Community Crisis Service mobile crisis teams

Type of support provided	Number of supports provided	Percentage breakdown
Risk assessment	1,521	23%
Crisis counseling and support	1,361	21%
Resources/Information	912	14%
Safety planning	849	13%
Basic needs (e.g., food, water, clothing)	572	9%
Advocacy during crisis visit	523	8%
Transportation in crisis vehicle	197	3%
Care coordination	125	2%
Transportation fare (Ex. TTC tokens, taxi chit)	104	2%
Other	77	1%
Family support	60	1%
Needs Assessment/Goal-setting	53	1%
Medicine bundles	45	1%
Naloxone	42	1%
Harm reduction supplies	39	1%
Psychoeducation	7	0.1%
Total	**6,487**	**100%**

Appendices

Appendix I. Communication attempts made to service users

Type of communication	Number of communication attempts	Percentage breakdown
Call	1,159	59%
In person	402	20%
Other	158	8%
Unknown[a]	135	7%
Text	122	6%
Total	**1,976**	**100%**

[a] TAIBU has a number of unknown types of communications that occurred during follow-up attempts in August 2022 and September 2022; there is no disaggregation for successful follow up attempts made.

Appendices

Appendix J. Number of community-based referrals made

Type of community-based referral made	Number of referrals	Percentage breakdown
Shelter/Hostel	100	13%
Mental health and Substance use supports	85	11%
Substance use supports	80	10%
Crisis counseling and support	61	8%
Case management	52	7%
Employment	50	6%
Crisis bed	44	6%
Housing	41	5%
Psychiatric supports	39	5%
Social/Recreation services	31	4%
Primary care	30	4%
Hospital/Emergency support	22	3%
Court case Management	21	3%
Family support	20	3%
Food security	19	2%
Geriatric supports	17	2%
Wellness/Recovery supports	15	2%
Other	15	2%
Rehabilitation services	13	2%
Culturally relevant supports	13	2%
Chronic disease management	10	1%
Harm reduction services	5	1%
Financial support	5	1%
Self-help/support groups	5	1%
Peer support services	4	1%
Education	2	0.3%
Total	**799**	**100%**

Appendices

Appendix K. Number of culturally relevant supports requested

Type of culturally relevant support requested	Number of requests	Percentage breakdown
Africentric and West Indian/Caribbean-centric support	26	35%
Indigenous-specific support (includes access to medicine, Elder/Knowledge Keeper support and teachings, harm Reduction services (with Indigenous lens), and Culturally specific wellness programming	24	32%
Other	21	28%
Settlement/Immigration	1	1%
HIV/Hep C testing	1	1%
Wholistic family and kinship care supports	1	1%
Holistic health supports	1	1%
Total	**75**	**100%**

Appendices

Appendix L. Number of 2-Spirits-specific supports provided to family members

2-Spirits specific supports provided to family members	Number of supports provided	Percentage breakdown
Wholistic family and kinship care supports	18	55%
Access to Medicines	8	24%
Education	5	15%
Harm Reduction services (with Indigenous lens)	1	3%
Hospital/Emergency Support	1	3%
Total	**33**	**100%**

Appendices

Appendix M. Number of 2-Spirits-specific referrals made for family members

2-Spirits-specific referrals made for family members	Number of referrals	Percentage breakdown
Mental Health Supports (e.g. counselling)	11	69%
Shelter/Hostel	4	25%
Psychiatric Supports	1	6%
Total	**16**	**100%**

Appendices

Appendix N. Pre-post median scores across training domains

Skills/Knowledge area	T1 mean	T2 mean
Trauma	3.3	4.24
Consent	3.72	4.38
Language	4.02	4.44
Oppression	3.98	4.47
Neurodiversity	2.91	4.15
Drug use	3.7	4.21
Cultural safety	3.61	4.29
Effective crisis response	3.30	4.21
Harmr eduction	3.25	4.15
Client-centred care	3.11	4.12
Communication	3.52	4.18
Crosscultural	3.36	4.24
Safety	3.25	4.09
Stress	3.66	4.26
First Aid	3.16	3.94
Overdose	3.16	3.97
Privacy	3.45	4.41
PHIPA	2.93	4.15

Appendices

Appendix O. Partner representation in survey about service suitability

Partner	Count	Percentage breakdown
Toronto Police Service (including 911)	18	42%
2-Spirited People of the 1st Nations	12	28%
211	8	19%
Gerstein Crisis Centre	4	9%
Canadian Mental Health Association - Toronto	1	2%
TAIBU Community Health Centre	0	0%

Thank you

camh
mental health is health

Race & Identity Based Data Collection Strategy

Update April 2023

What we heard and what we are doing about it

April 2023
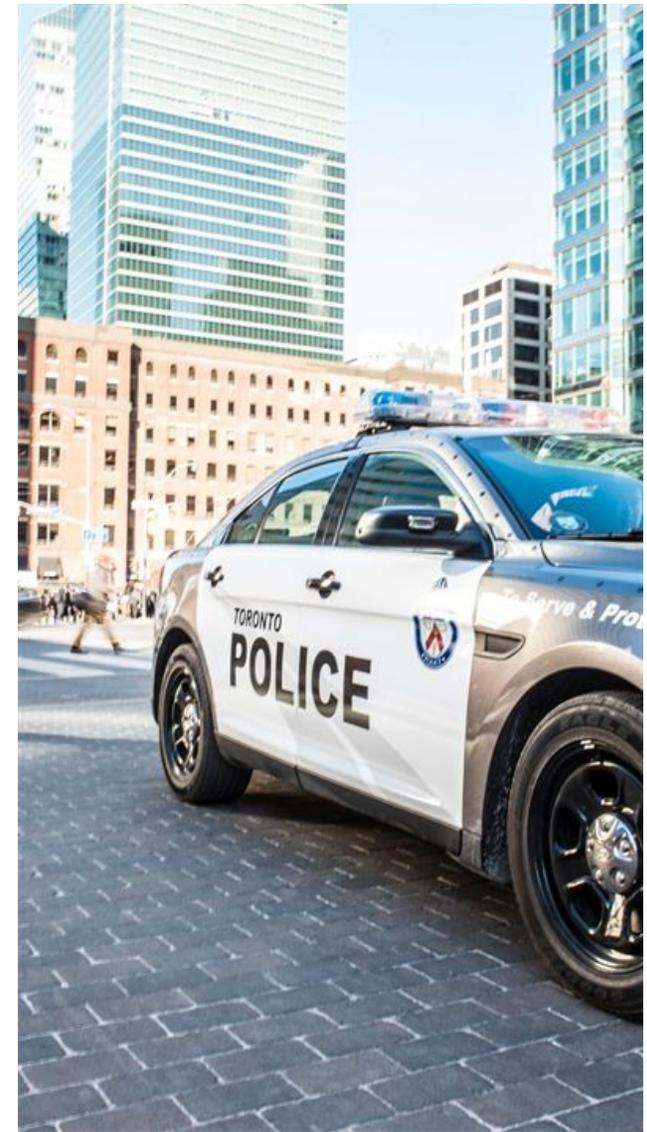
Contents

1. Work to Date
2. Consultation Feedback
3. Changes to RBDC and Equity Strategy
4. The Action Plan
5. Next Phases of RBDC

Work to Date

Analysis to Action Model:
Roadmap to Equity

Policing Practices
Measurement
Outcomes
Reflect & Engage
Take Action

Calls to Action
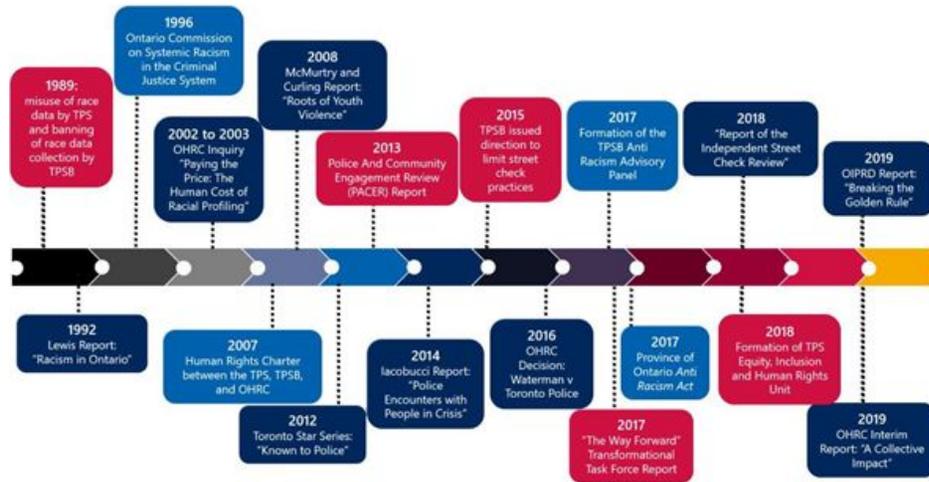
Timeline: Calls for Action

Systemic racial bias exists across all Canadian institutions, including law enforcement, and requires a cross-sector approach.

Work to address this started long before the Race & Identity Based Data Collection Policy & Strategy and we want to acknowledge the calls for action that have led us here today.

We recognize that this data has been misused by the Toronto Police Service in the past. We will use the data to help us work more deeply with communities.

Race Based Data Collection

The Toronto Police Service has been on a journey of transformation that is anchored in the principles of diversity, equity, inclusion, transparency and fairness. A key part of the Service's Commitment to Equity and Transparency is the *Race & Identity Based Data Collection Strategy.*

In June 2022, the Service released a landmark public report on racial disparities in use of force and strip search incidents. The findings reflect an innovative approach to data, including a hypothesis-driven approach that explored questions generated with a Community Advisory Panel.

Strip Searches: Measurement & Outcomes

Use of Force: Measurement & Outcomes

Taking Action

Strategy to Reporting

Q2 2022 Final Report – Use of Force & Strip Searches

Q4 2022 Release of Foundational Documents – RBDC Overview & Data Analysis Framework for Racial Equity

Q1 2023 Develop Arrest, Apprehension, & Diversion Data Views

Q4 2022 Open Data – Tables, Data Guide, and Documentation

Q4 2022 to Q1 2023 Community Town Halls

Q1 2023 to Q4 2023 Stakeholder Contact Groups

Timeline: Strategy to Reporting

Our approach since June 2022:

Our strategy to reporting seeks an open analysis with **inclusive engagement** and **continuous consultation.**

As part of an ongoing commitment to transparency, the Service published a series of foundational documents and technical reports including:

- RBDC Strategy Overview

- Data Analysis Framework

- Open data tables, data guide and documentation

Consultation Feedback

Consultation Sessions

- 320 in-person attendees
- 1564 on livestream, 466 engaged on chat
- 98,000 reached on Facebook
- 70,000 on Instagram
- 71,000 on Twitter

- Main Theme – What are you going to do about it?

Layered Feedback

RBDC

- TPS Vision & Strategy
- RBDC Process, Equity Strategy
- RBDC Recommendations

Impacting Vision & Strategy

Accountability Measures – Community members asked at every town hall about accountability and the transparency of accountability measures, particularly in relation to individual officers.

Whole of Society Problem – Recognition that RBDC highlights broad social problems – that police need to own their part and partner on the broader challenges.

Support for Community Policing – Strong support for Neighbourhood and Community Officers / Community Policing, with challenges to the Service on time-in-position for NCOs.

Mental Health Supports for Officers – Youth were particularly interested in how the Service supports officer mental health, and underlined the link between healthy officers and service quality.

Disrespect and UoF Thresholds – Questions and challenges on the threshold for measurement of UoF and on how to curb disrespectful behavior.

Impact of Vicarious Experiences - Community members, specifically young people, shared how opinions of policing were impacted by what they see online, or in other jurisdictions, rather than first-hand experiences with TPS.

Low Awareness of Recent Reforms – Community members were unaware of several recent and ongoing reform and education efforts. Reforms well received but more needed.

Impacting RBDC Process, Equity Strategy

Training and Sensitivity – Consistent questions about training plan; equity, systemic racism, EQ, cultural/religious awareness, school-to-prison pipeline.

Training Effectiveness – Questions and challenges on training effectiveness and the degree to which experienced officers were receiving the training. How do we know the training works?

Diversity in the Ranks – Some engagement on diversity in the ranks and building lived experience within the organization.

Transparency of RBDC Process – The process was criticized for being too opaque and not making use of the Black CCC in particular. The Community Advisory Panel was recognized for their work but input should go beyond.

Appreciation of RBDC, More Required – Chief Ramer's apology and the depth of effort surrounding RBDC received as positive, sincere but needing follow-through and ownership.

Impacting Recommendations

Neighbourhood and Community Officers – Challenged to keep NCOs in their communities for longer – 6 month deployments are too short and exhaust community partners. Longer deployments are very successful.

Use Race-Based Data for Discipline – Questions and challenges on why race-based data is not used to identify racist police officers and dismiss them from the Service.

Body Worn Cameras – Questions regarding the accountability mechanisms enforcing the use of BWC – ensuring it records and is then reviewed and acted upon.

Mental Health, UoF and Black Experience – Discussions on how some Black people in crisis experience the presence of police as escalatory. Do police need to attend, and if so, how to address this issue?

Background Checks – Concern that interactions with police would interfere with job and housing applications through the background check process.

RBDC for Discipline

- We have enough data to evaluate the organization, but not enough to evaluate individual officers

- RBDC and public consultation inform how we can improve our accountability measures
  - More open data on complaints and investigations
  - Mandatory reviews of Body Worn Camera in Use of Force
  - Policies and Procedures around Use of Force definition

Changes to RBDC and Equity Strategy

Contact Groups
Broader engagement with stakeholders

Four bodies formed of representatives from interested groups with the purpose to:

- Ask Questions
- Discuss the Context
- See the Analysis
- Develop the Story
- Talk about Solutions

First meetings took place in March, 2023.

In addition to Community Advisory Panel which is being refreshed.

Group 1: Community Focused Group
Chaplains, Midyanta, TAIBU, JCA, COP-COC, NFCST, etc.

Group 2: Policing Focused Group
ISNs, NCOs, ABLE, RBDC Liaisons

Group 3: Formal Committee Group
ARAP, MHAAP, PACER, CCCs, CPLCs, etc.

Group 4: Gov't Stakeholders Group
IPC, ARD, OHRC, SOLGEN, MAG (IJD), etc.

RBDC Strategy & Equity Strategy

- RDBC Strategy provides an **analytical focus** into what's going on:
  - Inquiry in Partnership with Community

- Equity Strategy is the vehicle which drives **organizational change**:
  - Driving Change with and in Community

RBDC Strategy

Questions

&

Answers

Equity Strategy

Programs

&
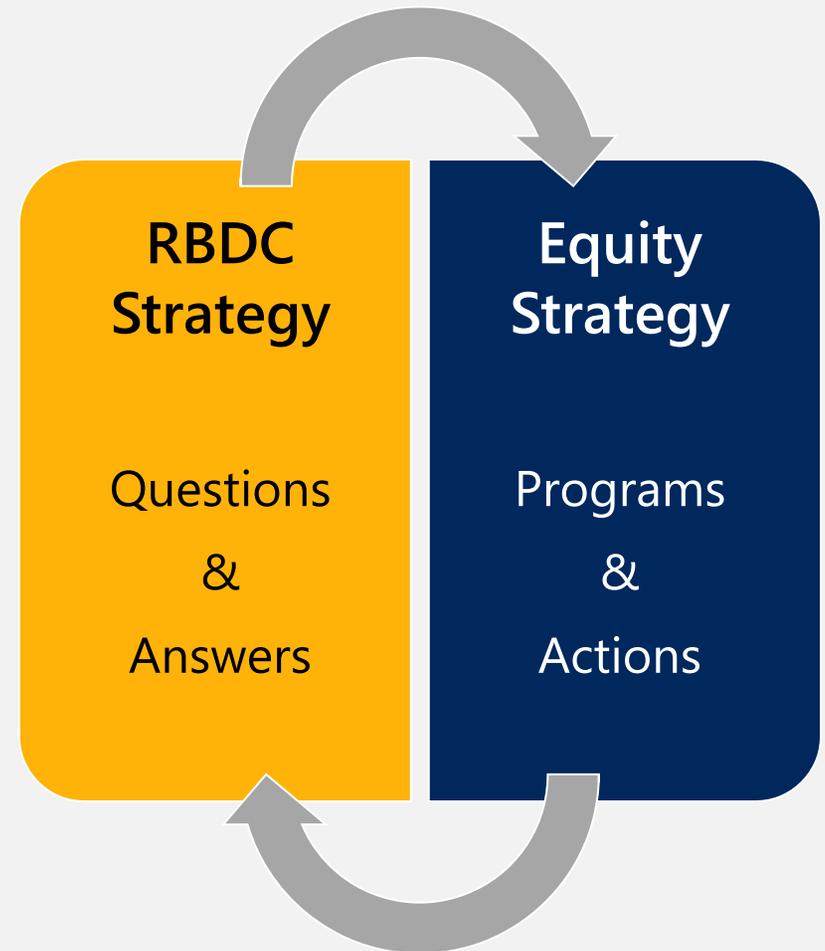
Actions

The Action Plan

Action Items Implemented

- Equity and Inclusion section / specialized instructors at the Toronto Police College
- Black and Indigenous-Experience training
- Improved training for strip searches
- Improved auditing practices for items found as a result of strip searches
- Open analytics/data on strip searches
- Open analytics on 2020 use of force incidents
- Multi-agency working group for race based data/use of force reporting challenges
- Revised use of force procedure
- Revised strip search procedure / improved reporting requirements
- Mandatory debriefs for all use of force reports within an officer's probationary period
- Mandatory reviews of BWC footage and in car systems for all use of force incidents
- Town Halls and engagement sessions

Action Items in Progress

- Reviews of training with community partners
- Courses/Programs:
    - Adverse childhood experience
    - Community-centric coach officer program
    - Scenario-based
    - Intercultural development
    - Active-bystandership
    - Anti-bias
    - Fair and Impartial Policing
- Officer performance reports - community focused metrics
- Measure other areas of community/police interaction
- Town halls and engagement sessions
- Indigenous-specific report
- Non-emergency situations for call diversion
- Post-police interaction survey
- Equity impact for crime management plans
- Improve UoF reporting/data entry
- Internal diversity and demographic data
- Incorporate other outcomes into RBDC – phase 2
- Service-wide equity strategy

Action Items Not Yet Started

- Include Equity team in Incident Review Committee (UoF)
- Implement a Strip Search Review Committee
- Revise the Probationary Constable Program
- Audit and Quality Control Supervisor in every division
- Equity and Bias training for analysts
- Equity and Bias training for 911 Call takers
- CRM report/UoF public reporting review
- Conduct multi-year regression analysis on UoF and Strip Search

Next Phase of RBDC
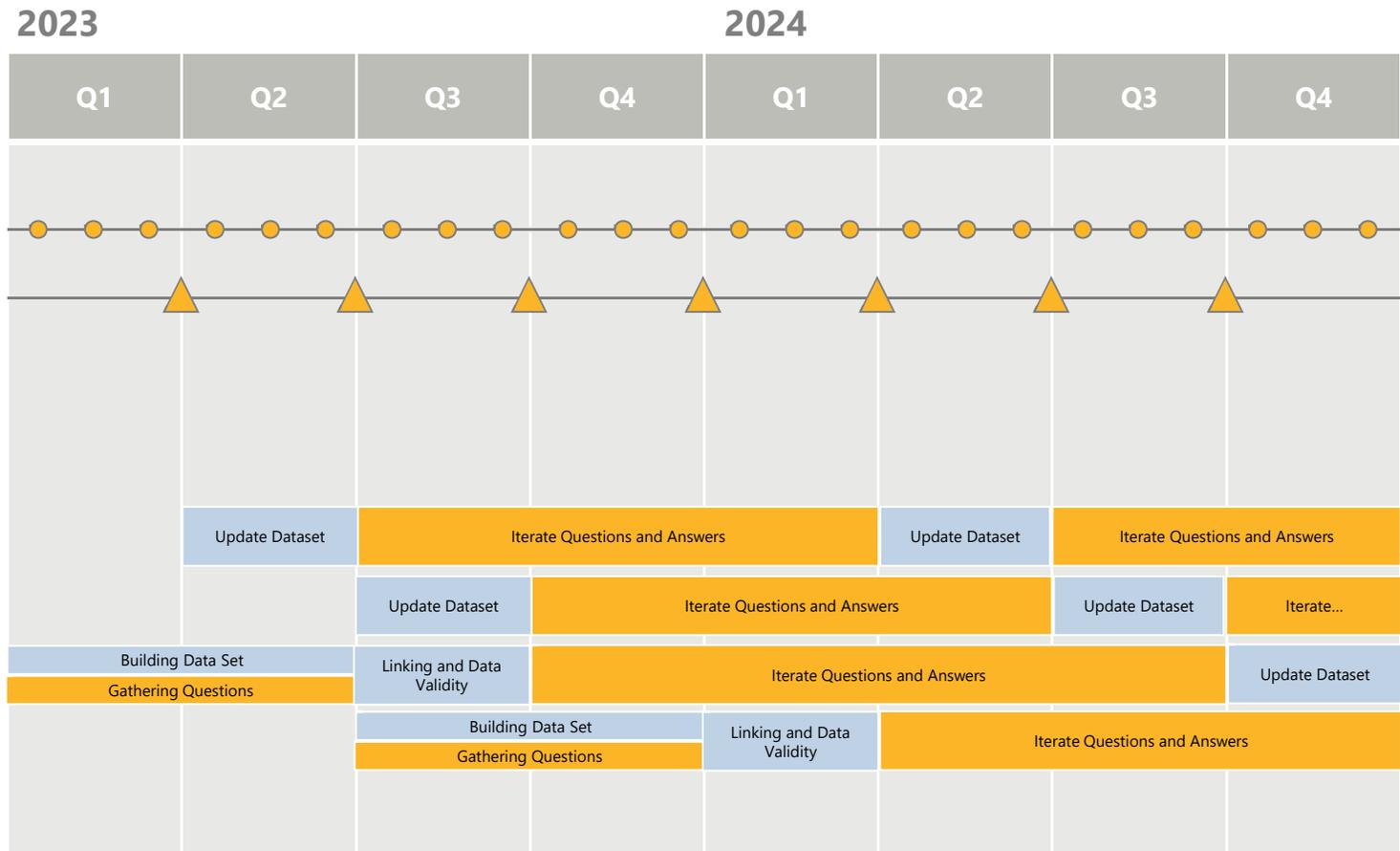
Ownership & Improvement

Policing Practices
Measurement
Outcomes
Reflect & Engage
Take Action

PUBLIC REPORT

March 3, 2023

To: Chair and Members
            Toronto Police Services Board

From: Myron Demkiw
            Chief of Police

**Subject: Toronto Police Service Board's Race-Based Data
            Collection, Analysis and Public Reporting Policy –
            Update**

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Summary:

In response to the public release of the findings of race data collected in June 2022 (Min. No. P2022-0622-3.3 refers), the Toronto Police Services Board (Board) moved motions (see Appendix A for details) related to Item 4. Race Based Data Collection, Analysis and Public Reporting. The report that follows provides an update to the Board on the Toronto Police Service's (Service) progress to-date, including a response to those motions.

Discussion:

Background

The Service developed the Race and Identity-Based Data Collection (R.B.D.C.) Strategy (Strategy) to implement the Board's Race-Based Data Collection, Analysis and Public Reporting Policy (Policy) approved on September 19, 2019 (Min. No. P178/19 refers). R.B.D.C. represents an integral part of the Service's commitment to equity, transparency, and accountability. Collecting, analysing and reporting on race and identity-based data is critical to achieving the Service's goal of eliminating racial bias and promoting fair and non-discriminatory policing services in Toronto.

The Service is implementing the Strategy in phases. Phase 1 began in January 2020 with the collection of Service members' perception of the race of an individual in use of force and strip searches. In June 2022, the Service publicly released its report on the disparate impacts of use of force and strip searches. The findings reflect an innovative approach to data, including a hypothesis-driven process that explored questions generated by engagements with frontline members and a Community Advisory Panel.

To ensure the Service's work is transparent, Dr. Lorne Foster and Dr. Les Jacobs, leading experts in race and identity-based data collection and analysis with a human rights lens, independently reviewed the analysis process, practices, and findings and presented their assessment to the Board in June 2022 (Min. No. P2022-0622-3.3 refers).

The outcomes of the analysis of the 2020 data serve as a baseline as the Service continues to work on subsequent analyses to understand trends and changes over time, and to monitor our progress. Detailed reports, videos, information about town halls and the proposed action plan are publicly available at https://www.tps.ca/race-identity-based-data-collection/2020-rbdc-findings/ The data used in reporting of Phase 1 of the R.B.D.C. Strategy is published on the Public Safety Data Portal.

Relevant Board Policies and Compliance

In addition to Board Policy Race-Based Data Collection, Analysis and Public Reporting, other relevant legislation/compliance includes:

- Data Standards for the Identification and Monitoring of Systemic Racism (also known as Ontario's Anti-Racism Data Standards);
- *Anti-Racism Act*, 2017 and 2018 regulation;
- *Police Services Act* RRO 1990, Reg. 926, Equipment and Use of Force;
- Toronto Police Services Board Policy: Race-based Data Collection, Analysis and Public Reporting;
- 81 Directions for Police Reform;
- Motions Approved at the Board Meeting of June 22, 2022:
    - Item 4 Race Based Data Collection, Analysis and Public Reporting
- Additional recommendations from the Anti-Racism Advisory Panel (A.R.A.P.), Mental Health and Addictions Panel (M.H.A.A.P.), and the Police and Community Engagement Review (P.A.C.E.R.).

Motion 1

Recommendations:

That the Board:

1. *Declares its strong support, as a result of the data collected in respect of Use of Force incidents and strip searches, for the Chief of Police taking all possible actions, within the provincial legislative framework, to address racial bias and individual acts of racism, and directs the Chief of Police to report to the Board in Q4 2022 on analysis of this data, including by divisions, what actions can be taken and what actions have been implemented and are in progress.*

The Service identified 38 action items as part of its commitment to reduce the disparate outcomes found in the June report. The action items proposed in June are intended to improve accountability & governance, training, policy and procedures, and enhanced monitoring and reporting.

The Service is continuing engagement with members, partners and communities to get feedback on further development on these actions and identifying additional areas for improvement. As a result the actions are subject to change in number and substance and may evolve based on feedback received during the consultations. More information on engagement efforts is provided later in this report.

The report released in June 2022 included analyses at divisional level. Building on the lessons from Phase 1, the Service is planning a range of actions to expand, enhance, and improve analyses (including geo-spatial analyses) to understand divisional and neighbourhood patterns and other place-based contextual factors that might be influencing outcomes.

Appendix A provides implementation progress on the 38 action items.

2. Declares, as did the Chief of Police, that it is unacceptable that certain racialized communities are over represented in both Use of Force incidents and in strip searches, and directs the Chief of Police to continue implementing reforms introduced to better ensure that Torontonians receive fair and unbiased policing.

Since the public release in June 2022, the Service continued to deliver on its ongoing commitment to transparency. A series of foundational documents and technical reports were published, including:

- RBDC Strategy Overview

- Data Analysis Framework

- Open data tables, data guide and documentation

The Service also shared its lessons from Phase 1 of the R.B.D.C. Strategy in the article "*Using Data Differently: Lessons Learned from Toronto's Race and Identity-based Data Collection Strategy*" published in the Ontario Association of Chiefs of Police's (O.A.C.A.P.) HQ Magazine to the benefit of other police services. (https://oacp.fthinker.ca/articles/using-data-differently)

The Service included a range of other police interactions under Phase 2 of the R.B.D.C. Strategy: arrests, releases, mental health apprehensions, and diversions, including youth diversions. The same hypothesis-driven approach employed in Phase 1 will continue to be applied to data analysis for Phase 2 to explore questions generated with the Community Advisory Panel, Service members, and other stakeholders across sectors.

4. Direct the Chief of Police to implement mandatory reviews by supervisors of body-worn camera footage and in-car camera system footage for all Use of Force incidents,

as contemplated by the new Service Procedure, and to initiate a disciplinary investigation where excess force is deemed to have potentially occurred, and to report back to the Police Board on those reviews in 2023 pursuant to the Board's Body-Worn Cameras Policy.

- Implemented mandatory Supervisor review of all Body Worn Cameras and In-Car Camera System for all officers involved in a use of force incident.
- There is currently an interim solution to ensure compliance of the reviews; the Service is looking at off-the-shelf solutions as well as input from academics and public feedback to design the review process.

5. *Send correspondence to the Province of Ontario requesting urgent and province-wide action to assist police services, police boards, and chiefs of police in their ongoing efforts to eliminate systemic racism in policing. Specifically, the Board request that the Ministry of the Solicitor General create a new Adequacy and Effectiveness Standard, under the Community Safety and Policing Act, 2019, that mandates a consistent approach to performance analysis and management of police services that is designed to identify inequitable policing, including in relation to Use of Force, and which includes an early-warning system built to identify instances where systemic bias may be operating, and a requirement that supervisory staff take appropriate action.*

- Engaged with the province to improve and introduce enhanced use of force reporting requirements that supports identifying and addressing systemic patterns and trends to advance racial equity in policing.

    o As a result of these engagements following the June release, the province began consulting with police services to update and introduce a modernized Use of Force Report. As of January 1, 2023, the Service and all police services in the province will be immediately required to implement the revised Use of Force Report form for officers.
    o Throughout December 2022, members received guidance, support materials, direction on procedural changes, and background on the rationale for the changes to the form. An instructional video was produced that focused on how to fill out perceived age and gender, the most challenging aspects of the new report, and a quick and easy explanation on how this information is useful to the Service's work. Revisions to the Canadian Police Knowledge Network (C.P.K.N.) module that reflect the revised form will be made at a later stage.

- The province has indicated plans to convene a working group to develop an Anti-Racism Strategy for policing in the province, which includes discussions of priority areas for race-based data collection, and reporting. Following the implementation of the updated Use of Force Report, the OACP Race and Identity Based Data working group was been formed and met several times regarding

strategy development. Discussions around how the Ministry will be involved are ongoing.

6. *Confirm its support of the Chief of Police's plan to incorporate anti-racism and unconscious bias elements into scenario-based and dynamic training to simulate real-world conditions where officers must make split-second decisions and to ensure that such training emphasizes and prioritizes de-escalation, and direct the Chief to report to the Board on the implementation of this training and associated outcomes no later than Q4 2022.*

- The in-service training course for 2022 has been delivered to 4022 members. Three days of the training includes both in-class academic courses and live scenario/simulator training, with the concepts taught each day building on and integrating with each other:

    o Day 1 includes training related to human rights: Black Experiences – Moving from Reflection to Action, The Indigenous Experience, and Disabilities.
    o On days 2 and 3, learners participate in simulator training where they are required to demonstrate skills, including communication strategies provided during the Anti-Black Racism training module, while responding to a radio call involving third-party bias.

- The Fair & Unbiased Policing Course – a five-day course with content related to equity, inclusion and human rights, and a curriculum framework drafted after extensive consultation with subject matter experts, advisory panels, and community representatives with lived experience.

    o The Equity, Inclusion and Human Rights (E.I.H.R) Unit developed and delivered an R.B.D.C module to new recruits. The module includes foundational concepts of R.B.D.C., the purpose and benefits of the Strategy, the collection and analysis of the data, and members' role in the success of this work. All new members of the Service, both sworn and civilian, will attend this foundational course and, moving forward, there will be biannual refresher training for all members.
    o 20 instructors / facilitators from the Toronto Police College (T.P.C.), Psychological Services, E.I.H.R., the Community Partnerships and Engagement Unit (C.P.E.U.) and Intelligence Services Hate Crime Unit participated in delivering the material.
    o An evaluation / assessment process has been implemented for the first session with all learners participating in both daily electronic surveys and a final survey at the end of the course. This feedback will be used to design follow-up focus group / interview sessions which will take place when

recruits return from the Ontario Police College in approximately three months.

  - o To continue post-course evaluations, T.P.C. is working on a process to re-connect with a sample of learners once they have been deployed and spent a minimum of six months in their divisions.

7. *Direct the Chief of Police and the Executive Director of the Board to continue to work collaboratively and in partnership with the City Manager on the City's four Toronto Community Crisis Service Pilots, including the Black- and Indigenous-led Pilots, which provide non-police, community-based, client centred, and trauma-informed alternative responses to non-emergency crisis calls, such as wellness checks.*

- Supported the City of Toronto with the development of the Toronto Community Crisis Service (separate Board report coming to April 2023 meeting)
- Continuing work with Gerstein Crisis Centre on the 9-1-1 Crisis Call Diversion Pilot Project, with the Board approving an extension from October 1, 2022 to September 30, 2023 at the meeting held on September 13, 2022 (Min. No. P2022-0913-2.0 refers)

8. *Communicate to the Province of Ontario (Ministry of the Solicitor General) the need to mandate that race-based data that is collected under the Anti-Racism Act be collected and analyzed by all police services in a consistent manner, so as to allow ready and reliable comparison and analysis of this data between and among all police services in the province.*

- Engaged with the province and other police services to promote consistency in reporting and analyses of use of force trends across the province;
- In collaboration with Peel Regional Police Service and the Royal Canadian Mounted Police (R.C.M.P.), the Service helped establish an R.B.D.C. working group within the O.A.C.P. to develop a framework across police services;
- The Service is continuing engagement with police services and other sectors across the country to share lessons learned and best practices and to promote understanding of the innovative approach and the strategic vision behind it.

9. *Direct the Chief of Police to, through the Equity, Inclusion & Human Rights Unit of the Service, build on the Service's existing efforts and request advice from established City of Toronto and other advisory committees/groups, and from leaders in Toronto's Black, Indigenous and other diverse communities, as to the means by which there could be deeper and more continuous engagement with these communities on the collection, analysis and reporting of race-based data.*

Continuous Engagement

- Community Advisory Panel (C.A.P.): The C.A.P. was instrumental to the work completed over the last two years, and critical to the key milestones achieved. Most C.A.P. members expressed their desire to extend their term another year for Phase 2 of the Strategy. The Service is currently working to refresh the C.A.P. membership, conducting a gap analysis to understand which skills and

perspectives are required for the next phase. This will ensure knowledge transfer and an expanded base of expertise and perspectives.

- In January 2023, the Service invited members of the public to apply for one of five new positions on the C.A.P. New members will join the existing panel for a transitional year and will meet monthly. C.A.P. meetings began again in March 2023, and six new members will join in April and nine in September 2023.

- Community engagement: Community agencies, in partnership with the Service, co-designed town halls that provide a forum for community members to share their perspectives and experiences, and provide feedback on the aforementioned 38 action items. Between October 2022 and January 2023, six town halls were held in North York (Jane/Finch), Etobicoke (Rexdale), North Scarborough (Malvern), South Scarborough, Lawrence Heights, and a Youth Focus Town Hall (Malvern).

  o Each Town Hall offers an interactive hybrid space to share and ask questions, either in-person or virtually.
  o Community members have the opportunity to share their experiences in a Brave Space with culturally appropriate therapists and local community resources on-site.
  o Town Hall sessions are available for viewing on YouTube.
  o Those who are unable to attend the town halls have the opportunity to provide their feedback on the action items by filling out a survey available on the R.B.D.C. public website.
  o The Service will report to the communities in Q3 2023.
  o Feedback from these engagements will assist the Service to refine and expand our action items, and updates will be provided on the public website Q1 2023.
  o Consultant has begun work on an independent report to assist the Service in refining its engagement model moving forward.

  For further reference, comments, themes and number of attendees/views are in Appendix B.

- Indigenous engagement: The Service recognizes that Indigenous perspectives are important, given the unique experiences and challenges Indigenous communities face. The Service is committed to the process of reconciliation with Indigenous communities – mending historically broken trust and meaningful engagement with these communities to ensure we are delivering culturally relevant services.

- The Service has formalized a partnership with an Indigenous-owned advisory firm, and consultations have been ongoing. The firm's strong ties with Indigenous communities in Toronto and expertise in supporting corporate and government organizations on their paths to reconciliation, building cultural literacy and developing meaningful relationships with Indigenous communities, will assist the Service to properly understand and analyse the findings. A separate Indigenous-specific report will be developed with anticipated completion in Q4 2023.
  - This partnership will also support the next phase of R.B.D.C., the Equity Strategy and the formal response to the National Inquiry into Missing and Murdered Indigenous Women and Girls.

- Stakeholder engagement: Many groups have an interest in the R.B.D.C. Strategy, and the complex and technical content generated by the Strategy requires ongoing commitment. In order to manage the number of stakeholders and increase transparency of the process, the Service formed four stakeholder contact groups to enable this deeper and more continuous engagement. Inaugural meetings with each group occurred at the beginning of March, 2023.

  - Group 1: Community Focused Group comprised of community leaders and organizational representatives;
  - Group 2: Policing Focused Group comprised of representatives from Internal Service Networks (I.S.N.), Neighbourhood Community Officers (N.C.O.), Association of Black Law Enforcers (A.B.L.E.) and R.B.D.C. Liaisons;
  - Group 3: Formal Committee Group comprised of formal panels such as the Anti-Racism Advisory Panel (A.R.A.P.), Community Consultative Committees (C.C.C.s), Police and Community Engagement Review (P.A.C.E.R.), and Mental Health and Addictions Advisory Panel (M.H.A.A.P.); and
  - Group 4: Government Stakeholders Group comprised of members from such organizations as the Information and Privacy Commissioner of Ontario (I.P.C.), Ontario Human Rights Commission (O.H.R.C.), and Ministry of the Attorney General (M.A.G.) etc.

Updates and preliminary findings will be shared with the contact groups on a quarterly basis.

- Lessons Learned: There were significant challenges explaining the complex analysis in such a short timeframe and to so many diverse stakeholders. Exacerbated by the need for confidentiality and the subsequent major release, this resulted in elevated emotion, misinformation, anxiety, and suspicion both internally and externally. While this subsided as the rollout and consultation progressed, more continuous engagement and discussion centred on stakeholder questions will mitigate this as we progress.

Motion 2

1. *Direct the Chief of Police to assess how the Service's approach to race-based data collection and analysis can be modified to enhance the Service's ability to identify, investigate and address specific instances of potential inequitable policing, including with respect to Use of Force, strip searches and other interactions, and to report back to the Board by Q4 2022 with the results of this assessment and any next steps, as well as areas for consultation with the Police and Community Engagement Review, other community stakeholders, and the Toronto Police Association.*

The Data Analysis Framework for Racial Equity guides all data analyses under the R.B.D.C. Consistent with human rights principles and informing concrete action plans, the Framework is grounded in four principles: use sound methods, centre race and racism, be solution-oriented, and reflect engagement.

This framework was applied to Use of Force and strip search interactions and will be applied to the next phase of the R.B.D.C. Building on the lessons from Phase 1, the Service is planning a range of actions to expand, enhance, and improve analyses by addressing data gaps, including:

- Trend analyses to compare changes over time;
- Geo-spatial analyses to understand divisional and neighbourhood patterns and spatial contextual factors that might be influencing outcomes;
- Multivariate analyses of pooled data to identify and assess the weight of different factors in influencing outcomes;
- Measured and frequent reporting to the public about the Service's processes, data quality issues and the impact on data analysis, questions to explore, interim findings, and updates on the R.B.D.C. Strategy progress;
- Continue using the hypothesis-driven approach as the best practice to organize investigation and communication.

Using race-based data trends to directly identify individual officer biases and hold officers accountable was examined by the team and discussed with members of the community at the town halls. The challenge is that attempting to identify trends based on too little information (too few data points using the Use of Force report alone) is an unreliable means of indicating bias or an identifying a pattern of racism or racial bias.

The early risk intervention process involves identifying use of force trends that can be used to initiate a broader review, leveraging body-worn and in-car camera systems, notes, and other reports such as complaints data. As there are now mandatory reviews of this nature, the amount of information available about an incident is increasing. It is in this mandatory review that the appropriateness of the intervention and any indication of racism or bias can be determined. Conversation in the town halls centres on making the process more transparent and robust; ensuring events are captured; and on actions the Service should take in the event of an abuse of authority.

Conclusion:

Since the public release in June 2022, the Service has been working to implement a range of action items and to establish new mechanisms to enable a deeper and continuous engagement of community members and stakeholders throughout the cycle of data analysis to action. The Service will be providing the Board with the next update in November 2023.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

Attachments:

Appendix A - Implementation status on the 38 action items
Appendix B - Community Town Halls – themes, issues raised, and attendance/views

Appendix A:

Implementation status on the 38 action items

Action Item	Description	Status	Theme
WORK WITH MINISTRY OF SOLICITOR GENERAL AND OTHER POLICE AGENCIES TO IMPROVE REPORTING REQUIREMENTS IN USE OF FORCE	Develop a Working Group with other police services and the Ministry of Solicitor General to discuss race-based data collection, analysis, and approaches, including reporting challenges.	Completed	Governance Procedures & Workflow Monitoring
IMPROVE AUDITING PRACTICES AT THE SENIOR MANAGEMENT LEVEL FOR ITEMS FOUND DURING STRIP SEARCHES	This data field contained all items found during a search, and not necessarily what was located during a strip search (i.e. shoe laces and belts, that may be found during lower levels of search). Improved auditing on this specific data point allows for proper categorization of items found as a result of strip searches.	Completed	Governance Procedures & Workflow
REVISE EXISTING STRIP SEARCH PROCEDURE AND IMPROVE REPORTING REQUIREMENTS	Review Search of Persons procedure and reporting/booking template to document the search within the Records Management System that allows for data analysis and extraction, including the reason for search, time of search, and items found during a search.	Completed	Governance Procedures & Workflow Monitoring
DEVELOP AND IMPLEMENT MANDATORY MEMBER TRAINING ON ANTI-BLACK RACISM AND THE INDIGENOUS EXPERIENCE	Develop and implement training for all Members on Anti-Black Racism and the Indigenous Experience that includes third-party bias training, in partnership with subject matter experts and members of the community. In line with the 81 Recommendations for Police Reform, PACER, ARAP, and CABR.	Completed	Training
HIRE SPECIALIZED EQUITY AND INCLUSION INSTRUCTORS TO DEVELOP AND LEAD TRAINING, INCLUDING ENHANCEMENT FOR NEW RECRUIT PROGRAM	Create an Equity & Inclusion section within the Toronto Police College to develop and lead training for members. In line with the 81 Recommendations for Police Reform and ARAP.	Completed	Training
IMPROVE TRAINING ON STRIP SEARCHES	Develop and implement training for all police officers and special constables on Search of Person, including reasons for a strip search, relevant case law, and how to properly complete the Search of Persons template.	Completed	Training

Action Item	Description	Status	Theme
REVIEW AND REVISE USE OF FORCE PROCEDURE (15-01)	An organizational review of the Toronto Police Service's Use of Force Procedure in line with the development of the revised TPSB Policy on Use of Force.	Completed (post-June 2022)	Governance Procedures & Workflow
IMPLEMENT MANDATORY DEBRIEFS WITH A SUPERVISOR FOR ALL USE OF FORCE REPORTS WITHIN AN OFFICER'S PROBATIONARY PERIOD	All officers involved in a use of force report shall debrief with a supervisory officer within their probation period.	Completed (post-June 2022)	Governance Procedures & Workflow
IMPLEMENT MANDATORY REVIEWS OF BODY WORN CAMERA AND IN CAR CAMERA SYSTEM FOR ALL USE OF FORCE INCIDENTS	The Body Worn Cameras and In Car Camera System for all officers involved in a use of force incident will be reviewed by supervisor(s).	Completed (post-June 2022)	Governance Procedures & Workflow
INCLUDE OPEN ANALYTICS AND DATA ON STRIP SEARCHES ON THE PUBLIC SAFETY DATA PORTAL	To increase transparency, public accountability, and understanding of data, open data will be published on strip searches on the Public Safety Data Portal. In line with the 81 Recommendations for Police Reform.	Completed (post-June 2022)	Communication Governance Monitoring
INCLUDE OPEN ANALYTICS FOR USE OF FORCE DATA	To increase transparency, public accountability, and understanding of data, open analytics for Use of Force will be published on the Public Safety Data Portal. In line with the 81 Recommendations for Police Reform.	Completed (post-June 2022)	Communication Governance Monitoring
HOLD TOWN HALLS AND ENGAGEMENT SESSIONS TO DEVELOP MEANINGFUL ACTIONS AND A PATH FORWARD	Following public data release, hold town halls in partnership with community leaders and agencies to discuss the outcomes of analysis and a path forward.	Completed (post-June 2022)	Listening & Understanding Governance Communication
DEVELOP AND IMPLEMENT NEW FAIR AND IMPARTIAL POLICING COURSE	This training will include a focus on confirmation bias and be mandatory for all uniform and civilian members. In line with the 81 Recommendations for Police Reform.	In Progress	Training
CONDUCT AN ACADEMIC AND COMMUNITY REVIEW AND AUDIT OF EXISTING TRAINING CURRICULUM	Ongoing review the current training curriculum by academic partners and members of the community through a Community Advisory Panel. In line with the 81 Recommendations for Police Reform, PACER, ARAP, and CABR.	In Progress	Governance Training

Action Item	Description	Status	Theme
REVIEW OF NON-EMERGENCY INTERACTIONS SUITABLE FOR CALL DIVERSION	Identify non-core policing services that can be delivered by alternative service providers. In line with 81 Recommendations for Police Reform and MHAAP.	**In Progress**	Governance Procedures & Workflow
MEASURE OTHER POINTS OF POLICE CONTACT	Identify areas where police interact with members of communities and add these interactions to the Race & Identity Based Data Strategy. This will help us learn where opportunities for improvement could lie.	**In Progress**	Governance Procedures & Workflow Monitoring
PROVIDE ADVERSE CHILDHOOD EXPERIENCE TRAINING TO OFFICERS	Expand Adverse Childhood Experience Training to all uniform members. Currently this training is provided to Neighbourhood Community Officers.	**In Progress**	Training
REVISE COACH OFFICER TRAINING COURSE	Enhance the Coach Officer Training Course to ensure our coach officers have an understanding of community-centric service delivery, embracing collaboration, and an understanding and sensitivity to the unique needs/perspectives of people of diverse communities.	**In Progress**	Training
DEVELOP SCENARIO-BASED TRAINING BASED ON USE OF FORCE TRENDS	Incorporate anti-racism and unconscious bias elements into scenario-based and dynamic training to simulate real-world conditions where officers must make split-second decisions; emphases and prioritizes de-escalation. In line with the 81 Recommendations for Police Reform, ARAP, and MHAAP.	**In Progress**	Training
COLLECT INTERNAL DIVERSITY AND DEMOGRAPHIC DATA	Collect workforce diversity data internally.	**In Progress**	Governance Procedures & Workflow Monitoring
IMPROVE USE OF FORCE REPORTING AND DATA ENTRY	Ensure that the proper general occurrence is referenced within the Use of Force report to allow for contextual information to be collected during the Race & Identity Based Data Collection Strategy; improve data systems to allow for order of force used to be analyzed.	**In Progress**	Governance Communication Training Procedures & Workflow
DEVELOPMENT OF A SERVICE-WIDE EQUITY STRATEGY	To commit the Service to do the work needed and create accountability for driving systemic change that results in fair and unbiased policing.	**In Progress**	Listening & Understanding Communication Governance Monitoring

Action Item	Description	Status	Theme
DEVELOP POST-POLICE INTERACTION SURVEY WITH COMMUNITIES	Post-interaction surveys are a part of the Service's investment in Information Management. The information collected in these surveys will allow for communities to provide information on their interaction with officers.	**In Progress**	Monitoring
COLLECT DATA AND ANALYZE OTHER OUTCOMES FOR ARRESTED PERSONS INCLUDING DIVERSIONS, BOOKING, PROTECTIVE, AND FRISK SEARCHES	Incorporate arrests, charges, releases, bookings, diversions, and other search of person outcomes into the Race & Identity Based Data Collection strategy to better understand outcomes by race.	**In Progress**	Governance Procedures & Workflow Monitoring
CONDUCT INTERCULTURAL DEVELOPMENT TRAINING FOR RECRUITS AND NEW SUPERVISORS	Ensure that all new recruits and supervisors complete Intercultural Development Training to develop intercultural competence and cultural sensitivity. This tool will assist Members in assessing their level of intercultural competence and will allow the Service to adapt training to meet the level of intercultural competence shown in aggregate results.	**In Progress**	Training
DEVELOP AND IMPLEMENT ANTI-BIAS WORKSHOPS FOR SENIOR LEADERS WITHIN THE SERVICE	In line with recommendations from the 81 Recommendations for Police Reform and PACER, training for all Senior Officers, uniform and civilian, on how to address bias in policing and rebuild trust with communities, through the exploration of policies and procedures of bias free policing adopted by police departments across North America and potential best practices for the Toronto Police Service.	**In Progress**	Training
CREATE AND DELIVER AN ACTIVE BY-STANDERSHIP COURSE FOR ALL MEMBERS	The Toronto Police College will develop training for all members on active by-standership in partnership with the Equity, Inclusion and Human Rights Unit.	**In Progress**	Training
ASSESS EQUITY IMPACT FOR CRIME MANAGEMENT PLANS	An Equity Assessment for operational plans will help determine how projects and deployments will impact Equity-Deserving Groups, specifically on Black, Indigenous and Racialized communities, within the City, a Division, or a neighbourhood. Criteria applied to each Operational Plan should include the Equity-Deserving Group(s) impacted (if applicable), the level of impact, and actions taken to reduce negative impacts or increase positive impacts. The full criteria will be developed in partnership with the Equity, Inclusion & Human Rights Unit and be in line with best practices and the Equity Strategy. This will ensure that each Service operational plan is viewed with an equity lens, rather than solely a crime reduction focus.	**In Progress**	Governance Listening & Understanding Monitoring
REVISE OFFICER PERFORMANCE REPORTS	To include additional metrics pertaining to community focus, including: referrals to agencies and diversion.	**In Progress**	Monitoring Governance

Action Item	Description	Status	Theme
DEVELOP AN INDIGENOUS-SPECIFIC REPORT ON THE OUTCOMES OF USE OF FORCE & STRIP SEARCHES	Indigenous perspectives are important given the unique experiences and challenges communities face. In order to understand the findings, and seek input from Indigenous Communities, a separate Indigenous Engagement Strategy and report will be developed to engage stakeholders and community agencies around the data to help shape the analyses.	**In Progress**	Listening & Understanding Communication
RE-AFFIRM THE ROLE OF THE INCIDENT REVIEW COMMITTEE AND INCLUDE REPRESENTATION FROM EQUITY, INCLUSION & HUMAN RIGHTS ON THE COMMITTEE	The mandate of this committee is to review incidents where force was used by members of the Service; assess the effectiveness of the Service's training, practices and associated Service Governance; and report its findings to the Senior Management Team (SMT). This committee will now include a member of the Equity, Inclusion & Human Rights Unit.	**Not Yet Started**	Governance Procedures & Workflow
IMPLEMENT STRIP SEARCH REVIEW COMMITTEE WITH SERVICE-WIDE REPRESENTATION , INCLUDING EQUITY, INCLUSION & HUMAN RIGHTS	The mandate of this committee is to review strip searches to assess the effectiveness of the Service's training, practices and associated Service Governance and report its findings to the Senior Management Team (SMT). This committee will include a member of the Equity, Inclusion & Human Rights Unit.	**Not Yet Started**	Governance Procedures & Workflow
REVISE THE PROBATIONARY CONSTABLE PROGRAM TO ENSURE EVERY PROBATIONARY CONSTABLE HAS A DIVISIONAL SPECIFIC COMMUNITY EXPERIENCE	Revise the probationary constable program to ensure every probationary constable has a divisional specific community experience (40 hrs.) and 3 cycles (12 weeks) assigned to a Neighbourhood Community Officer to build an enhanced foundation to community-centric policing and exposure to the community with a proactive lens.	**Not Yet Started**	Governance Procedures & Workflow Training
ENHANCE RISK MANAGEMENT THROUGH THE INTRODUCTION OF AN AUDIT AND QUALITY CONTROL SUPERVISOR IN EVERY DIVISION	Effective risk management requires an integrated and coordinated approach. Early indication of risk or non-compliance, assessment of root causes, and implementation of recommendations to resolve causative factors is required to reduce risk and maintain public and internal member trust and confidence. This includes review of all appropriate reviews of information sets, occurrences, and other operational records, and recordings to ensure compliance with Service governance including Use of force and Strip Search incidents. Identifying compliance issues, risks and mitigation recommendations including training or internal complaint as appropriate.	**Not Yet Started**	Governance Procedures & Workflow

Action Item	Description	Status	Theme
DEVELOP AND CONDUCT MANDATORY SPECIALIZED TRAINING FOR CRIME AND INVESTIGATIVE ANALYSTS ON EQUITY AND IMPLICIT BIAS	The creation of specialized anti-bias and equity training for all crime and investigative analysts. This training will include the impact of over-policing and under-policing on communities, as well as how to develop equity impact statements for operational planning.	Not Yet Started	Training
IMPLEMENT MANDATORY SPECIALIZED TRAINING FOR COMMUNICATIONS OPERATORS ON EQUITY AND IMPLICIT BIAS	The creation of specialized anti-bias and equity training for all Communications Operators. This training will include the impact of over-policing and under-policing on communities, with a focus on third party bias.	Not Yet Started	Training
REVIEW EXISTING CORPORATE RISK MANAGEMENT REPORT AND USE OF FORCE PUBLIC REPORTING	Better alignment between the Corporate Risk Management Report and public reporting to include non-race contextual information of Use of Force reports, including order of force and unit/assignment.	Not Yet Started	Governance Communication Monitoring
CONDUCT MULTI-YEAR REGRESSION ANALYSIS ON USE OF FORCE & STRIP SEARCH DATA TO ASSESS ACTIONS AND CHANGES THAT WE ARE MAKING	Use sophisticated data modelling techniques to more precisely identify the relative contribution of different factors to outcomes, and track our progress over time.	Not Yet Started	Monitoring

** It should be noted that the majority of 'In Progress' Training action items is due to the fact that training is provided on ongoing basis, with the potential to refine based on lessons learned from previous deliveries.

** As with the above, Collecting Internal Diversity and Demographic Data is an ongoing process

Appendix B:

Community Town Halls – themes, issues raised, and attendance/views

Key statistics:

- 320 participants attended in-person;
- 1,564 views of livestreams;
- 466 chat messages during livestreams, showing high engagement of viewers
- 98,000 reached on Facebook
- 70,000 on Instagram
- 71,000 on Twitter

Feedback consistent across the town halls:

Training and Education

- Questions about type of training that officers receive, particularly in regard to systemic racism, equity and empathy when interacting with the public;
- Training is equally important for experienced officers as for new recruits; 'unlearning' for long-tenured officers is critical;
- Community involvement in developing and delivering training.

Training effectiveness in behaviour change & Accountability

- What is the Service doing to ensure that the training is effective and what checks and balances are in place to ensure the training translates into behaviour change;
- What processes are in place to track how an officer performs after-training and be transparent about these processes;
- Community feedback on developing officer performance matrix and be transparent about how applied.

Closer community-police relationships to build trust/Neighborhood Community Officers (N.C.O.s)

- Community members have a high regard for the N.C.O.s, appreciating their role to build trust with the communities;
- Importance of involving community members in co-designing the N.C.O. program;
- Participants emphasized the importance of keeping the N.C.O.s longer in the community. The churn rate of N.C.O.s was identified as a damaging factor as community members felt that time was vital to building strong relationships. The

perceived frequency of change in N.C.O.s made communities feel they were continually re-establishing the groundwork of the relationship;
- Pairing officers of different backgrounds to learn from each other and immersion in the local culture to forge trustful relationships with community members;
- Creating promotion opportunities within the community so officers don't have to leave in order to get promoted.

Use of Force

- Participants' stories about disrespectful treatment by police officers;
- Questions about what types of interactions are captured in the provincial use of force report;
- Concerns that the provincial threshold leaves out a whole range of interactions with significant impact on individuals.

Body Worn Cameras (B.W.C.)

- Many questions were raised about how B.W.C.s are used:
  - Who reviews the footage;
  - What accountability mechanisms are in place to ensure proper use (i.e. turning off the camera)?

Recruitment Process

- Interest in the Service's efforts to diversify its workforce;
- How the Service is reaching out to youth and members of those communities with historically tense relationships with police; consider a career in policing and effect change from within;
- Repeatedly emphasized the importance of lived experiences and knowledge of local issues as a key consideration during the selection process.

Mental Health Supports for Officers

- Community members - youth in particular – were interested to know more about what causes officers distress, how they deal with this and other mental health struggles;
- How the Service supports them so that they can do their work properly in the communities.

PUBLIC REPORT

March 23, 2023

To: Chair and Members
               Toronto Police Services Board

From: Dubi Kanengisser
               Acting Executive Director and Chief of Staff

**Subject: Toronto Police Services Board Nominee to the Ontario
             Association of Police Services Board's Board of
             Directors**

Purpose: ☐ **Information Purposes Only**   ☒ **Seeking Decision**

Recommendations:

It is recommended that:

1) The Board nominate Board Member, Lisa Kostakis, to represent the
   Toronto Police Services Board on the Ontario Association of Police
   Services Board's (OAPSB) Board of Directors for a one-year term; and,

2) The Office of the Police Services Board advise the OAPSB of the
   Board's nomination.

Financial Implications:

The OAPSB will pay reasonable and necessary costs incurred by members of
its Board of Directors such as conference registration, accommodation, etc. As
a result, no financial impacts are anticipated in relation to the Board's 2023
operating budget.

Summary:

The Toronto Police Services Board is a member of the Ontario Association of Police
Services Boards. The by-laws of the OAPSB provide that one seat on its Board of

Directors is reserved for a Member of the Toronto Police Services Board. This report recommends that the Board nominate Board Member, Lisa Kostakis, as its representative to the OAPSB's Board of Directors for the 2023 term.

Discussion:

Background

The OAPSB is the leading voice of police governance in Ontario. The Toronto Police Services Board and Office of the Toronto Police Services Board is engaged with, and a contributor to, the OAPSB's work on provincial police governance matters. The OAPSB serves its members and stakeholders, as well as the general public, by:

- helping local police service boards fulfill their legislated responsibilities, by providing training and networking opportunities, and facilitating the transfer of knowledge; and,

- advocating for improvements in public safety laws and regulations, practices and funding mechanisms.

The OAPSB membership includes police services board members, police and law enforcement officials, and others people involved in policing and public safety.

In terms of workload and time commitment for a member of the Board of Directors, the following is an estimate of the requirements:

- the OAPSB Board of Directors meets 4-5 times per year, usually on weekday evenings for 4-5 hours;

- attendance at OAPSB-hosted events is expected, including the 2023 Spring Conference and AGM and the 2023 Fall Labour Seminar;

- attendance at Zone/Big 12 meetings: 2-3 per year, each is typically a ½ day; and,

- the OAPSB currently has 3 internal (voluntary) committees (that hold short meetings by phone) and participates on 18 provincial committees (usually the President and/or the OAPSB Executive Director is the representative).

Nomination of Ms. Lisa Kostakis

The by-laws of the OAPSB provide that one seat on its Board of Directors is reserved for a Member of the Toronto Police Services Board. Ms. Ann Morgan has been the Board's representative on OAPSB for the 2022 term, but in an effort to ensure that all Board Members have an opportunity to learn and be engaged in the governance work

of the Board, I recommend that the Board nominate Board Member, Lisa Kostakis, to the OAPSB Board of Directors for the 2023 term.

OAPSB By-laws

With respect to the nomination of directors, the term of office, and the qualification of officers, the OAPSB by-laws state as follows:

4.04   Nomination of Directors

Not less than forty-five (45) days prior to the annual meeting of members, each of the following shall notify the Board of its nominee or nominees for election to the board at such annual meeting:

(i)   Each Zone shall submit one nominee;
(ii)   The Big 12 (excluding Toronto) shall submit four (4) nominees; and
(iii)   The Toronto Police Services Board each shall submit one nominee.

At each such annual meeting, the representatives of the Police Services Boards operating pursuant to Section 10 of the PSA shall select and advise of three (3) nominees, one (1) selected by such Boards in Zones 1 and 1A, one (1) selected by such Boards in Zones 2 and 3 and one (1) selected by such Boards in Zones 4, 5 and 6.

4.05   Term of Office

Subject to the by-laws, the term of office for a director shall be one (1) year, and shall terminate at the close of the annual meeting held during such term. Provided, however, that a director shall be eligible to be re-elected for additional terms of office, but no director shall serve more than an aggregate of nine (9) consecutive terms.

The qualifications to be elected and hold office are the following:

4.02   Qualification of Directors

Any Member in good standing of the Association is eligible to run for and hold an elected position as a director on the Board; provided that such individual shall be eighteen (18) or more years of age; shall be a member of a Police Services Board in Ontario; and provided further that such individual shall, at the time of his election or within ten (10) days thereafter and throughout his term of office, be a member in good standing of the Association.

Provided, however, that not more than one (1) member of any Police Services Board in Ontario may be a Director at any one time.

OAPSB Spring Conference

The OAPSB's Annual Spring Conference and AGM is scheduled to take place from May 30 – June 01, 2023, in Niagara Falls, Ontario.

The Spring Conference will be an important opportunity for professional development for Board Members and Board Office staff, including the opportunity to discuss common issues with fellow board colleagues from across Ontario, including the coming into force of the *Community Safety and Policing Act, 2019* and related impacts on police services board governance and oversight functions.

Conclusion:

The Board's continued support for the provincial organization that is the voice of police governance is extremely important. Through the nomination of Board Member, Lisa Kostakis, the Board will continue to remain engaged and active in the significant work of the OAPSB.

Respectfully submitted,

Dubi Kanengisser
Acting Executive Director and Chief of Staff

Contact

Sheri Chapman
Executive Assistant to Chair
Email: Sheri.Chapman@tpsb.ca

PUBLIC REPORT

March 8, 2023

To: Chair and Members
            Toronto Police Services Board

From: Myron Demkiw
            Chief of Police

Subject: Contract Award to POI Business Interiors L.P. for the Supply, Delivery and Installation of System Furniture, Case Goods, Seating and Ancillary Furniture

Purpose: ☐ **Information Purposes Only**   ☒ **Seeking Decision**

Recommendations:

This report recommends that the Toronto Police Services Board (Board):

1) approve a contract award to POI Business Interiors L.P. (POI) for the supply, delivery and installation of system furniture, case goods, seating and ancillary furniture for a five year period commencing May 1, 2023, or after the successful completion of security background checks, plus five one-year optional extension periods, at a total estimated cost of $10 Million (M) over the ten-year term;

2) authorize the Chair to execute all required agreements and related documents on behalf of the Board, subject to approval by the City Solicitor as to form; and

3) authorize the Chief to exercise the options to extend the contract subject to continued business need, continued funding, and satisfactory vendor performance.

Financial Implications:

The value of the contract with POI is estimated to be $10M over ten years, inclusive of the five one-year optional extension periods. However, given that this contract may be in place for a ten-year period, there are a number of

variables that may impact and potentially increase the projected spend, including lifecycle furniture replacement in units where furniture was acquired twenty-plus years ago, the approval of capital projects that require complete furniture fit-up, staffing increases in various units, and cost escalation over the course of the contract.

Furniture is funded from the following:
- Furniture lifecycle replacement which is included in the Toronto Police Service's (Service's) capital budget program and funded from the Service's Vehicle and Equipment Reserve (Min. No. P2023-0109-2.3 refers); and
- Furniture associated with the construction of new facilities or a major renovation are included in the respective capital budget for those projects.

Summary:

The purpose of this report is to request approval for a competitive contract award to POI for the supply, delivery and installation of system furniture, case goods, seating and ancillary furniture.

Discussion:

Background

The Service's Facilities Management unit manages the acquisition, installation, maintenance, disposal, and lifecycle of all furniture within the Service. The establishment of a contract with a dedicated furniture supplier allows the Service to develop and adhere to furniture and office layout standards, and to project lifecycle replacement and net new furniture costs based on approved pricing agreements over the term of the contract.

Procurement Process

The Service's Purchasing Services unit published a Request for Proposal (R.F.P.) # 1515373-22, for the supply, delivery, and installation of system furniture, case goods, seating and ancillary furniture on June 29, 2022, which closed on August 19, 2022. Twenty suppliers downloaded the R.F.P. documents from MERX, and five proposals were submitted.

The Service's Purchasing Services unit contacted the other fifteen suppliers that downloaded the R.F.P. and did not submit a proposal to ask why they did not submit a proposal. To date, six suppliers have responded and provided the following reasons for not submitting a proposal:

- the requirements were out of scope of what the suppliers could provide;
- suppliers ran out of time during the bidding process or were unable to submit a proposal at this time;
- manufacturer's dealer submitted a proposal; and
- multiple dealers for a particular manufacturer's furniture downloaded the R.F.P., but decided that only one dealer should submit a response, per their dealer agreement with the manufacturer.

Evaluation Process

Stage One – Mandatory Requirements. Proposals were first reviewed for compliance with mandatory requirements. Three submissions did not meet the mandatory requirements and were disqualified, resulting in two submissions moving forward to Stage Two of the evaluation process.

Stage Two – Rated Criteria. Proposals were evaluated based on the weighted criteria included in the R.F.P. The evaluation criteria included technical requirements such as:

- Company Profile:
  - Years in business;
  - Resources and staff experience; and
  - Financial stability;
- Project List and References:
  - A list of comparable projects in terms of size and scope with references;
- Understanding of the Scope:
  - Understanding the scope of the work and contract;
  - Ability to provide the furniture standards under each category;
  - Furniture proposed is functional and flexible;
  - Products are heavy duty, robust, high performance and suitable for 24x7 operations; and
  - Customer service oriented;
- Preferred Furniture Requirements:
  - Office Furniture;
  - Office Chairs and Seating;
  - Freestanding and Ancillary Furniture;
  - Specialty Furniture:
    - Communications Furniture;
    - Fixed Furniture
  - Accessories:
    - Miscellaneous Accessories

A minimum overall score of 75% was required in Stage Two to move on to Stage Three – Mock-up & Presentation. Both proponents passed Stage Two and moved on to Stage Three.

Stage Three – Mock-up & Presentation. This stage involved a furniture mock-up and presentation of the following furniture and/or layouts to allow the proponents to showcase their products and demonstrate that the products meet the minimum mandatory requirements:

- Typical Furniture - Height Adjustable L-Shaped Workstations (6 workstations)
- Typical Furniture – Height Adjustable Workstation
- Typical Furniture - Height Adjustable Private Office (standard laminate finish)
- Task Chair
- 24x7 Chair
- Classroom Chair
- Boardroom/Meeting Room Chair

A minimum overall score of 75% was required in Stage Three to move on to Stage Four – Price Breakdown. Both proponents passed Stage Three and moved on to Stage Four.

Stage Four – Price Breakdown. This stage involved the evaluation of the proponent's pricing as stipulated in the required mandatory pricing submission forms provided in the R.F.P.

The R.F.P. indicated that:

- Pricing would be held firm for the first year of the contract;
- Price increases for years two, three, four and five was not to exceed the Consumer Price Index (C.P.I.);
- The percentage discount (off list price) for all offerings would be held firm for the initial contract term (five years);
- Pricing for the subsequent option years, if exercised, was not to exceed the C.P.I. and will be mutually agreed upon by the supplier and the Service;
- The decision to renew the contract for any optional term will be at the sole discretion of the Service;
- All terms and conditions of the contract shall remain in effect and continue during the optional year(s).

Based on the remaining proponent's pricing submission and adherence to the pricing terms above, POI is being recommended for award.

Contract Requirements - Highlights

Upon contract award, POI will develop a standards book and will provide consultation in office planning and design using the Service's office standards. This will encompass site verification and confirmation that related drawings reflect the site conditions prior to providing a final solution or proposed furniture layout and quotations for approval purposes. Upon completion of a delivery and installation, POI will provide as-built drawings, warranty information, manuals and any other documentation relevant to the installation.

Where feasible and cost effective, POI will incorporate existing furniture inventory into the overall planning to reuse furniture inventory where appropriate. POI may be requested to dispose of or recycle end of lifecycle furniture and/or move surplus inventory to the Service's storage warehouse.

POI shall provide a variety of seating and/or furniture types and adjustments that can accommodate different height, weight, width, function, ergonomic, and accessibility

requirements for persons with disabilities or requiring accommodations. The need for these specialized products will be on an as and when required basis. POI will be obligated to assist clients as necessary in assessing their accommodation requirements and identifying solutions, including product customizations.

Conclusion:

For the reasons outlined above, it is recommended that the Board approve a contract award to POI for the supply, delivery, and installation of system furniture, case goods, seating and ancillary furniture. POI will be subject to performance evaluations during the term of the contract to ensure a satisfactory level of performance.

Ms. Svina Dhaliwal, Interim Chief Administrative Officer, will be in attendance to answer any questions the Board may have in relation to this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

PUBLIC REPORT

March 10, 2023

To: Chair and Members
             Toronto Police Services Board

From: Myron Demkiw
             Chief of Police

Subject: Contract Award to Niche Technology Inc. for a Records Management System

Purpose: ☐ **Information Purposes Only**   ☒ **Seeking Decision**

Recommendation(s):

This report recommends that the Toronto Police Service's Board (Board):

a) approve a contract award to Niche Technology Inc. (Niche) for the supply and delivery of software, maintenance, and professional services in relation to the acquisition and implementation of a new Records Management System (R.M.S.) for a five-year period, at a cost of $12.4 million (M) excluding taxes in accordance with the statement of work and terms and conditions which are acceptable to the Toronto Police Service (Service);

b) authorize the Chair to execute any required agreements and related documents on behalf of the Board, subject to approval by the City Solicitor as to form;

c) authorize the Chief of Police to exercise future extensions of the agreement for ongoing maintenance and support as required, with a commitment to review with the Board every five years.

Financial Implications:

The total project implementation cost is estimated to be $30.5M.

The implementation of the project will start in 2023 and conclude in 2025 and transition to maintenance/stabilization phase. The portion of costs attributed to Niche from 2023 to 2027 are $12.4M, and include licenses, maintenance and support.

Funding in the amount of $20.6M has been included in the Toronto Police Service's (Service's) approved 2023-2032 Capital Program as a preliminary estimate for the cost of implementation of a new Police Records Management System (Min. No. P2023-0109-2.3 refers). This funding was established as a provisional amount during the 2023 budget process and was based on past experience of implementing similar systems, but prior to project discovery work and contract negotiation.

The changes from this early project estimate to the current project budget come from support backfill, analytics and training ($3.75M), Licensing and Maintenance ($1.3M), quantity of licenses ($0.5M) and setting a contingency ($5M). The funding for these costs will be incorporated in the 2024 budget process.

The current system's annual operating costs are approximately $2.5M. Once implemented, Niche R.M.S is estimated to have a similar operating impact of $2M per year post-implementation. The $500K difference is attributed to lower annual maintenance costs and the ability to rationalize some of the current legacy systems.

The estimates above do not include any other incremental impacts (additional benefits or costs) on other program areas that may be affected by this change. Comprehensive process reviews are currently in progress and changes in processes may result in additional benefits or costs that are unknown at this time. As more information becomes available, the Board will be updated through regular capital variance reporting.

Summary:

The purpose of this report is to request Board approval for a contract award to Niche for the supply and delivery of software, maintenance, and professional services in relation to the acquisition and implementation of a new R.M.S.

The R.M.S. is one of the most essential systems in public safety and is the most critical repository of information for policing our city. It allows the Service to manage an entire lifespan of records related to occurrences, events, incidents, investigations and arrests. All law enforcement operations are encapsulated in this core system. Given the scope of a R.M.S., the efficacy of such a system dictates the degree of operational information and efficiency that can be realized by the organization.

In order to move forward with the transformation of our policing services, there is a need to close the technological gap currently found in the organization, through a system that has:

- Access and usability on mobile devices, including built-in capabilities for search and mapping;
- Digital notes capability to address: duplicate data entry, re-entry of information previously captured and effort scanning and appending paper notebook entries;
- A single, common way to link and view information across all units to the maximum allowable extent, including structured and indexed information with tracking and audit capabilities;
- Modern integration capabilities for collaboration and alignment with provincial and national partners;
- Ability to incorporate standard operating procedures within the R.M.S. (e.g. Missing Person procedure with the MMIT Risk Assessment Form);
- Ability to customize workflows to streamline and automate processes;
- Position the organization for adoption to the cloud.

Discussion:

Background

In 2020 the Chief Information Officer (C.I.O) conducted a review of Information Management / Information Technology needs and strategy, and subsequently developed a Benefits Framework (Framework). The Framework guides the development of programs needed to achieve identified benefits. One such program was remediation or replacement of the current R.M.S.

Procurement Process

After the aforementioned assessment of the Service's current R.M.S. was completed, a Request for Pre-Qualification (R.F.P.Q.) # 2021-05 was issued on MERX by the Service's Purchasing Services Unit on November 15, 2021, and closed on December 10, 2021. The objective of the R.F.P.Q. was to pre-qualify vendor(s) for the provision of a new R.M.S. Niche was the only proponent that met all the mandatory functionalities, capabilities and reference checks and was recommended and approved for a vendor pre-qualification.

Following the Board's approval of Niche as the only pre-qualified vendor for the provision of a new R.M.S. at its September 13, 2022 meeting (Min. No. P2022-0913-4.1. refers), the Service's Purchasing Service Unit posted the results of the R.F.P.Q on MERX. Subsequently, meetings were held with vendors who requested debriefs regarding their submission for the R.F.P.Q.

Discussions with Niche around broader system functionalities; capabilities and requirements; and costs commenced. Product demonstrations were attended by over 500 members across the Service, and further evaluation, including alternatives, risks, and benefits was conducted. Project Governance was established, including technical and process tables. Based on the information gathered from these activities, a business case was completed with the recommendation that the Service move forward with the procurement of Niche R.M.S. A statement of work, the basis for contract negotiations with Niche, is nearing completion.

Benefits

Due to the rationalization of legacy systems and a lower annual maintenance cost, it is estimated that the new solution, Niche R.M.S., will reduce the annual operating costs by $500K. This amount does not include savings on paper memo books or time and effort savings for officers.

The Service is working to be more transparent and accountable by defining the services we provide, in terms the public can readily understand, and re-aligning our metrics systems to a service delivery model. As we evaluate from this perspective, there are clear gaps in our ability to meaningfully measure, manage and subsequently report to the public. These gaps are roadblocks to telling the story, building consensus around reform, and having accountability at the individual and organizational level.

As the Service has worked to be more transparent (e.g. Race Based Data Collection program, inviting the Auditor General to review 911 Operations, or through the Missing and Missed inquiry), we found a common theme that our systems do not measure key processes, do not provide transparency, and lack the advanced data management or workflow tools required to automate and simultaneously measure standardized processes.

The Service clearly needs the capacity to measure new and existing programs in order to evaluate their quality and impact.

As the core support for the operations of the Service, Niche will bring increased operational benefit - officer time and energy shifted from administration to policing.

In addition to functionality and usability, Niche is the most deployed R.M.S. technology in Canada, the United States, United Kingdom, Ireland, New Zealand, and Australia.

Canadian agencies using Niche include the Royal Canadian Mounted Police, Ontario Provincial Police (49 agencies) and five other police services in Ontario.

Operational benefits are summarized as follows:

Feature	Operational Impact
Digital notebook	• Streamlines note taking by pre-filling data. • Eliminates the time and effort to scan and append officer notes. • More immediate visibility of information for decision-makers. • Each hour of efficiency gained per day by officers and investigators through a user-friendly interface, process workflows, reduction of data entry, etc. allows the focus of those hours to shift back to other policing functions.
Full Feature Mobile App	• Accessibility from any location - reduction in movement waste – back to vehicle or back to division to write notes/reports. • Full investigative capability at all times.
Single integrated system	• Single view of information appropriate to role. • Standardized data input in one place (less redundancy) and streamlined business processes - leading to higher data quality, time and effort efficiencies. • Audit trail - enabling structured auditing process. • Data linkages – higher quality control (rectify obvious data faults), more efficient investigative capability, most up-to-date information readily available and visible (address, phone, gender identity etc.) in one place. • Searchable across one system (active and archived) – time and effort efficiencies, streamlined investigative ability.
Job Aids (Task Assignment, Digital Canvas, Search)	• Streamlining of workflow and performance supports – accountability, transparency, and time and effort efficiencies.
Guided Data Entry	• Knowledge base in the form of embedded procedures, forms, checklists and prompts – time and effort efficiencies. • Pre-populated data – time and effort efficiencies; reduction in user error. • Ability to establish more rigid quality control measures.
Workflow Automation	• Notifications, sign-off and oversight reports embedded in customizable workflows.
Charge Processing	• Streamlining the transfer of cases to the courts, reducing the administrative burden of case preparation.

Master Indices and Automated link Charts	• Master Vehicle and Master Location Indices added to Master Name Index to automate the creation of link charts - greater visibility and ability to 'connect the dots' in investigations.
Inter-agency data linkage	• Capability to share data automatically with other Niche clients on the "universal" version of the system; this benefit is pending deployment by other agencies.
Evidence documentation at Evidence collection	• Streamlines evidence collection and makes property collection more secure and traceable.

Relevant Board Policies and Compliance

Section 20.3 of the Board's Purchasing Bylaw (Bylaw No. 163) outlines that Board approval is required for contract awards greater than $1M.

Conclusion:

For the reasons outlined above, it is recommended that the Board approve a contract award to Niche Technology Inc. for the provision of a new R.M.S.

Mr. Colin Stairs, C.I.O. and Interim Chief Administrative Officer Svina Dhaliwal will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

PUBLIC REPORT

February 21, 2023

To: Chair and Members
            Toronto Police Services Board

From: Myron Demkiw
            Chief of Police

**Subject: Contract Extension and Increase – Microsoft Canada Inc.
            – Microsoft Unified Performance Support**

Purpose: **Information Purposes Only**   ☒ **Seeking Decision**

Recommendation(s):

This report recommends that the Toronto Police Services Board (Board):

1. approve a one year contract extension and increase with Microsoft Canada Inc. (Microsoft) for Microsoft Unified Performance Support for software support calls (break/fix), proactive services, advisory calls, assessments and product learning from May 15, 2023 to May 14, 2024, at an estimated cost of $668 thousand (K) excluding taxes;

2. approve continued annual renewal with Microsoft for Microsoft Unified Performance Support on an ongoing basis, subject to funding approval in the annual operating budget process and satisfactory vendor performance; and

3. authorize the Chief to execute all required renewal agreements and related documents on behalf of the Board, subject to approval by the City Solicitor as to form.

Financial Implications:

The cumulative costs to maintain Microsoft software since July 2009, including the last renewal up to May 14, 2023, is $2.8 million (M) excluding taxes.

The estimated cost to renew for 2023 is $668K which will be funded from the Toronto Police Service's (Service's) annual operating budget (Min No. P2023-0109-2.2 refers). Ongoing annual renewals will be subject to funding availability in the Service's annual operating budget and satisfactory vendor performance.

In 2020, Microsoft changed their pricing from a fixed cost per break/fix support ticket to an unlimited break/fix support ticket model. Line items in Table 1 refers to:

(1) Pricing is now based on a percentage of the value of total Microsoft product licenses issued;
(2) For proactive services to maintain and manage existing Microsoft based systems; and
(3) For dedicated engineering services for the Service's cloud adoptions through Azure and M365 services such as Intune, Exchange Online, and others.

Table 1- Services Summary and Costing

Services Summary	Billing Date	Fee CAD
(1) Unified Enterprise Support 2023-24	2023-05-15	$437,035.74
(2) Unified Proactive Services Add on Unified Proactive Services Enterprise 2023-24	2023-05-15	$134,400.00
(3) Designated Service Engineer O365 2023-24	2023-05-15	$183,680.00
Subtotal		$755,115.74
Flex Allowance		($87,407.14)
Total Fees (excluding taxes)		**$667,708.60**

The Service has also negotiated an $87K discount (Flex Allowance).

Summary:

The Service has established Microsoft windows server software as the standard operating system. Microsoft Unified Performance Support is required for compatibility with our existing install base of Microsoft software.

With the existing support contract, the Service has established that Microsoft is the only vendor who can provide the Unified Performance Support contract.

Microsoft Unified Performance Support is required for mission critical support and service of the Service's existing install base of Microsoft software for desktop operating systems, productivity office products, server operating systems, databases, messaging and cloud.

The current contract with Microsoft for Microsoft Unified Performance Support will expire on May 14, 2023. The purpose of this report is to request the Board's approval to:

- approve a one year contract extension and increase with Microsoft for Microsoft Unified Performance Support from May 15, 2023 to May 14, 2024 at an estimated cost of $668K excluding taxes; and
- approve continued annual renewal with Microsoft for Microsoft Unified Performance Support on an ongoing basis, subject to funding approval in the annual operating budget process and satisfactory vendor performance.

Discussion:

Background

Prior to 2009, the Service had a limited deployment of Microsoft software; primarily desktop and office software products. The software licenses included 'best effort' break/fix support designed for small to medium organizations.   Since 2009, the Service has expanded the use of Microsoft software into servers, applications, security and databases; including the deployment of Microsoft software and services for the Service's mission critical technology such as email, messaging and file services. As a result, the level of Microsoft break/fix support and services needed to support these enterprise level/mission critical applications, databases etc. has increased to include round-the-clock response, proactive professional services and dedicated technical account managers. This level of support is not available as a bundle with the software product license purchases and is only offered as a dedicated contract called Unified Performance Support.

This support includes:

- unlimited access to break/fix support;
- mission critical response times to major outages;
- proactive professional services to tune, optimize and efficiently use existing software (databases, security, operating systems), as well as plan, design, build and support upgrades, maintenance and new Microsoft software (such as Azure, M365, PowerApps);
- technical account manager who understands the unique needs of a municipal emergency service, to oversee usage of support and services and act as a timely escalation point during mission critical issues; and
- a dedicated service engineer to guide complex longer term technical designing, planning, and Microsoft technology deployment needs.

Microsoft is the sole source distributor for Microsoft Unified Performance Support. Non-approval of this contract renewal will prevent Information Technology Services (I.T.S.) from accessing additional resources needed to resolve break/fix events causing Service-wide information technology (I.T.) outages to critical systems such as email, messaging, and sign-on. Further, it will extend the time to resolve Service-wide I.T. outages from hours to days or weeks impacting the safety of front-line officers during dispatch and cause delays for investigators during court disclosures. Without this contract the Service

will be restricted from Microsoft engineering-level professional services who can design and deploy flexible and reliable systems, conduct health checks, and conduct expert level knowledge transfers. This depth of expertise does not exist internally and the breadth of experience would be difficult to replicate through hiring efforts. Without assistance from engineering level professional services, I.T.S. will be much slower to manage and deploy Microsoft technologies impacting many priority projects such as I.T. Rationalization, Connected Officer, Digital Transformation, Datacentre Modernization, I.T. Platforms and Transformation and 9-1-1 Call Diversion.

Relevant Board Policies and Compliance:

The Board's Bylaw No. 163, Purchasing By-law, Section 15.1 includes the following allowable non-competitive procurement exception:

> *'(c) The existence of exclusive rights such as a patent, copyright, license or warranty restrictions.'*

Conclusion:

For the reasons outlined above, it is recommended that the Board approve:

- a one year contract extension and increase with Microsoft for Microsoft Unified Performance Support from May 15, 2023 to May 14, 2024 at an estimated cost of $668K excluding taxes; and
- continued annual renewal with Microsoft for Microsoft Unified Performance Support on an ongoing basis, subject to funding approval in the annual operating budget process and satisfactory vendor performance.

Chief Information Officer Colin Stairs and Interim Chief Administrator Svina Dhaliwal will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

PUBLIC REPORT

March 9, 2023

To: Chair and Members
                   Toronto Police Services Board

From: Myron Demkiw
                   Chief of Police

Subject: **Contract Extension & Increase - Pacific Safety Products Inc. - Uniform Body Armour**

Purpose: ☐ **Information Purposes Only**   ☒ **Seeking Decision**

Recommendations:

This report recommends that the Toronto Police Services Board (Board):

1) approve a contract extension with Pacific Safety Products Inc. (P.S.P.) for uniform body armour from May 1, 2023 to December 31, 2023;

2) approve a contract increase from $500 thousand (K) to $1.32 million (M) for an increase of $820K; and

3) authorize the Chair to execute any required agreements on behalf of the Board, subject to approval by the City Solicitor as to form.

Financial Implications:

The current contract with P.S.P. for uniform body armour spanned from March 1, 2022 to March 31, 2023 and has a value of $500K. The spending to date on the current contract is $370K. Estimated spending for 2023, including body armour for planned hires is $950K, bringing the total projected contract spend to $1.32M, an increase of $820K over the previous contract value. Funding has been included in the Service's 2023 operating budget (Min. No. P2023-0109-2.2 refers) for the current year purchases of $950K.

Summary:

Uniform body armour is a standard clothing allotment for all Police Constables, Special Constables, Auxiliary Constables and Parking Enforcement Officers.

Past practice has been to source body armour through the Police Cooperative Purchasing Group (P.C.P.G.), with the Ontario Provincial Police's (O.P.P.'s) as the lead agency for this contract. The O.P.P. has been challenged since early 2022 with delays in securing a new competitively awarded body armour contract. This has necessitated the need for all participating Services to pursue non-competitive contracts with the existing supplier, P.S.P.

The purpose of this report is to request the Board's approval for a contract extension and increase to the existing contract with P.S.P. to continue supplying uniform body armour to the Toronto Police Service (Service) from May 1, 2023 to December 31, 2023.

Discussion:

Background

The Service piggybacked on the Ontario Provincial Police's (O.P.P.'s) contract #OPP-1057 for uniform body armour on January 1, 2020, expiring on February 28, 2022. Prior to the February 28, 2022 contract expiration, the O.P.P. notified all Police Cooperative Purchasing Group (P.C.P.G.) members that the O.P.P.'s Request For Quotation (R.F.Q.) process to award a new contract for uniform body armour would not be completed until early 2023 due to unprecedented delays related to the pandemic. It was then recommended by the O.P.P. that all P.C.P.G. members piggybacking on the existing O.P.P. contract create non-competitive bridging contracts with P.S.P. until early 2023, to allow the R.F.Q. process to be completed.

As a result of the O.P.P.'s recommendation, the Service awarded a non-competitive bridging contract to P.S.P. for uniform body armour with an expiry date of March 31, 2023 and a value of $500K, to support operational needs.

In January 2023, the O.P.P. notified the Service's staff that a competitive process for body armour would not be completed until late 2023. As a result, the Service needs to extend and increase the non-competitive bridging contract with P.S.P. until December 31, 2023.

The proposed contract increase estimate is based on the Service's 2023 hiring plan and carrier replacement, as required.

Relevant Board Policies and Compliance:

The Board's By-law No. 163, Purchasing By-law includes the following applicable articles/clauses:

'15.1   A non-competitive procurement may be undertaken where both the proposed noncompetitive procurement and the particular vendor can be justified in good faith, based on one or more of the following considerations:

...

(f) Additional purchases from a vendor of Goods or Services that were not included in the original procurement, when a change cannot be made for economic or technical reasons without causing significant inconvenience or substantial duplication of costs to the Service.

...

15.3 Notwithstanding section 20, the Chief may only make an Award, or combination of related Awards, through a non-competitive procurement under this section for a total amount not exceeding $500,000, and execute a Contract in relation to that Award.'

Conclusion:

It is recommended that the Board approve a contract extension with P.S.P. for uniform body armour from May 1, 2023 to December 31, 2023, and an increase to the contract value from $500K to $1.32M.

Ms. Svina Dhaliwal, Interim Chief Administrative Officer will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

PUBLIC REPORT

February 24, 2023

To: Chair and Members
               Toronto Police Services Board

From: Myron Demkiw
               Chief of Police

**Subject: Special Constable Appointments and Re-Appointments –
               April 2023**

Purpose: ☐ **Information Purposes Only**   ☒ **Seeking Decision**

Recommendation:

This report recommends that the Toronto Police Services Board (Board)
approve the agency-initiated appointment and re-appointment requests for the
individuals listed in this report as special constables for the Toronto Community
Housing Corporation (T.C.H.C.), subject to the approval of the Ministry of the
Solicitor General (Ministry).

Financial Implications:

There are no financial implications arising from the recommendation contained
in this report.

Summary:

The purpose of this report is to seek the Board's approval for the agency requested
appointments and re-appointments of special constables for the T.C.H.C.

Discussion:

Background

Relevant Board Policies and Compliance

Under Section 53 of the *Police Services Act*, the Board is authorized to appoint and re-appoint special constables, subject to the approval of the Ministry. Pursuant to this authority, the Board has agreements with T.C.H.C., governing the administration of special constables (Min. Nos. P153/02, refer).

The Service received requests from T.C.H.C., to appoint the following individuals as special constables (Appendix 'A' refers):

Table 1 Name of Agency and Special Constable Applicant

Agency	Name	Status Requested	Current Expiry Date
T.C.H.C.	Matthew ADAMS	Appointment	N/A
T.C.H.C.	Justin S. CHOHAN	Appointment	N/A
T.C.H.C.	John HAZINEH	Appointment	N/A
T.C.H.C.	Shaquille HAMILTON	Appointment	N/A
T.C.H.C.	James R. RUSSELL	Appointment	N/A
T.C.H.C.	Fletcher LAM	Appointment	N/A
T.C.H.C.	Haris MUJANOVIC	Appointment	N/A
T.C.H.C.	Brian Daniel DOUGLAS	Re-Appointment	June 20, 2023
T.C.H.C.	Michael DALTON	Re-Appointment	June 20, 2023
T.C.H.C.	Partap SANDHU	Re-Appointment	June 3, 2023
T.C.H.C.	Frank DiLEO	Re-Appointment	June 3, 2023

Special constables are appointed to enforce the *Criminal Code* and certain sections of the *Controlled Drugs and Substances Act, Trespass to Property Act, Liquor Licence & Control Act* and *Mental Health Act* on their respective properties within the City of Toronto.

The agreements between the Board and each agency require that background investigations be conducted on all individuals who are being recommended for appointment and re-appointment as special constables. The Service's Talent Acquisition Unit completed background investigations on these individuals, of which the agencies are satisfied with the results. Re-appointments have been employed by their agency for at least one 5-year term, and as such, they are satisfied that the members have satisfactorily carried out their duties and, from their perspective, there is nothing that precludes re-appointment.

The agencies have advised the Service that the above individuals satisfy all of the appointment criteria as set out in their agreements with the Board. The T.C.H.C's approved and current complements are indicated below:

Table 2 Name of Agency, Approved Complement and Current Complement of Special Constables

Agency	Approved Complement	Current Complement
T.C.H.C.	300	170

Conclusion:

The Service continues to work together in partnership with the T.C.H.C to identify individuals to be appointed and re-appointed as special constables who will contribute positively to the safety and well-being of persons engaged in activities on their respective properties within the City of Toronto.

Acting Deputy Chief Pauline Gray, Specialized Operations Command, will be in attendance to answer any questions that the Board may have with respect to this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

Attachments:

1. TCHC Appointment and Re-Appointment Request Letter

Toronto Community
Housing Corporation
931 Yonge Street
Toronto, ON
M4W 2H2

**Toronto
Community
Housing**

February 23, 2023

Special Constable Liaison Office
40 College Street
Toronto, Ontario
M5G 2J3

DELIVERED VIA ELECTRONIC MAIL

Re: Request for Toronto Police Services Board Approval for Appointment of Special
Constables

In accordance with the terms and conditions set out in the Memorandum of Understanding
between the Toronto Police Services Board and Toronto Community Housing, the Board is
authorized to appoint special constables, subject to the approval of the Ministry of the
Solicitor General.

The following individuals are fully trained, meeting all Ministry requirements, and have shown
they possess the required skills and ability to perform at the level required to be a special
constable. Both new appointments and re-appointments have undergone a background
check, conducted by the Toronto Police Service, and we are satisfied with the results of those
checks. Re-appointments have been employed by Toronto Community Housing for at least
one 5-year term, and as such, we are satisfied that the members have satisfactorily carried out
their duties and, from our perspective, there is nothing that precludes reappointment.

Name	Type	Current Term Expiry
Fletcher Lam	New Appointment	N/A
Haris Mujanovic	New Appointment	N/A
Justin Chohan	New Appointment	N/A
James Russell	New Appointment	N/A
Matthew Adams	New Appointment	N/A
John Hazineh	New Appointment	N/A
Shaquille Hamilton	New Appointment	N/A
Francis Di Leo	Re-Appointment	06/03/2023
Michael Dalton	Re-Appointment	06/20/2023
Brian Douglas	Re-Appointment	06/20/2023
Partap Sandhu	Re-Appointment	06/03/2023

It is requested that the Board approve this submission and forward the applicants to the Ministry of the Solicitor General for appointment of a five-year term.

Should you require any further information, please contact Jacqueline Doo, Specialist-Compliance, Training & Quality Assurance at 416-268-8365.

Respectfully,

Allan Britton, Badge #31194
Acting Senior Director/Acting Chief Special Constable
Community Safety Unit

Toronto Community Housing
931 Yonge St, Toronto, ON M4W 2H2
T: 416 981-4116
torontohousing.ca

March 3, 2023

To: Chair and Members
                    Toronto Police Services Board

From: Myron Demkiw
                    Chief of Police

Subject: 2022 Operating Budget Variance for the Toronto Police Service, Year Ending December 31, 2022

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Recommendation:

This report recommends that the Toronto Police Services Board (Board) forward a copy of this report to the City of Toronto (City) Chief Financial Officer and Treasurer, for information and inclusion in the variance reporting to the City's Budget Committee.

Financial Implications:

The Toronto Police Service's (Service) 2022 approved net operating budget was $1,118.2 Million (M). The Service's total net expenditures were $1,116.4M, resulting in a 2022 year-end favourable variance of $1.8M.

Summary:

The purpose of this report is to provide the Board with the Service's 2022 final year-end operating budget variance. The Service's total net expenditures were $1,116.4M, resulting in a 2022 year-end favourable variance of $1.8M. The body of this report provides high-level explanations of variances in each feature category.

Discussion:

Background

At its January 11, 2022 meeting, the Board approved the Service's budget request at $1,100.6M (Min. No. P2022-0111-3.2 refers).

Subsequently, City Council, at its February 17, 2022 meeting, approved the Service's 2022 operating budget at $1,118.2M. The Council-approved budget reflects an increase of $17.6M for the estimated impacts of COVID-19 in 2022.

The Service achieved a final year-end surplus of $1.8M in 2022. Table 1 provides a breakdown of the variance, by feature category. Details regarding these categories are discussed in the sections that follow.

Table 1 – 2022 Variance by Feature Category

Category	2022 Budget ($Ms)	Year-End Actual ($Ms)	Fav / (Unfav) ($Ms)
1- Salaries	$841.7	$819.9	$21.8
2- Premium Pay	$46.2	$78.2	($32.0)
3- Benefits	$243.6	$243.7	($0.1)
4- Non Salary	$89.9	$89.2	$0.7
5- Contributions to / (Draws from) Reserves	$2.9	$14.4	($11.5)
6- Revenue	($106.1)	($116.7)	$10.6
7- Net Impact of Grants	$0.0	($12.3)	$12.3
Total Net	**$1,118.2**	**$1,116.4**	**$1.8**

1 - Salaries:

As can be seen in Table 2 below, the total salary budget was $841.7M with final spending of $819.9M, resulting in a $21.8M favourable variance.

Table 2 - Salaries Expenditures

Expenditure Category	2022 Budget ($Ms)	Year-End Actual ($Ms)	Fav / (Unfav) ($Ms)
Uniform Officers	$621.4	$614.3	$7.1
Civilians	$220.3	$205.6	$14.7
Total Salaries	**$841.7**	**$819.9**	**$21.8**

Part of the favourable variance was a result of the Service's COVID-19 vaccination policy, where approximately 100 Service members (civilian and uniform) were placed on an unpaid absence for the first half of the year, resulting in cost avoidance of

approximately $5.0M. Further explanations on the favourable variance in uniform and civilian salaries follow.

Uniform Officers - Salary expenditures are primarily impacted by the number of new officers hired each year and the number of officers retiring or resigning each year, and how these vary from budget. The timing of hires and separations can also significantly impact expenditures.

- The 2022 approved budget assumed that there would be 200 uniform officer separations during the year. Final separations reached 280 (80 more than anticipated).

- The Service experienced higher-than-anticipated separations at the end of 2021 (224 actual separations, 9 more than the 215 budgeted separations), also resulting in savings in the 2022 budget.

- There was a greater-than-budgeted number of members on unpaid leaves (e.g. maternity and parental, secondment and central sick).

The 2022 approved budget included funding for 174 uniform hires with class sizes of 80 in April, 50 in August, 30 in December and 14 lateral hires. Due to the higher-than-anticipated separations, the Service increased the April class to 86, increased the August class to 114 and increased the December class to 114. In addition, the Service onboarded 21 lateral hires.

As at the end of December 2022, the Service's uniform strength was at 4,929 officers compared to a targeted year-end strength of strength of 5,013.

The impact of the above variances resulted in a net favourable overall uniform salary variance of $7.1M.

Civilians - The 2022 approved budget included funding to continue hiring to fill various civilian vacancies. This included Communications Operators, Special Constables and other civilian vacancies that support the frontline and/or other mandated activities. While the Service was hiring to fill key positions, many of the positions were filled through internal promotions, creating other cascading vacancies. In addition, separations were over 50% higher than that experienced in 2021 (209 versus 137). As at December 31st, 2022, the Service's civilian strength was at 2,375, or 25 below its funded civilian strength of 2,400, which is up from 2,277 reported in June and 2,349 reported in September due to the hiring of Special Constables and Communications Operators during the fall.

As a result of the above factors, the year-end savings were $14.7M in civilian salaries.

2 - Premium Pay:

Longer-than-anticipated hiring timelines and cascading vacancies put an offsetting pressure on premium pay expenditures as the Service ensured required services were provided and necessary work continued, including supporting/assisting police reform and other key initiatives.

The total premium pay budget was $46.2M in 2022. Premium pay expenditures were $78.2M, resulting in an unfavourable variance of $32.0M in this category.

Table 3 – Premium Pay Expenditures

Expenditure Category	2022 Budget ($Ms)	Year-End Actual ($Ms)	Fav / (Unfav) ($Ms)
Uniform Officers	$40.8	$67.5	($26.7)
Civilians	$5.4	$10.7	($5.3)
Total Premium Pay	**$46.2**	**$78.2**	**($32.0)**

Uniform Officers - There is a base level of uniform premium pay inherent to policing. Premium pay is incurred for:

- extended tours of duty (e.g., when officers are involved in an arrest at the time their shift ends);

- court attendance scheduled for when the officer is off-duty; and

- call-backs (e.g., when an officer is required to work additional shifts to ensure appropriate staffing levels are maintained or for specific initiatives).

The Service's ability to deal with and absorb the impact of an increase in major planned and unplanned events (e.g., demonstrations, emergency events, and homicide / missing persons) relies on the use of off-duty officers which results in premium pay costs. However, due to year-over-year declining uniform staffing levels in recent years and growing calls for service, the Service's ability to manage these events became increasingly unsustainable. For example, responding to the Freedom Convoy required over $6.8M in off duty resources and the Rolling Loud music festival required over $0.8M in off duty resources. The redeployment of officers to other priorities such as the Hate Crimes Unit, Organized Crime and from the Community Response Unit to the Neighbourhood Community Officer Program, reduced the capacity for the Service to respond to known and unknown events with on-duty resources. Due to a constraint on staffing levels, on-duty personnel were no longer used for events, leading to the use of off-duty call-back officers and paid duty officers in order to provide surge capacity in various settings. This included ensuring adequate resources for public safety during major events. Up to 95% of the call-backs were filled for major events, however using off-duty personnel for such purpose left nearly one third of the traffic and safety related paid duties to go unfilled during the summer.

The 2022 operating budget included an opening premium pay pressure of approximately $10M, following an unfavourable premium pay variance of $6.4M in 2021 and further premium pay budget reductions in the approved 2022 operating budget in order to keep the Service's budget to a minimum. The unfavourable variance occurred in 2021, despite the fact that the COVID-19 pandemic resulted in significant savings due to limited court openings for part of the year and reduced special events. Now that the majority of the COVID-19 restrictions have ended, premium pay requirements

increased, as special events returned, to an average of approximately 45 special events per week. In addition, the Service experienced an increase in demonstrations and protests over the summer months.

The uniform premium pay variance for 2022 was $26.7M unfavourable.

Civilians - Civilian overtime and call-backs are authorized when required to ensure deadlines are met, key service levels are maintained, tasks are completed to mitigate risks, and to address critical workload issues resulting from civilian vacancies across the Service.

As civilian vacancies have remained high for the year, partly as a result of the many cascading internal vacancies that were created due to internal movement, the Service had to rely on premium pay. Reductions in civilian premium pay spending were expected as civilian staffing vacancies decreased. However, many of the civilian positions (e.g., communication operators) require weeks or months of ongoing training before the staff could be utilized to their full potential.

The civilian premium pay variance for 2022 was $5.3M unfavourable. The higher-than-budgeted civilian premium pay expenditures were offset by savings in civilian salaries.

3 - Benefits:

The total Benefits budget for 2022 was $243.6M. Year-end spending totalled $243.7M, resulting in a $0.1M unfavourable variance. Table 4 outlines the major categories of Benefit expenditures, and each category is discussed below.

Table 4 – Benefits Expenditures

Expenditure Category	2022 Budget ($Ms)	Year-End Actual ($Ms)	Fav / (Unfav) ($Ms)
Medical / Dental	$47.1	$48.9	($1.8)
O.M.E.R.S. / C.P.P. / E.I. / E.H.T.	$147.0	$144.7	$2.3
Sick Pay Gratuity /C.S.B./L.T.D.	$23.2	$23.5	($0.3)
Other (e.g., W.S.I.B., life insurance)	$26.3	$26.6	($0.3)
Total Benefits	**$243.6**	**$243.7**	**($0.1)**

Ontario Municipal Employees' Retirement System (O.M.E.R.S.)
Canada Pension Plan (C.P.P.)   Employment Insurance (E.I.)
Employer Health Tax (E.H.T.)   Central Sick Bank (C.S.B.)
Long Term Disability (L.T.D.)   Workplace Safety and Insurance Board (W.S.I.B.)

Medical/Dental - Group benefit entitlements as per the collective agreements are captured in this category. The costs in this category are continuously increasing due to a combination of higher costs for prescription drugs, dental care and paramedical expenses creating a pressure in these accounts. The net impacts of these pressures was an unfavourable variance of $1.8M.

<u>O.M.E.R.S. /C.P.P. /E.I. /E.H.T.</u> - Favourable variances of $2.3M in this category were a result of reduced staffing levels and associated salaries.

<u>Sick Pay Gratuity /C.S.B. /L.T.D.</u> - An unfavourable variance of $1.4M in the Central Sick Bank was partially offset by a $1.1M favourable variance in Sick Pay Gratuity. The majority of costs in this category are funded from reserves and therefore, the expenditure differentials resulted in a net zero impact.

<u>Other</u> - The unfavourable variance of $0.3M in this category was mainly as a result of a $1.0M unfavourable variance in W.S.I.B. The Service has been experiencing an increase in W.S.I.B. costs, similar to other emergency services across the City and Province. Although the 2021 and 2022 operating budgets were increased in anticipation of the increasing costs, the rate of cost increase has been greater than originally projected. The Service is undergoing a review of W.S.I.B. costs and its administrative processes as part of its Wellness Strategy. The unfavourable variance in W.S.I.B. was partially offset by favourable variances for life insurance.

4 - Non-Salary:

The total Non-Salary budget for 2022 was $89.9M, with final spending of $89.2M, resulting in a $0.7M favourable variance. Table 5 summarizes the major categories, and each is discussed below.

Table 5 – Non-Salary Expenditures

Non Salary	2022 Budget ($Ms)	Year-End Actual ($Ms)	Fav / (Unfav) ($Ms)
Vehicles (e.g., gas, parts)	$13.8	$16.0	($2.2)
Information Technology	$37.1	$36.7	$0.4
Contracted Services	$13.3	$7.2	$6.1
Other	$25.7	$29.3	($3.6)
Total Non Salary	**$89.9**	**$89.2**	**$0.7**

<u>Vehicles (e.g., gas, parts)</u> - The unfavourable variance of $2.2M was mainly due to $2.3M unfavourable variance in gasoline as a result of significant in-year price increases and usage. Average prices were $1.37 per litre versus a budget of $1.16 per litre. Consumption was 6.4 million litres versus a budget of 5.6 million litres.

<u>Information Technology</u> - This category funds the acquisition, maintenance and support of the Service's computer infrastructure. The favourable variance is mainly a result of cost pressures to fund computer and software requirements being less than anticipated.

<u>Contracted Services</u> - A portion of this budget is funded from reserves (e.g., the Legal and Modernization reserves) and these types of expenditures can fluctuate from year to year. That is, the Service incurred $1.1M in legal cost, which were budgeted at $3.2M and $1.0M in modernization costs, which were budgeted at $4.0M. Since these expenditures are offset by equal draws from reserves, the majority of the favourable

variance has a zero net impact on the Service's bottom line, and an equivalent unfavourable variance can be seen in the Reserves category.

Other - The "Other" category is comprised of multiple items that support staffing and policing operations. The largest expenditures are in the areas of training, operating impacts from capital, uniform and outfitting and equipment purchases. Other items in this category include various supplies and services such as fingerprint supplies, traffic enforcement supplies, expenses to support investigations, photocopying and translation services. The unfavourable variance of $3.6M was due to:

- Increased costs to police the Freedom Convoy demonstrations of $0.3M (e.g. tow truck rental and operators), costs for joint policing projects of $0.5M, and costs to search a Landfill site for an ongoing homicide investigation of $0.9M. The costs for the joint projects are being funded from other services, as discussed in the revenue section below.
- Increased costs due to COVID-19, for the Service to ensure its members have the equipment and supplies to keep them and the community safe as they do their work. Even though the majority of restrictions have been lifted, there is an on-going need to purchase gloves, masks, sanitizer and other supplies, equipment and services to keep our members, their workspace, their vehicles and equipment, free from contamination. These costs resulted in a $1.1M unfavourable variance.
- In addition, the Service attempted to reduce the pressure on the 2023 budget by procuring outfitting ($1.0M) and ammunition supplies ($0.3M) in 2022. The above pressures were partially offset by net favourable variances of $0.5M in various other items (e.g. prisoner meals and office supplies).

5 - Contributions to / (Draws from) Reserves:

As part of the annual operating budget process, the Board and Council approve contributions to and draws from reserves. The various reserves are established to provide funding for anticipated but varying expenditures incurred by the Service, to avoid large swings in costs from year to year.

The net contributions to / draws from Reserve budget was $2.9M, and the actual impact was $14.4M, resulting in an unfavourable variance of $11.5M. Table 6 identifies the categories of Reserves and activity in each Reserve.

Table 6 – Reserves

Reserve	2022 Budget ($Ms)	Year-End Actual ($Ms)	Fav / (Unfav) ($Ms)
Collective Agreement Mandated - Central Sick, Sick Pay Gratuity & Post-Retirement Health			
Contribution to Reserve	$14.3	$14.3	$0.0
Draw from Reserve	($25.4)	($21.6)	($3.8)
Net Impact			**($3.8)**
Legal, Modernization and Cannabis			
Contribution to Reserve	$0.9	$0.9	$0.0
Draw from Reserve	($7.7)	$0.0	($7.7)
Net Impact			**($7.7)**
Vehicle & Equipment			
Contribution to Reserve	$20.8	$20.8	$0.0
Draw from Reserve	n/a	n/a	n/a
Net Impact			**$0.0**
Net Contribution to / (Draws from) Reserves	**$2.9**	**$14.4**	**($11.5)**

The Service contributes to and/or draws from the following reserves: City Sick Pay Gratuity; City Cannabis; Vehicle and Equipment; Central Sick; Post-Retirement Health; and Legal.

The adequacy of reserves is reviewed annually, based on the Service's estimated spending and asset replacement strategies. Contributions are made and expensed to the operating budget accordingly.

Reserve balances are managed in collaboration with City Finance. Each year, Reserves are reviewed to ensure funding is available for current and future pressures. In order to ensure we have sufficient funding for future pressures, in-year surpluses are used to minimize draws from Reserves wherever possible. This has resulted in significant variances in this category, as discussed below. It must be noted that unfavourable variances in draws from reserves are a result of reduced expenditures, and therefore result in net zero variance, or are as a result of a decision to not draw from the reserve to preserve the reserve balance, and therefore reduce budget pressures in future years.

<u>Collective-Agreement Mandated Reserves – Central Sick, Sick Pay Gratuity, Post-Retire Health:</u>

This group of reserves is used to manage fluctuating benefit costs. In most instances, draws from Reserve equal the expenditures in a given year. In some cases, the draws are not made in order to ensure the Reserve funds are healthy and available for future pressures.

The total variance in this category is an unfavourable variance of $3.8M, with the breakdown of this variance outlined below:

- Post-Retirement Health benefit - The cost of this benefit is projected to increase significantly in the coming years, and the Reserve is currently under funded. As a result, the Service did not make any draws from this reserve during 2022, resulting in an unfavourable revenue variance of $2.7M.

- Central Sick reserve - The Service made the full eligible draw of $5.7M during 2022, resulting in a zero variance.

- Sick Pay Gratuity - The unfavourable variance of $1.1M for draw from reserve was offset by a reduced expense for retiring members for a net impact of zero.

Legal, Modernization and Cannabis Reserves:

- Legal - As legal costs can vary significantly from year to year, the Service did not make any of the $1.1M in eligible draws from this reserve during 2022, thereby maintaining an adequate balance going into 2023.

- Modernization - In Council's approval of this reserve, the purpose statement allowed contributions to be made only through any year-end surplus funds of the Service. As modernization and reform initiatives are expected to be ongoing, the Service withdrew none of the eligible $1.0M in spending in order to keep sufficient funding to meet requirements in 2023 and future years.

- Cannabis - The amount of $0.5M was spent on cannabis related enforcement, closure of illegal dispensaries, training and destruction of seized cannabis. In order to maintain funds in the reserve to meet future requirements, zero funds were withdrawn during 2022.

The remaining unfavourable variance of $5.1M was a result of reduced expenditures (therefore net zero overall), bringing the overall unfavourable variance in this category to $7.7M.

Vehicle & Equipment Reserve:

The operating budget contributes funding to this Reserve, which is then used to fund lifecycle replacement projects in the capital program. For this reason, there are no offsetting draws from this Reserve.

6 – Revenue (excluding Reserves):

The total Revenue budget for 2022 was $106.1M, and $116.7M was received, resulting in a $10.6M favourable variance. The major revenue categories are summarized in Table 7 below.

Table 7 – Revenues

Revenue Category	2022 Budget ($Ms)	Year-End Actual ($Ms)	Fav / (Unfav) ($Ms)
Provincial Recoveries	($55.7)	($56.4)	$0.7
Fees and Recoveries (e.g., paid duty, secondments, vulnerable sector screening.)	($25.0)	($28.3)	$3.3
Paid Duty - Officer Portion	($24.7)	($27.5)	$2.8
Miscellaneous Revenue	($0.7)	($4.5)	$3.8
Total Revenues	**($106.1)**	**($116.7)**	**$10.6**

Provincial Recoveries – The favourable variance in provincial recoveries were a result of the provincial uploading of court security and prisoner transportation being greater than anticipated.

Fees and Recoveries (e.g., paid duty, secondments, vulnerable sector screening) - The Service experienced a reduction in revenues during 2020 and 2021, as there was less demand for paid duties and vulnerable sector screenings as a result of COVID-19. In preparing the 2022 operating budget, it was anticipated that revenue losses due to COVID-19 would continue. While revenues have not fully returned to pre-pandemic levels, recoveries for the year indicate that revenues have made a partial return to pre-pandemic levels, and the Service experienced a $2.8M favourable variance as a result. In addition, the Service had favourable recoveries of $0.5M from outside agencies to facilitate expenditures for joint projects.

Paid Duty – Officer Portion – The favourable variance in Paid Duty – Officer Portion is part of an overall net zero variance, as this portion of the paid duty recovery is directly offset by salaries earned by paid duty officers, which were unfavourable by the same amount.

Miscellaneous Revenue – The favourable variance represents recoveries from the Ottawa Police Service for expenses incurred as a result of the Freedom Convoy ($0.8M) and Rolling Thunder ($0.3M), the recovery of other premium pay expenses incurred on behalf of other jurisdictions ($2.0M) and other favourable variances ($0.7M).

7 - Grants:

The budget for the net impact from grants was $0.0M (expenditures net of revenues). Actual revenues exceeded expenditures by $12.3M. Table 8 summarizes the grants portion of the Service's budget.

Table 8 – Grants

Grants	2022 Budget ($Ms)	Year-End Actual ($Ms)	Fav / (Unfav) ($Ms)
Guns & Gangs			
Expenses	$4.9	$1.3	$3.6
Revenues	($4.9)	($4.7)	($0.2)
Net impact			**$3.4**
Community Safety & Policing			
Expenses	$0.0	$4.4	($4.4)
Revenues	$0.0	($11.8)	$11.8
Net impact			**$7.4**
Other			
Expenses	$0.2	$2.1	($1.9)
Revenues	($0.2)	($3.6)	$3.4
Net impact			**$1.5**
Net Impact From Grants	**$0.0**	**($12.3)**	**$12.3**

Grant funding generally results in a net zero variance, as funds are provided to achieve specific purposes. However, a net favourable variance was achieved in this category since a number of permanent, funded positions were assigned to provincially support programs and as a result are covered by the grant, and these positions were not all backfilled in-year. Savings resulted mainly due to the Guns and Gangs (G.&G.) grant ($3.4M) and the Community Safety & Policing (C.S.P.) grant ($7.4M). The remaining savings were across several other Provincial grants such as the Children at Risk of Exploitation (C.A.R.E.) grant and the Provincial Strategy to Protect Children from Sexual Abuse and Exploitation on the Internet grant.

The Service is usually aware of grant opportunities prior to budget approval; however, revenue and expenditure budgets can only be set up when the grant contracts are approved. In addition, as the provincial fiscal year ends on March 31st, versus December 31st for the Service, unspent provincial grant funding from 2021 is carried forward into the first quarter of 2022. The amounts being carried forward are not finalized until well after year-end. As a result, the base budgets for some grants in 2022 are zero and the grants are reflected as in-year funding.

The Service's 2023 operating budget includes $11.8M in provincial grant funding for projects under the G.&G., C.S.P., and C.A.R.E. grants, as well as a number of smaller grants. The contracts for these multi-year grants have been formally approved and reflection of this funding in the budget will help mitigate grant related variances in future years.

Relevant Board Policies and Compliance:

This report is in compliance with the Board's Budget Transparency Policy, approved on July 29, 2021, under Board Minute P2021-0729-3.0.

Conclusion:

The Service's 2022 year-end surplus was $1.8M. This amount will be returned to the City.

Ms. Svina Dhaliwal, Interim Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

PUBLIC REPORT

March 9, 2023

To: Chair and Members
            Toronto Police Services Board

From: Myron Demkiw
            Chief of Police

**Subject: Capital Budget Variance Report for the Toronto Police
            Service, Year Ending December 31, 2022**

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) forward a
copy of this report to the City of Toronto's (City) Chief Financial Officer and
Treasurer, for inclusion in the City's overall capital variance report to the City's
Budget Committee.

Financial Implications:

At its January 11, 2022 meeting, the Board approved the Toronto Police
Service's (Service) 2022 capital program at a net amount of $30.7 Million (M)
and gross amount of $60.5M for 2022 (excluding carry forwards from 2021),
and a 10-year total of $219.6M net and $646.8M gross (Min. No. P2022-0111-
3.3 refers). Subsequently, City Council, at its February 17, 2022 meeting,
approved the Service's 2022-2031 capital program at the same level as the
Board-approved amount. Attachment A provides a detailed list of all approved
projects in the 10-year program.

Table 1 provides a summary of 2022 budget and expenditures. Of the $82.9M
($60.5M of 2022 budget plus $22.4M carry forwards) in available gross funding
in 2022, $34.8M has been spent (a gross spending rate of 42%).

Almost all capital projects continue to be delayed, primarily due to the impact of
the COVID-19 pandemic, which included resourcing constraints, competing
operational priorities, and global supply chain shortages. In addition, the

timeline for the new 41 Division facility has been extended due to the redesign requirements to achieve Net Zero Emissions.

It is always the Service's goal to ensure capital projects are completed on budget and on schedule, or to ensure required changes are identified as quickly and transparently as possible. In recognition of the many challenges associated with project management, in 2023, the Service will be dedicating additional resources to the oversight of capital projects to improve on existing controls, increase transparency, add more rigorous risk management

The on-going projects with 2023 carry forward requirements were scrutinized to ensure accurate level of funding is provided by taking into consideration key project milestones, procurement requirements and delivery time. Based on these assumptions, if capital funding was not required in 2023, it was carried forward to 2024. Projects will continue to be monitored on an ongoing basis and issues will be addressed.

As Table 1 refers, of the $48.1M in unspent funds:
- $2.6M will be returned to the Developmental Charges (D.C.) Fund or the Vehicle and Equipment Reserve;
- $40M will be carried forward to 2023; and
- $5.6M will be carried forward to 2024 as there is sufficient funding in those specific projects in 2023.

Table 1 – Summary of 2022 Budget and Expenditures (Ms)

Category	2022 Gross (Ms)	2022 Net (Ms)
2022 approved program excluding carry forward	$60.5	$30.7
2021 carry forwards	$22.4	$11.8
Total 2022 available funding	$82.9	$42.5
2022 Expenses	$34.8	$12.7
Variance to available funding	$48.1	$29.7
Carry forward to 2023	$40.0	$24.9
Carry forward to 2024	$5.6	$4.8
Returned Funding	$2.6	$0.0
Spending rate	42%	30%

Note: Due to rounding, numbers presented may not add up precisely.

Summary:

The purpose of this report is to provide the Board with the status of the Service's capital projects as at December 31, 2022. Attachment A provides a detailed list of all approved projects in the 10-year program. Attachment B provides the Service's capital variance report as at December 31, 2022 including spending rates and project status. The body of this report includes project updates for key on-going projects, and includes high-level project descriptions for new projects within the 2022-2031 program.

Discussion:

Background

As part of its project management framework, the Service tracks project risks and issues to determine the status and health (i.e. Green, Yellow, and Red) of capital projects. The overall health of each capital project is based on budget, schedule and scope considerations. The colour codes are defined as follows:

- Green - on target to meet project goals (scope/functionality), on budget and on schedule and no corrective action is required; spending rate of 70% or more of the budget.

- Yellow - at risk of not meeting certain goals, some scope, budget and/or schedule issues, and minimal corrective action is required; spending rate is 50% to 70% of budget.

- Red - high risk of not meeting goals, significant scope, budget and/or schedule issues, and extensive corrective action is required; spending rate is less than 50% of budget.

Capital projects fall under the following four main categories:

- debt-funded facility projects;
- debt-funded information technology modernization projects;
- debt-funded replacements, maintenance and equipment projects; and
- reserve-funded lifecycle maintenance projects.

The remainder of this report discusses each capital project in detail.

Capital Program Variances

Table 2 provides a high-level summary of 2022 spending for each capital project, variances and spend rates, and whether funds are to be carried forward to 2023 or 2024, or are no longer required.

Table 2 – 2022 Capital Budget Variance Report as at December 31, 2022 ($000s)

	2022 Cash Flow		Variance (Over)/ Under	Return to Reserve/DC	Spending Rate	Carry Forward to 2023	Carry Forward to 2024
	Available to Spend	Actuals					
Debt - Funded Projects							
Facility Projects:							
Long Term Facility Plan - 54/55 Amalgamation; New Build	1,054.0	269.4	784.6	0.0	26%	0.0	784.6
Long Term Facility Plan - 41 Division; New Build	19,925.0	5,322.1	14,602.9	0.0	27%	14,602.9	0.0
Communication Center Consulting	239.5	138.4	101.1	0.0	58%	101.1	0.0
Long Term Facility Plan - Facility and Process Improvement	1,083.2	233.3	849.9	0.0	22%	849.9	0.0
Long Term Facility Plan - Consulting	878.0	103.5	774.5	0.0	12%	774.5	0.0
Information Technology Modernization Projects:							
Transforming Corporate Support (HRMS, TRMS)	1,721.9	228.1	1,493.8	0.0	13%	865.0	628.8
ANCOE (Enterprise Business Intelligence, Global Search)	391.4	200.9	190.5	0.0	51%	190.5	0.0
Body Worn Camera - Phase II	920.8	148.8	772.0	0.0	16%	560.0	212.0
Next Generation (N.G.) 9-1-1	7,000.0	3,228.1	3,771.9	0.0	46%	2,171.9	1,600.0
Replacements/ Maintenance/ Equipment Projects:							
State-of-Good-Repair - Police	6,017.9	2,644.8	3,373.1	0.0	44%	1,800.0	1,573.1
Radio Replacement	2,729.1	779.9	1,949.2	0.0	29%	1,949.2	0.0
Automated Fingerprint Identification System (A.F.I.S.) Replacement	1,106.7	0.0	1,106.7	0.0	0%	1,106.7	0.0
Mobile Command Centre	1,735.0	126.2	1,608.8	0.0	7%	1,608.8	0.0
Connected Officer LR - DC Funding	1,180.0	980.9	199.1	114.1	83%	85.0	0.0
Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement	400.0	382.6	17.4	0.0	96%	17.4	0.0
Total Debt - Funded Projects	**46,382**	**14,787**	**31,595**	**114**	**32%**	**26,683**	**4,798**
Lifecycle Projects (Vehicle & Equipment Reserve)							
Vehicle Replacement	9,060.1	8,271.1	789.0	427.5	91%	361.5	0.0
IT- Related Replacements	16,600.3	6,632.4	9,967.9	1,425.3	40%	8,542.6	0.0
Other Equipment	10,888.9	5,142.6	5,746.4	593.8	47%	4,388.4	764.1
Total Lifecycle Projects	**36,549.4**	**20,046.1**	**16,503.3**	**2,446.7**	**55%**	**13,292.5**	**764.1**
Total Gross Expenditures	**82,931.9**	**34,833.2**	**48,098.7**	**2,560.7**	**42%**	**39,975.5**	**5,562.5**
Less other-than-debt Funding							
Funding from Developmental Charges	(3,900.6)	(2,047.7)	(1,852.9)	(114.1)	52%	(1,738.8)	0.0
Vehicle & Equipment Reserve	(36,549.4)	(20,046.1)	(16,503.3)	(2,446.7)	55%	(13,292.5)	(764.1)
Total Other-than-debt Funding	**(40,450.0)**	**(22,093.8)**	**(18,356.2)**	**(2,560.7)**	**55%**	**(15,031.3)**	**(764.1)**
Total Net Expenditures	**42,481.9**	**12,739.3**	**29,742.5**	**0.0**	**30%**	**24,944.2**	**4,798.4**

Debt-Funded Facility Projects:

Due to the pandemic, there have been delays in planned construction schedules, including labour and critical supply-chain disruption and delays in obtaining required permits. These factors continue to play a significant role in the progress and cost of the Service's facility-related projects.

In late 2021, the Service hired a consultant to develop a strategic building and office/operational space optimization program that assesses current space utilization and forecasts the short and long-term requirements of the Service with respect to its

current building portfolio. The facility-related capital program will be updated in future years as more information becomes available. Details on this project are included under the Long-Term Facility Plan - Consulting Services section.

54/55 Amalgamation; New Build (Red)

This project provided for the amalgamation of 54 and 55 Divisions (built in 1951 and 1972 respectively) into one consolidated facility (as recommended by the Transformational Task Force), at the former Toronto Transit Commission's (T.T.C.) Danforth Garage site located at 1627 Danforth Avenue.

- The current budget for this project is $50.5M. The cost consultant has identified that the cost of construction has increased considerably due to the increased costs of labour and materials as well as other factors such as the high cost of constructing a very deep, waterproof underground parking structure in a location with a high water table.

- The Project was put on hold in the second quarter of 2022 to allow staff to evaluate alternative options so that the Command could make an informed decision on how to proceed in a fiscally responsible way that meets operational requirements. The project remains on hold while Command considers staff recommendations for moving forward. The Service will keep the Board informed of the outcome of the potential options.

- The health status of this project is Red as this project is currently on hold and has a spending rate of 26% for the year. Of the available funding of $1.1M, $270 Thousand (K) was utilized in 2022. The remaining amount of $785K will be carried forward to 2024, as sufficient funding of $768K from 2021 carry forward is available in 2023.

41 Division; New Build (Red)

The current 41 Division facility is approximately 60 years old. Due to its aging infrastructure and poor operational configuration, this facility was identified as a priority in the Long Term Facility Replacement Program a number of years ago. Assessments performed confirm that it was not economically feasible to address the ongoing building deficiencies through renovations or to retrofit the existing 41 Division to accommodate the current needs of the Service.

- This new divisional building is being constructed in phases on the existing 41 Division site. Operations will continue on the site while construction is ongoing.

- There has been significant cost escalation due to inflationary factors and the redesign requirements to achieve Net Zero Emissions, which were included in the 2023-2032 capital program. At the request of the City's Environment and Energy Department, the project team has modified and value engineered the building's design in order to achieve Net Zero Emissions. All Net Zero Emissions costs will be recovered through the sustainable Energy Plan Financing, resulting in a net-zero impact on the Service's capital program. The application for

funding was submitted to the City's Environment and Energy Department in the last quarter of 2022. The new 41 Division will be the first Net Zero Emissions building in the Service's asset base and the first of its kind in Ontario.

- Working drawings are completed and tendering of the balance of trades is expected to conclude in the first quarter of 2023. The Board will be updated on budget impacts following receipt of the tender submissions from the various sub-contractors, and any changes will be included as part of the 2024-2033 capital program.

- Site Plan approvals are expected in the first quarter of 2023. The full building permit is expected to be received in the second quarter of 2023. Conditional permits (i.e., Foundations) have been received.

- Excavation is complete and formwork/footings are underway. The structure will be above grade by the end of the second quarter of 2023.

- The health status of this project is Red with 27% spending rate as a result of delays for the Site Plan Approval process and the redesign requirements to achieve Net Zero Emissions and project complexity and increased project cost. Of the available funding of $19.9M, $5.3M was utilized in 2022 and the remaining $14.6M will be carried forward to 2023.

Communication Centre Consulting (Yellow)

This project provides funding to acquire external expertise to assist the Service with a comprehensive review of all requirements for a new Communications Centre, taking into account the impact of Next Generation (N.G.) 9-1-1 and other key considerations. The actual cost for the new facility project is not included in the Service's capital program.

Until a new Communications Centre is built, some modifications are required to the existing Communications Centre (Primary Site), including a new training room, as well as to the Back-up Site (Secondary Site). This project provides funding for the design of the architectural, mechanical, electrical, and structural drawings of the Primary and Secondary Sites. It should be noted that the renovation budget and costing for these sites are included in the N.G. 9-1-1 project.

- The existing location for Communications Services (C.O.M.) has reached maximum capacity for personnel, workspace and technology. The current facility cannot accommodate the anticipated expansion that will be required because of N.G. 9-1-1.

- The analysis being conducted includes the impact of technological changes from N.G. 9-1-1, population growth, shifts in calling behaviour (text versus voice, videos), staffing requirements, location, size, and backup site.

- The new Communications Centre building feasibility study is now complete, and indicates that the estimated cost for a new Communications Centre facility will be significant (at $100M+). The cost of this project should be jointly coordinated with the other City emergency services. The Service will work with City Finance,

Toronto Fire and Toronto Paramedic Services to that end, for the development of the future year's capital program.

- The design for the construction phase of the new training room at the Primary Site, which will also serve as a full Production Tertiary site is completed.

- AECOM has completed the drawings for the renovations at the three other floors of the Primary Site. Renovations at the Primary Site will likely begin in the 4th quarter of 2023.

- Construction for the Secondary Site has been substantially completed.

- The health status of this project is Yellow due to the spending rate of 58%. Of the available funding of $240K, $138K was utilized in 2022 and the remaining $101K will be carried forward to 2023 for anticipated construction change requests.

Long -Term Facility Plan – Facility and Process Improvement (Red)

Aligned with both The Way Forward report and the police reform directions approved by the Board, this project funds the review of operational processes, focusing on opportunities to improve the efficiency and effectiveness of service delivery.

- The installation and implementation of remote appearance video bail was completed at 23, 14, 51 and 43 Divisions, in collaboration with the Ministry of the Attorney General (M.A.G.) and other external agencies. Due to supply chain challenges related to the required equipment, the installation of video bail equipment at 32 Division was delayed. The final phase of installation began in the last quarter of 2022 and the site will be ready to launch in the second quarter of 2023. This will transition the video bail pilot project into a permanent program.

- Work on the Service-wide investigative review continues, including a review of the Community Investigative Support Unit (C.I.S.U.), with a focus on identifying potential efficiencies, standardizing functions across the divisions and enhancing service delivery of criminal investigative processes.

- The health status of this project is Red due to the spending rate of 22%. As a result of supply-chain and vendor-related delays, a number of deadlines have been pushed to 2023, including the implementation of the 32 Division Video Bail site and the completion of consulting work related to the Investigative Review project. Of the available funding of $1.1M, $233K was utilized in 2022 and the remaining $850K will be carried forward to 2023 to complete the implementation of the 32 Division Video Bail site, complete the consulting work for the Investigative Review Project and other projects related to divisional review, process efficiencies, etc. It is anticipated that all outstanding deliverables will be completed and this project will be concluded in 2023.

Long-Term Facility Plan – Consulting Services (Red)

The Service is the largest municipal police service in Canada and has a portfolio of over 52 buildings throughout Toronto. Some of these buildings range between 35 and 50 years old and are in need of replacement or major renovation to meet current and projected staffing and operational needs. External expertise has been retained to develop a long-term strategic building program based on the assessment of current space utilization, short and long-term requirements of the Service, and the condition of the existing buildings.

- The Service hired Stantec Architecture Limited (Stantec) through a competitive Request for Proposal process to provide architectural consulting services to develop a Strategic Building Program. The review will assess the condition of existing buildings, locations, cost to renovate versus building new, and/or cost to relocate in order to meet current and future operational requirements of the Service. As well, it will explore best practices with respect to the current building portfolio, office space standards, staffing needs, and the ability to provide services in a growing city.

- Assessment objectives are to enhance operational flexibility, improve aging facility infrastructure, optimize resources, and where possible, reduce the Service's facilities footprint. The Service will consider the constraints on funding levels and will maximize the use of City Development Charges (D.C.) for qualifying Service projects, which reduces the Service's reliance on debt funding.

- Stantec has commenced meetings with various stakeholders to confirm building conditions, and to understand operational and space requirements. Stantec completed all building condition assessment (B.C.A.) visits by the end of 2022, with written reports to follow in 2023. Stantec has completed a small number of strategic interviews with staff at each building, however the bulk of these interviews will be held in the first quarter of 2023. The consulting work and preparation of the report will continue into 2023.

- The health status of this project is Red due to the spending rate of 12% which was due to internal resource constraints and the time and effort required to set-up multiple off-site meetings with stakeholders for the initial B.C.A.'s and on-going strategic interviews, given the limitations on officer availability. Of the $878K available funding, $104K was utilized in 2022 and the remaining $775K will be carried forward as the investigation and report is a two-year project. It is anticipated that all the carry forward funding will be utilized in 2023.

Debt-Funded Information Technology Modernization Projects:

In the last decade, there have been many important developments with respect to information technologies that the Service has embraced. These systems are designed to improve efficiencies through advanced technology that eliminates costly and manual processes. They also have the benefit of improving information that supports the Service's overall goal of providing reliable and value-added public safety services.

Transforming Corporate Support (Human Resource Management System (H.R.M.S.) and Time Resource Management System (T.R.M.S.) (Red)

The project focus is to develop more cost-effective, modern and automated processes to administer and report on the Service's people and human resources-related activities, including employee record management, payroll, benefits administration, and time and labour recording.

- The T.R.M.S database upgrade is in progress. Scheduled completion is in the last quarter of 2023.

- Integration enhancements between T.R.M.S. and H.R.M.S. as well as the automation of shift schedule adjustments were completed and implemented in the 4th quarter of 2022.

- The health status of this project is Red due to the spending rate of 13%. Most of the work was completed utilizing internal resources, with minimal consulting services. Of the available funding of $1.7M, $228K was utilized in 2022. Of the remaining $1.5M, $865K will be carried forward to 2023 for the T.R.M.S. database upgrade, Applicant Testing System implementation, Applicant Tracking software and a Workforce Management integrator. The remaining amount of $629K will be carried forward to 2024.

Analytics Centre of Excellence (A.N.C.O.E.) program; Enterprise Business Intelligence (E.B.I.) and Global Search (Yellow)

A.N.C.O.E. is a business-led analytics and innovation program, which oversees and drives analytics and information management activities for the Service. This project includes Enterprise Business Intelligence (E.B.I.) as well as Global Search. The program focuses on improving the analytical reporting environments with new and enhanced Power B.I. and geospatial and reporting technologies, and will deliver streamlined service processes that will make data and analytics products available to front-line members, management, and the public.

- The E.B.I. portion of the project has been completed along with the Service's Geographic Information System (G.I.S.) platform.

- The Service continues to increase the use of Power B.I. and the G.I.S. technologies for monitoring and reporting on operational and strategic initiatives.

- The use of spatial analysis enables better decision making for operations and planning activities.

- Improvement in data sharing, as the Service can now share information in the forms of maps, application and interactive dashboard internally and with the public.

- Improvements to the Global Search program for 2022 included the addition of images and links to supporting applications. Planned improvements for 2023 include the addition of new datasets such as parking data and additional search

features such as Advanced Searching and researching the migration of the Global Search functionality to a new platform.

- Overall, the health status of the A.N.C.O.E. project is Yellow due to an overall spending rate of 51%. Of the available funding of $391K, $201K was utilized in 2022 and the remaining $191K will be carried forward to 2023 for professional services that will assist the Service to create a new environment for the search functions to immigrate the current search functionality to a new platform.

Body Worn Cameras (B.W.C.) – Phase II (Red)

This project has equipped frontline officers with B.W.C.s. This initiative will enhance public trust and accountability, as part of its commitment to the delivery of professional, transparent, unbiased and accountable policing.

- The contract award to Axon Canada was approved by the Board at its August 2020 meeting (Min. No. P129/20 refers).

- To date, the Service has issued and deployed 2,350 body cameras, and has trained 3,100 frontline officers (accounting for the rotation of officers assigned to frontline roles).

- In June 2022, a new training course for Case Managers and Investigators focussing on evidence management and disclosure was created. This course encapsulates all of the body-worn camera training, and leverages our Evidence.com cloud-based platform as a digital evidence management system with the purpose of creating efficiencies and streamlining disclosure workflows to court. To date, 80% of all Case Managers/Investigators from all units have been trained. Training of all Case Managers/Investigators will continue through 2023 as officers move into new roles.

- The status of this project is Red due to a low spending rate of 16%. Of the available funding of $921K, $149K was utilized in 2022. Of the remaining $772K, $560K will be carried forward to 2023 for a developer for the B.W.C. transition phase, Video Management integration, staff training and for costs related to the migration from Digital Photo and Viewing Management System (D.P.V.M.S.) to Evidence.com. The remaining amount of $212K will be carried forward to 2024 to cover expenses related to training, transition costs and additional B.W.C. equipment and refresh implementation needs.

Next Generation (N.G.) 9-1-1 (Red)

Current 9-1-1 systems are voice-centric and were originally designed for landlines. Per the Canadian Radio-television and Telecommunications (C.R.T.C.) mandate, Canadian telecommunications service providers will be upgrading their infrastructure for N.G. 9-1-1 to an Internet Protocol (I.P.) - based platform technology capable of carrying voice, text and other data components.

This project also includes the renovation of the training room, training room furniture, and the expansion to three other floors at the current Communications Centre building (Primary Site). The renovations of three other floors of the Primary Site is for future expansion for additional call taking positions as well as much-needed rest areas, meeting space, consolidated management, administration and support areas. It will also include some minor renovation in the Back-up Site (Secondary Site).

- The detail design phase of the technological portion is near completion, resulting in some changes such as a network re-design, whereby Solacom, the new N.G. 9-1-1 solution, will be isolated from the rest of the Service's network. Currently, details on call flow configuration, report structure, support and maintenance aspects are being finalized.

- Construction of the new N.G. 9-1-1 Training Room at the Primary Site, contracted to Stevens & Black Electrical Contractors Limited, has been 95% completed, with some heating, ventilation, and air conditioning (H.V.A.C.) upgrades remaining and scheduled for completion by mid-May 2023.

- The construction for the Secondary Site which includes the addition of new network drops for the future N.G. 9-1-1 softphones as well as an adjustment to the existing servers' cage has been completed.

- Two new Requests for Services (R.F.S.) are being issued, for a Privacy Impact Assessment (P.I.A.) resource and an Information Technology Quality Assurance resource, respectively, to help create a comprehensive Test Plan.

- It is anticipated that the new N.G. 9-1-1 technological solution will be implemented by the third quarter of 2023.

- Collaboration meetings with the secondary Public Safety Answering Point (Toronto Paramedic Services and Toronto Fire) on the N.G. 9-1-1 platform are ongoing.

- Real Time Text (R.T.T.) is expected to be rolled out at some point in 2024. While the impact of R.T.T. is unknown at this time, it is widely anticipated to require increased staff levels to accommodate longer processing time of R.T.T. calls.

- The health status of this project is Red as the spending rate is 46%. Of the available funding of $7M, $3.2M was utilized in 2022. Due to construction delays on the new N.G. 9-1-1 Training room, new Motorola radios were not acquired. Also, delivery and installation of Solacom servers as well as Audio-Video equipment were delayed due to supply chain issues. From the remaining amount of $3.8M, $2.2M will be carried forward to 2023 for the radios, servers and AV equipment and $1.6M will be carried forward to 2024.

Debt-Funded Replacements/ Maintenance/ Equipment Projects:

Projects in this category are for replacement and maintenance of equipment and facility projects.

State of Good Repair (S.O.G.R.) (Red)

S.O.G.R. funds are used to maintain the overall safety, condition and requirements of existing Service buildings.

- In light of the future plans for Service facilities, use of these funds will be closely aligned with the Long-Term Facility Plan, with priority being given to previously approved and ongoing projects that must continue through to completion. The overall demand for upkeep at many of the Service's existing facilities is steadily increasing with escalating costs. Some examples of work are hardware replacement, repairs/replacement of overhead door and gate equipment, flooring repairs/replacement and painting, and lifecycle replacement of security equipment.

- This funding is also used by the Service for technology upgrades to optimize service delivery and increase efficiencies.

- The health status of this project is Red with a spending rate of 44%. Of the available $6M, $2.6M was utilized in 2022 and from the remaining amount of $3.4M, $1.8M will be carried forward to 2023 and $1.6M will be carried forward to 2024.

Radio Lifecycle Replacement (Red)

The Service's Telecommunications Services Unit maintains 4,913 mobile, portable and desktop radio units. The replacement lifecycle of the radios was extended from seven years to ten years a number of years ago, in order to reduce the replacement cost of these important and expensive assets.

- The health status of this project is Red and the spending rate is 29%. Radios were ordered in 2022; however, due to supply chain issues they will be received in 2023. Of the available funding of $2.7M, $0.8M was utilized in 2022 and the remaining amount of $1.9M will be carried forward to 2023.

Automated Fingerprint Identification System Replacement (A.F.I.S.) (Red)

The current A.F.I.S. is a 2011 model that was first deployed in January 2013, and has reached end of life as of December 31, 2020. The A.F.I.S. system is based on a biometric identification methodology that uses digital imaging technology to obtain, store, and analyze fingerprint data.

- The contract award to IDEMIA was approved in April 2020 and contract negotiations were completed in December 2020.

- The Planning phase was completed and the project plan was delivered in August 2021.

- IDEMIA is working on the challenges of limited resources and the impact it has on the preparation and delivery of documents for review and approval. Due to continued delays in the design phase, the remaining milestones have been

moved to 2023. The Design Phase is undergoing final reviews and approval of the design documents is anticipated to be finalized in the first quarter of 2023.

- Throughout 2022, much work has been done towards the implementation of the new system with configuration, migration and acceptance testing. This work was conducted in tandem with the Design Phase in efforts to mitigate further delays.

- The risk register continues to be closely monitored by both the Forensic Identification Unit and IDEMIA. Unpredictable COVID-19 global impacts including hardware procurement, shipping and human-resource constraints continue to be evaluated. There are some risks involved with maintaining our current A.F.I.S. system while implementing the new solution and utilizing the same staffing in both areas. Steps are being taken to manage this risk.

- The health status of this project remains Red with no spending in 2022. With the on-going project delays, the Service has not received the deliverables for the Design Phase yet. Until this is received, payment will not be made to the vendor. The entire funding of $1.1M will be carried forward to 2023 to complete the project.

Mobile Command Centre (Red)

The Service is acquiring a new Mobile Command Vehicle to support the challenges of providing public safety services in a large urban city. The vehicle will play an essential role in fulfilling the need to readily support any and all operations and occurrences within the City. The design of this vehicle will allow for the flexibility to cover emergencies and non-emergency events such as extreme event response, major sporting events, searches, and joint operations.

- The vehicle will be designed to operate with other emergency services, as well as municipal, provincial and federal agencies. The technology will focus on both the current and future technological needs required to work within the C3 (Command, Control, Communications) environment, further ensuring efficient and effective management of public safety responses.

- The Request for Quotation for the Mobile Command Vehicle was completed in 2021 and P.K. Van Welding and Fabrication was the successful bidder.

- The chassis of the vehicle was received in December 2022.

- The health status of this project is Red with a spending rate of 7% due to world-wide vehicle chip shortage. Of the $1.7M available funding, $126K was utilized in 2022. The remaining funding of $1.6M will be carried forward for the build of the vehicle in 2023.   It is anticipated that the Mobile Command Vehicle will be fully functional to respond to operational requirements by the end of 2023.

Lifecycle Projects (Vehicle and Equipment Reserve):

Projects listed in this category are funded from the Vehicle and Equipment Reserve (Reserve), which is in turn funded through annual contributions from the Service and Parking Enforcement operating budgets. The Reserve has no net impact on the capital program at this time, as it is fully funded through contributions from the operating budget and does not require debt funding. As table 3 shows, items funded through this Reserve include the regular replacement of vehicles, information technology equipment and other equipment.

Table 3 – Summary of Vehicle and Equipment Lifecycle Replacement ($000s)

Project Name	Carry Forward from previous years	2022 Budget	Available to Spend	Year End Actuals	YE Variance (Over)/ Under	Carry Forward to 2023	Carry Forward to 2024	Return to Reserve
Vehicle Replacement	650.1	8,410.0	9,060.1	8,271.1	789.0	361.5	0.0	427.5
IT- Related Replacements	5,505.3	11,095.0	16,600.3	6,632.4	9,967.9	8,542.6	0.0	1,425.3
Other Equipment	3,438.9	7,450.0	10,888.9	5,142.6	5,746.4	4,388.4	764.1	593.8
Total Lifecycle Projects	**9,594.4**	**26,955.0**	**36,549.4**	**20,046.1**	**16,503.3**	**13,292.5**	**764.1**	**2,446.7**

Note: Due to rounding, numbers presented may not add up precisely.

It is important to note that as the Service modernizes, new systems have been implemented over the years (e.g., In-Car Camera program, data and analytics initiatives) and on premise storage requirements have increased (e.g., to accommodate video). While the Service has taken steps to create efficiencies, the amount of equipment that must be replaced continues to increase as a result of these new systems and storage requirements. These increased requirements put significant pressure on this Reserve, which in turn puts pressure on the operating budget, as increased annual contributions are required to ensure the Reserve can adequately meet the Service's vehicle and equipment requirements. The Service will continue to review all projects' planned expenditures to address future pressures, including additional reserve contributions that may be required. The Service is also exploring other options (e.g., utilization of the cloud) for more efficient and potentially less costly data storage. Significant variances resulting in the carry forward of funding are:

- $5.9M – I.T. Business Resumption – Work on the secondary data centre site is ongoing and procurement of the servers has been deferred to 2023.

- $2.1M – Network Equipment – Due to supply chain issues, CISCO equipment is delayed by one year, resulting in carry forward funding to 2023.

- $1.6M – Server Lifecycle Replacement – Due to supply chain issues, there was a delay in receiving the equipment.

- $1.0M – Hydrogen Fuel Cells – This project encountered significant delays in 2022 due to global supply chain shortage of electronic components.

- $0.6M – Small Equipment – Test Analyzer – Delay in the procurement process.

Relevant Board Policies and Compliance:

This report is in compliance with the Board's Budget Transparency Policy, approved on July 29, 2021, under Board Minute P2021-0729-3.0.

Conclusion:

As at December 31, 2022, of the $82.9M in available gross funding in 2022, $34.8M has been spent. Of the $48.1M in unspent funds, $40M will be carried forward to 2023, $2.6M will be returned to the D.C. Fund or the Vehicle and Equipment Reserve and $5.6M will be carried forward to 2024.

The impact of the COVID-19 pandemic, labour and supply chain issues as well as competing operational priorities, continued to have an impact on many of the projects in the Service's capital program, and have resulted in several projects' health being assessed as Yellow or Red. In 2023, it is anticipated that projects will be on schedule with an improved process that will improve the spending rate.

Ms. Svina Dhaliwal, Interim Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*original copy with signature on file in Board office

Attachments:

Attachment A - Approved 2022 – 2031 Capital Program
Attachment B - 2022 Capital Budget Variance Report as at December 31, 2022

Attachments

Project Name	to end of 2021	Carry forward	2022	2023	2024	2025	2026	2022-2026 Request	2027	2028	2029	2030	2031	Total 2027-2031	Total 2022-2031 Program	Total Project Cost
Projects in Progress																
State-of-Good-Repair - Police		2,628	4,400	4,400	4,400	4,400	4,400	22,000	4,400	4,400	4,400	4,400	4,400	22,000	44,000	44,000
Transforming Corporate Support (HRMS, TRMS)	7,935	1,176	500	0	0	0	0	500	0	0	0	0	0	0	500	8,435
Long Term Facility Plan - 54/55 Amalgamation; New Build	1,184	421	1,054	8,825	16,625	19,029	3,783	49,316	0	0	0	0	0	0	49,316	50,500
Long Term Facility Plan - 41 Division; New Build	7,072	3,626	19,925	16,004	9,863	0	0	45,792	0	0	0	0	0	0	45,792	52,864
Long Term Facility Plan - Facility and Process Improvement	2,723	264	735	0	0	0	0	735	0	0	0	0	0	0	735	3,458
Long Term Facility Plan - Consulting	750	675	128	0	0	0	0	128	0	0	0	0	0	0	128	878
ANCOE (Enterprise Business Intelligence, Global Search)	12,124	133	202	202	0	0	0	404	0	0	0	0	0	0	404	12,528
Radio Replacement	35,696	0	2,356	0	0	0	0	2,356	14,734	4,733	6,429	4,867	6,116	36,879	39,235	74,931
Automated Fingerprint Identification System (A.F.I.S.) Replacement	1,581	870	0	0	0	0	0	0	1,581	0	0	0	0	1,581	1,581	3,162
Next Generation (N.G.) 9-1-1	7,350	4,116	2,692	214	0	0	0	2,906	0	0	0	0	0	0	2,906	10,256
Body Worn Camera - Phase II	5,887	200	0	0	0	0	0	0	0	0	0	0	0	0	0	5,887
Communication Centre - New Facility Assessment	500	200	0	0	0	0	0	0	0	0	0	0	0	0	0	500
Mobile Command Centre	1,735	1,735	0	0	0	0	270	270	50	0	0	0	270	320	590	2,325
Total, Projects In Progress	**84,536**	**16,044**	**31,992**	**29,645**	**30,888**	**23,429**	**8,453**	**124,407**	**20,765**	**9,133**	**10,829**	**9,267**	**10,786**	**60,780**	**185,187**	**269,723**
Upcoming Projects																
Connected/Mobile Officer life cycle replacement - DC funded	0	0	1,180	223	1,450	232	1,505	4,590	240	1,560	249	1,067	0	3,116	7,706	7,706
Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement	0	0	400	400	400	400	400	2,000	0	0	400	400	400	1,200	3,200	3,200
Long Term Facility Plan - 13/53 Division; New Build	0	0	0	600	6,516	16,796	13,096	37,008	4,364	0	0	0	0	4,364	41,372	41,372
Long Term Facility Plan - 22 Division; New Build	0	0	0	0	0	600	4,717	5,317	19,082	18,590	7,511	0	0	45,183	50,500	50,500
Long Term Facility Plan - 51 Division; Major Expansion	0	0	0	0	0	0	0	0	3,300	5,240	3,460	0	0	12,000	12,000	12,000
Property & Evidence Warehouse Racking	30	0	0	0	50	950	0	1,000	0	0	0	0	0	0	1,000	1,030
Total, Upcoming Capital Projects:	**30**	**0**	**1,580**	**1,223**	**8,416**	**18,978**	**19,718**	**49,915**	**26,986**	**25,390**	**11,620**	**1,467**	**400**	**65,863**	**115,778**	**115,808**
Total Gross Debt Funded Capital Projects	**84,566**	**16,044**	**33,572**	**30,868**	**39,304**	**42,407**	**28,171**	**174,322**	**47,751**	**34,523**	**22,449**	**10,734**	**11,186**	**126,643**	**300,965**	**385,531**
Vehicle and Equipment Total	**306,096**	**8,569**	**26,955**	**35,819**	**36,342**	**33,267**	**34,275**	**166,658**	**35,402**	**34,236**	**35,027**	**43,891**	**30,627**	**179,183**	**345,841**	**651,937**
Total Gross Projects	**390,662**	**24,612**	**60,527**	**66,687**	**75,646**	**75,674**	**62,446**	**340,980**	**83,153**	**68,759**	**57,476**	**54,625**	**41,813**	**305,826**	**646,806**	**1,037,468**
Funding Sources:																
Vehicle and Equipment Reserve	(306,096)	(8,569)	(26,955)	(35,819)	(36,342)	(33,267)	(34,275)	(166,658)	(35,402)	(34,236)	(35,027)	(43,891)	(30,627)	(179,183)	(345,841)	(651,937)
Development charges Funding	(33,242)	(621)	(2,893)	(9,648)	(19,473)	(17,628)	(6,222)	(55,864)	(17,240)	(6,955)	(249)	(1,067)	0	(25,511)	(81,375)	(114,617)
Total Other Funding Sources:	**(339,338)**	**(9,190)**	**(29,848)**	**(45,467)**	**(55,815)**	**(50,895)**	**(40,497)**	**(222,522)**	**(52,642)**	**(41,191)**	**(35,276)**	**(44,958)**	**(30,627)**	**(204,694)**	**(427,216)**	**(766,554)**
Total Net Debt-Funding Request:		**15,422**	**30,679**	**21,220**	**19,831**	**24,779**	**21,949**	**118,458**	**30,511**	**27,568**	**22,200**	**9,667**	**11,186**	**101,132**	**219,590**	**270,914**

2022 Capital Budget Variance Report as at December 31, 2022 ($000)   Attachment B

Project Name	Carry Forward from 2021	2022 Cash Flow			Variance (Over)/ Under	Spending Rate	Lost Funding/ Return to Reserve	Carry Forward to 2023	Carry Forward to 2024	Total Project Cost		Status
		Budget	Available to Spend	Actuals						Budget	Life to Date	
Debt - Funded Projects												
Facility Projects:												
Long Term Facility Plan - 54/55 Amalgamation; New Build	0.0	1,054.0	1,054.0	269.4	784.6	26%	0.0	0.0	784.6	50,500.0	50,500.0	On hold
Long Term Facility Plan - 41 Division;	0.0	19,925.0	19,925.0	5,322.1	14,602.9	27%	0.0	14,602.9	0.0	52,864.0	52,864.0	Delayed
Communication Center Consulting	239.5	0.0	239.5	138.4	101.1	58%	0.0	101.1	0.0	500.0	500.0	Delayed
Long Term Facility Plan - Facility and Process Improvement	348.2	735.0	1,083.2	233.3	849.9	22%	0.0	849.9	0.0	3,458.0	3,458.0	Delayed
Long Term Facility Plan - Consulting	750.0	128.0	878.0	103.5	774.5	12%	0.0	774.5	0.0	878.0	878.0	Delayed
Information Technology Modernization Projects:												
Transforming Corporate Support (HRMS, TRMS)	1,221.9	500.0	1,721.9	228.1	1,493.8	13%	0.0	865.0	628.8	8,435.0	8,435.0	Delayed
ANCOE (Enterprise Business Intelligence, Global Search)	189.4	202.0	391.4	200.9	190.5	51%	0.0	190.5	0.0	12,528.0	12,528.0	Delayed
Body Worn Camera - Phase II	920.8	0.0	920.8	148.8	772.0	16%	0.0	560.0	212.0	5,887.0	5,887.0	Delayed
Next Generation (N.G.) 9-1-1	4,308.0	2,692.0	7,000.0	3,228.1	3,771.9	46%	0.0	2,171.9	1,600.0	10,256.0	10,256.0	Delayed
Replacements/ Maintenance/ Equipment Projects:												
State-of-Good-Repair - Police	1,617.9	4,400.0	6,017.9	2,644.8	3,373.1	44%	0.0	1,800.0	1,573.1	on-going	on-going	Delayed
Radio Replacement	373.1	2,356.0	2,729.1	779.9	1,949.2	29%	0.0	1,949.2	0.0	38,051.4	38,051.4	Delayed
Automated Fingerprint Identification System (A.F.I.S.) Replacement	1,106.7	0.0	1,106.7	0.0	1,106.7	0%	0.0	1,106.7	0.0	3,162.0	3,162.0	Delayed
Mobile Command Centre	1,735.0	0.0	1,735.0	126.2	1,608.8	7%	0.0	1,608.8	0.0	2,325.0	2,325.0	Delayed
Connected Officer LR - DC Funding	0.0	1,180.0	1,180.0	980.9	199.1	83%	114.1	85.0	0.0	7,706.0	7,706.0	On Time
Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement	0.0	400.0	400.0	382.6	17.4	96%	0.0	17.4	0.0	3,200.0	3,200.0	On Time
Total Debt - Funded Projects	**12,810.5**	**33,572.0**	**46,382.5**	**14,787.1**	**31,595.4**	**32%**	**114.1**	**26,683.0**	**4,798.4**	**199,750.4**	**199,750.4**	
Lifecycle Projects (Vehicle & Equipment Reserve)												
Vehicle Replacement	650.1	8,410.0	9,060.1	8,271.1	789.0	91%	427.5	361.5	0.0	On-going	On-going	On-going
IT- Related Replacements	5,505.3	11,095.0	16,600.3	6,632.4	9,967.9	40%	1,425.3	8,542.6	0.0	On-going	On-going	On-going
Other Equipment	3,438.9	7,450.0	10,888.9	5,142.6	5,746.4	47%	593.8	4,388.4	764.1	On-going	On-going	On-going
Total Lifecycle Projects	**9,594.4**	**26,955.0**	**36,549.4**	**20,046.1**	**16,503.3**	**55%**	**2,446.7**	**13,292.5**	**764.1**			
Total Gross Expenditures	**22,404.9**	**60,527.0**	**82,931.9**	**34,833.2**	**48,098.7**	**42%**	**2,560.7**	**39,975.5**	**5,562.5**			
Less other-than-debt Funding												
Funding from Developmental Charges	(1,007.6)	(2,893.0)	(3,900.6)	(2,047.7)	(1,852.9)	52%	(114.1)	(1,738.8)	0.0			
Vehicle & Equipment Reserve	(9,594.4)	(26,955.0)	(36,549.4)	(20,046.1)	(16,503.3)	55%	(2,446.7)	(13,292.5)	(764.1)			
Total Other-than-debt Funding	**(10,602.0)**	**(29,848.0)**	**(40,450.0)**	**(22,093.8)**	**(18,356.2)**	**55%**	**(2,560.7)**	**(15,031.3)**	**(764.1)**			
Total Net Expenditures	**11,802.9**	**30,679.0**	**42,481.9**	**12,739.3**	**29,742.5**	**30%**	**0.0**	**24,944.2**	**4,798.4**			

PUBLIC REPORT

March 3, 2023

To: Chair and Members
               Toronto Police Services Board

From: Myron Demkiw
               Chief of Police

**Subject: 2022 Operating Budget Variance Report for the Toronto
               Police Service Parking Enforcement Unit, Year Ending
               December 31, 2022**

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Recommendation:

This report recommends that the Toronto Police Services Board (Board)
forward a copy of this report to the City of Toronto (City) Chief Financial Officer
and Treasurer for information and inclusion in the variance reporting to the
City's Budget Committee.

Financial Implications:

The Toronto Police Service Parking Enforcement Unit (P.E.U.) 2022 approved
net operating budget was $50.9 Million (M). The P.E.U.'s total net
expenditures were $45M, resulting in a 2022 year-end favourable variance of
$5.9 Million (M) in 2022.

Summary:

The purpose of this report is to provide the Board with information on the P.E.U.'s final year-end
variance. The P.E.U. achieved a final year-end favourable variance of $5.9M in 2022. Table 1
provides a high-level summary of variances by feature category. Details regarding these
categories are discussed in the sections that follow.

Table 1 – 2022 Variance by Feature Category

Category	2022 Budget ($Ms)	Year-End Actual ($Ms)	Fav/(Unfav) ($Ms)
1- Salaries	$33.9	$29.5	$4.4
2- Premium Pay	$1.9	$1.3	$0.6
3- Benefits	$8.5	$8.2	$0.3
4- Materials & Equipment	$2.0	$1.5	$0.5
5- Services	$5.7	$5.4	$0.3
6- Revenue (e.g. T.T.C., towing recoveries)	($1.1)	($0.9)	($0.2)
Total Net	**$50.9**	**$45.0**	**$5.9**

Discussion:

Background

At its January 11, 2022 meeting, the Board approved the Toronto Police Service's (Service) Parking Enforcement Unit (P.E.U.) operating budget request at $50.9 Million (M) (Min. No. P2022-0111-3.4 refers). Subsequently, City Council, at its February 17, 2022 meeting, approved the P.E.U.'s 2022 operating budget at the same amount.

Relevant Board Policies and Compliance

This report is in compliance with the Board's Budget Transparency Policy, approved on July 29, 2021, under Board Minute P2021-0729-3.0.

Budget Variances

Variances to budget are explained below.

1 - Salaries:

The total Salaries budget for 2022 was $33.9M. Year-end spending totalled $29.5M, resulting in a $4.4M favourable variance. Salary expenditures are primarily impacted by the number of Parking Enforcement Officers (P.E.O.) hired each year and the number of P.E.O.s retiring or resigning each year, and how these vary from budget. The timing of hires and separations can also significantly impact expenditures. The 2022 year-end variance was also impacted by the number of staff on unpaid leave as summarized below.

- The 2022 approved budget assumed that there would be 24 P.E.O. separations during the year. Resignations and retirements totalled 22 for the year; however, at the time of budget preparation, the hiring strategy with respect to Special Constables and Cadets was not finalized. The hiring of Special Constables and Cadets has a significant impact on the P.E.U., as a number of P.E.O.s have historically made the transition from P.E.O. to Special Constable and Cadet.

Subsequent to the approval of the 2022 operating budget, the timing and size of the Special Constable and Cadet classes were then determined, and as a result, there were an additional 58 P.E.O. separations for the year, contributing to the year-end favourable variance.

- The P.E.U. experienced higher-than-anticipated separations during 2021 (31 actual separations, six more than the 25 budgeted separations), resulting in annualized savings in 2022.

- There has also been a greater-than-budgeted number of members on unpaid leaves or absence (e.g. maternity and parental, secondment and central sick and due to the Service's vaccination policy).

The 2022 approved budget included funding for an April class of 24 P.E.O. hires. In actuality, due to the higher-than-anticipated separations, the class size was increased to 45 and took place in November. Additional hires are also taking place in early 2023.

Actual separations are monitored monthly, and the Service will reassess future recruiting efforts based on the actual pace of hiring and separations.

The impact of the above factors resulted in a favourable salary variance of $4.4M at year-end.

2 - Premium Pay:

The total Premium Pay budget for 2022 was $1.9M. Year-end spending totalled $1.3M resulting in a $0.6M favourable variance. Nearly all premium pay at the P.E.U. is related to enforcement activities, such as special events or directed enforcement activities. Directed enforcement activities are instituted to address specific problems; however, these activities have yet to return to pre-pandemic levels.

3 - Benefits:

The total Benefits budget for 2022 was $8.5M. Year-end spending totalled $8.2M resulting in a $0.3M favourable variance. This variance is due to reduced staffing levels.

4 - Materials and Equipment:

The total Materials and Equipment budget for 2022 was $2M. Year-end spending totalled $1.5M, resulting in a $0.5M favourable variance. This category included funding of $0.3M to replace the Vehicle Impound Program, which is used to manage vehicles towed by the Service. Spending for the replacement of this system began in 2021, however the project has experienced significant delays, therefore contributing to the favourable variance. Other favourable variances were experienced in expenses that support enforcement activities, such as gasoline, supplies, vehicle parts and uniforms.

5 - Services:

The total Services budget for 2022 was $5.7M. Year-end spending totalled $5.4M, resulting in a $0.3M favourable variance. This category includes expenditures such as

computer maintenance, property rental, interdepartmental charges and contribution to various reserves. The favourable variance is mostly attributed to less than budgeted computer maintenance costs.

6 - Revenue:

The total revenue budget for 2022 was $1.1M. Year-end revenues totalled $0.9M, resulting in a $0.2M unfavourable variance. Revenues include towing recoveries, contribution from reserves and recoveries from the Toronto Transit Commission (T.T.C.). The recoveries from the T.T.C. are for premium pay expenditures that were incurred to enforce parking by-laws on T.T.C. right of ways, which are necessitated by the continuing weekend subway closures for signal replacements maintenance.

The net unfavourable variance is mainly as a result of no draws from reserves being made at year-end, which was done to preserve the balances of the reserves to meet future funding requirements.

Conclusion:

The P.E.U. year-end surplus is $5.9M. This surplus will be returned to the City.

Ms. Svina Dhaliwal, Interim Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

PUBLIC REPORT

March 30, 2023

To: Chair and Members
                Toronto Police Services Board

From: Dubi Kanengisser
                Acting Executive Director and Chief of Staff

Subject: 2022 Operating Budget Variance Report for the Toronto Police Services Board, Period Ending December 31, 2022

Purpose: ☐ **Information Purposes Only**   ☒ **Seeking Decision**

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board) receive this report, and forward a copy to the City of Toronto (City) Chief Financial Officer and Treasurer for information and inclusion in the variance reporting to the City's Budget Committee.

Financial Implications:

The Board's year-end variance is $0.

Summary:

The purpose of this report is to provide information on the Board's 2022 year-end variance.

The Board does not have any year-end variance on its 2022 Operating Budget. Savings in Salaries and Benefits have been offset by lower than budgeted draws from reserves and in-year pressures due to the Chief of Police selection process.

Discussion:

Background

At its January 11, 2022 meeting, the Board approved the Toronto Police Services Board's 2022 Operating Budget at a net amount of $1,969,800 (Min. No. P2022-0111-3.6 refers).

Subsequently, at its February 17, 2022 meeting, City Council approved the Board's 2022 Operating Budget at the same net amount.

Relevant Board Policies and Compliance

This report is in compliance with the Board's Budget Transparency Policy, approved on July 29, 2021 under Board Minute P2021-0729-3.0.

Overall Variance

The final year-end variance is $0. Details are discussed below.

The following chart summarizes the Board's variance by expenditure category. Details regarding these categories are discussed in the sections that follow.

Expenditure Category	2022 Budget ($000s)	Year-End Actual ($000s)	Fav/(Unfav) ($000s)
Salaries & Benefits	$1,354.4	$1,282.3	$72.1
Non-Salary Expenditures	$1,691.1	$1,529.0	$162.1
Draws from Reserves	($1,075.7)	($841.5)	($234.2)
Total Net	**$1,969.8**	**$1,969.8**	$0.0

Salaries & Benefits

Year-end expenditures are lower than planned, as not all Board Staff are at the highest 'step' of their respective salary band. This resulted in a favourable year-end variance of $72,100.

Non-salary Expenditures

The majority of the costs in this category are for arbitrations/grievances and City charge backs for legal services.

The Toronto Police Services Board cannot predict or control the number of grievances filed or referred to arbitration, as filings are at the discretion of bargaining units. In order to address this uncertainty and ensure adequate financial resources are available to respond to these matters when they arise, the 2022 Operating Budget included a $424,800 contribution to a Reserve for costs associated with the provision of legal advice and representation. Fluctuations in legal spending will be dealt with by increasing or decreasing the budgeted reserve contribution in future years' operating budgets so that the Board ultimately has funds available in the Reserve, upon which to draw, to fund these variable expenditures.

Chief of Police Selection Process

The Board secured an outside professional firms to assist the Board with the executive search services to select Toronto's next Chief of Police. Costs attributed to the executive search process were approximately $74,100 in 2021 and $59,800 in 2022.

In 2021, expenditures incurred with respect to the Chief of Police selection process were absorbed within the Board's 2021 Operating Budget. In 2022, the costs associated with this process have also been absorbed resulting in no pressure on the Board's budget.

Draws From Reserves

The Board experienced an unfavourable variance of $234,200 for revenues due to lower than budgeted draws from Reserves. Reserve draws are based on the level of legal advice and representation acquired by the Board, and as such can fluctuate above or below budget. These legal costs were less than budgeted in 2022, and in addition, an even lesser amount was drawn to preserve the reserves' balances.

Equity Analysis

The Board's 2022 variance does not have any significant equity impacts.

Conclusion:

The 2022 year-end variance for the Board is zero. The costs associated with the Chief of Police selection process has been absorbed within the 2022 Operating Budget, and lower than budgeted draws from Reserves were made to preserve the reserves' balances.

Respectfully submitted,

Dubi Kanengisser
Acting Executive Director and Chief of Staff

*copy with original signature on file at Board Office

PUBLIC REPORT

March 23, 2023

To: Chair and Members
           Toronto Police Services Board

From: Dubi Kanengisser
           Acting Executive Director and Chief of Staff

**Subject: Semi-Annual Report: Toronto Police Services Board
             Special Fund Unaudited Statement: July to December
             2022**

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Recommendation(s):

It is recommended that the Board receive the report on the Toronto Police Services Board's Special Fund un-audited statement for the period of July to December 2022.

Financial Implications:

There are no financial implications arising from the recommendation contained in this report.

Summary:

The Board remains committed to promoting transparency and accountability in the area of finance. As required by the Toronto Police Services Board (the Board) Special Fund Policy (Board Minute #P152/17), expenditures for the Special Fund shall be reported to the Board on a semi-annual basis. This semi-annual report is provided in accordance with such directive. As at December 31, 2022, the balance of the Special Fund was $390,913, representing a net decrease of $265,459 against the December 31, 2021 fund balance of $656,372.

Discussion:

Enclosed is the un-audited statement of receipts and disbursements with respect to the Toronto Police Services Board's Special Fund for the period July 01 to December 31, 2022.

As at December 31, 2022, the balance of the Special Fund was $390,913. During the second half of the year, the Special Fund recorded receipts of $142,846 and disbursements of $270,835. There has been a net decrease of $265,459 against the December 31, 2021 fund balance of $656,372.

Auction proceeds have been estimated for the month of December 2022, as the actual deposits have not yet been made.

For the second half of 2022, the Board approved and disbursed the following sponsorships:

Sponsorship	Total Amount
Community Consultative Groups	$30,000
Victim Services Toronto	$25,000
Occupational Health and Safety Awareness Day	$4,000

The following unused funds were returned:

Unused Funds	Total Amount
Community Consultative Groups	$9,625
International Francophone Day	$2,500
Community Police Academy	$2,000
United Way	$1,499
Asian Heritage Month	$1,389
Day of Pink	$1,287
Ontario Special Olympics – Law Enforcement Torch Run	$1,107
Lesbian, Gay, Bisexual, Transgender, Queer, and Two-Spirit (L.G.B.T.Q.2S) Youth Justice	$1,000
National Victims of Crime Awareness	$1,000
Board & Chief's Pride Reception	$654
Auxiliary Appreciation Event	$648
Community Police Consultative Conference	$510
Volunteer Appreciation Event	$293
National Aboriginal Day	$99
Youth in Policing Initiative (Y.I.P.I.)	$55

In addition, the Board approved and disbursed the following:

Disbursed Funds	Total Amount
Recognition of Service Members	$108,307
Funeral Cost for PC Andrew Hong	$84,135
Toronto Police Amateur Athletic Association	$14,800
Toronto Police Service Board (T.P.S.B.) and Toronto Police Association (T.P.A.) Retirement Dinner	$9,005
Ontario Association of Police Services Board	$5,000
Recognition of Community Members	$2,786

Annual Reporting

The Special Fund Policy also requires a breakdown of amounts expended in specific categories:

1. Awards and Recognition

   The Board annually recognizes Service Members with long service awards, as well as community members in recognition of unselfish acts of bravery, courage, and exceptional performance of duty and for dedicated service to the community.

   Expenditures are also related to the recognition of the work of Board Members, Toronto Police Service Members, and Community members for 2022.

   The Chair and Vice-Chair have been granted standing authority to approve expenditures from the Special Fund for costs associated with the Board's awards and recognition programs.

Disbursed Funds	Total Amount
Toronto Police Service Members	$145,561
Community Members	$7,808

2. Toronto Police Amateur Athletic Association

   Funding to offset the expenses of members participating in Toronto Police Amateur Athletic Association (T.P.A.A.A.) sponsored events and competitions to a maximum of $200 per member, per event. The total funding provided by the Board and incurred in 2022 was $17,400.

3. Fitness Facilities

Shared Funding (1/3 payable by the Board) to offset the cost of fitness equipment located at police facilities. The balance of the costs will be shared equally by the T.P.A.A.A. and members. There was no funding provided by the Board as no fitness equipment costs were incurred in 2022.

Conclusion:

It is, therefore, recommended that the Board receive the report on the Toronto Police Services Board's Special Fund unaudited statement for the period of July to December 2022.

Respectfully submitted,

Dubi Kanengisser
Acting Executive Director and Chief of Staff

*copy with original signature on file at Board Office

Attachment(s):
2022 2H Special Fund Results with Initial Projection

Appendix A

The Toronto Police Services Board Special Fund
2022 Second Half Year Result with Initial Projections

Particulars	Initial Projection 2022	January 01 to June 30, 2022	July 01 to December 31, 2022	January 01 to December 31, 2022	January 01 to December 31, 2021	Comments Related to Current Reporting Period
Balance Forward	656,372	656,372	518,902	656,372	622,600	
Revenue						
Proceeds from Auctions	168,009	62,979	45,511	108,490	168,009	
Less Overhead Cost	(81,747)	(30,761)	(22,424)	(53,185)	(81,747)	
Unclaimed Money	239,581	-	113,360	113,360	239,581	
Less Return of Unclaimed Money	(14,210)	(18,705)	(2,894)	(21,599)	(6,999)	
Interest	1,322	1,114	8,441	9,555	1,322	
Less Bank Service Charges	(18,077)	(8,572)	(501)	(9,073)	(18,077)	
Others	1,018	-	1,353	1,353	1,018	
Total Revenue	295,895	6,055	142,846	148,901	303,107	
Balance Forward Before Expenses	952,268	662,427	661,748	805,273	925,707	
Disbursements						
Police Community Sponsorships - Toronto Police Services						
Community Partnerships and Engagement Unit Events	78,500	78,500	-	78,500	78,500	
Community Consultative Groups	30,000	-	30,000	30,000	30,000	
Occupational Health and Safety Awareness Day	6,000	-	4,000	4,000	-	
Public Consultation Process Regarding Annual Proposed Toronto Police Service Budget	25,000	-	-	-	-	
Toronto Beyond the Blue Gala	5,000	-	-	-	-	
International Review of Best Practices	-	-	-	-	80,000	
Police Community Sponsorships - Community						
Midaynta Community Services	25,000	-	-	-	-	
Police Officer Excellence Awards	10,000	15,000	-	15,000	5,786	
Victim Services Program	25,000	-	25,000	25,000	25,000	
Funds Returned on Sponsorships						
Asian Heritage Month	-	-	(1,389)	(1,389)	(3,000)	
Auxiliary Appreciation Event	-	-	(648)	(648)	(3,000)	
Board & Chief's Pride Reception	-	-	(654)	(654)	(3,000)	
Community Consultative Groups	-	-	(9,625)	(9,625)	(11,831)	
Community Police Academy	-	-	(2,000)	(2,000)	-	Complete Funding Returned
Community Police Consultative Conference	-	-	(510)	(510)	-	
Day of Pink	-	-	(1,287)	(1,287)	(1,500)	
Lesbian, Gay, Bisexual, Transgender, Queer, and Two-Spirit (L.G.B.T.Q.2S) Youth Justice	-	-	(1,000)	(1,000)	-	
International Francophone Day	-	-	(2,500)	(2,500)	(2,500)	Complete Funding Returned
National Victims Crime Awareness Month	-	-	(1,000)	(1,000)	(1,000)	Complete Funding Returned
National Aboriginal Day	-	-	(99)	(99)	(1,500)	
Pride Month Celebrations	-	-	-	-	(2,938)	
Occupational Health and Safety Awareness Day	-	-	-	-	(4,000)	
Ontario Special Olympics - Law Enforcement Torch Run (LETR)	-	-	(1,107)	(1,107)	(5,000)	
Toronto Caribbean Carnival	-	-	-	-	(5,500)	
United Way	-	-	(1,499)	(1,499)	(4,039)	
Volunteer Appreciation Event	-	-	(293)	(293)	(3,000)	
Youth in Policing Initiative (Y.I.P.I.)	-	-	(55)	(55)	(550)	
Toronto Police Amateur Athletic Association (T.P.A.A.A.) Assistance	10,000	2,600	14,800	17,400	1,200	

The Toronto Police Services Board Special Fund

2022 Second Half Year Result with Initial Projections

Particulars	Initial Projection 2022	January 01 to June 30, 2022	July 01 to December 31, 2022	January 01 to December 31, 2022	January 01 to December 31, 2021	Comments Related to Current Reporting Period
Recognition of Service Members						
Awards	118,000	37,075	72,206	109,281	86,313	
Catering	22,000	179	36,101	36,280	-	
Recognition of Community Members						
Awards	5,000	4,783	2,518	7,301	-	
Catering	4,000	239	268	507	-	
Recognition of Board Members						
Awards	1,000	-	-	-	539	
Catering	1,000	-	-	-	-	
Conferences						
Canadian Association of Police Governance	5,000	5,000	-	5,000	-	
Ontario Association of Police Services Board (O.A.P.S.B.)	5,000	-	5,000	5,000	3,000	
Ontario Association of Police Services Board Virtual Labor Seminar	2,000	-	-	-	-	
Donations/Flowers in Memoriam	800	149	274	423	237	
Toronto Police Services Board (T.P.S.B.) and Toronto Police Association (T.P.A.) Retirement Dinner	10,500	-	9,005	9,005	-	
Report on Specified Auditing Procedures - KPMG	11,194	-	11,194	11,194	10,685	
Other Expenses						
Funeral Cost	-	-	84,135	84,135	-	
Others	-	-	-	-	433	
Total Disbursements	399,993	143,525	270,835	414,360	269,335	
Special Fund Balance	552,275	518,902	390,913	390,913	656,372	

PUBLIC REPORT

March 20, 2023

To: Chair and Members
               Toronto Police Services Board

From: Dubi Kanengisser
               Acting Executive Director and Chief of Staff

**Subject: Annual Report: Toronto Police Services Board's 2022
               Consulting Expenditures**

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Recommendation:

It is recommended that the Board receive this report for information.

Financial Implications:

There are no financial implications arising from the recommendation
contained in this report.

Summary:

This report provides details of the 2022 consulting expenditures for the Toronto Police
Services Board. Expenditures totalled $65,486 across three consultants.

Discussion:

Background:

At its meeting on February 20, 2003, the Board approved a motion requiring the reporting
of all consulting expenditures on an annual basis (Min. No. P45/03 refers).

This report provides the details of the 2022 consulting expenditures for the Toronto Police Services Board, in the City of Toronto's (the City) prescribed format and based on the definition of consulting services provided by the City. See attached, Appendix A.

The City's definition of consulting services is as follows:

- **any firm or individual providing expert advice/opinion on a nonrecurring basis to support/assist management decision making in the areas of technical, information technology, management/research and development (R&D), external lawyers and planners, and creative communications.**

Timing of the Report

The information contained in this report has already been forwarded to the City, as the completion of the Service's year-end accounting process and the timing of the Board meetings did not allow this report to be forwarded to the Board in advance of the City's February 28, 2023 deadline.

Hicks Morley Hamilton Stewart Storie LLP

Extensive legal expertise was needed during 2022, to appropriately manage legal risk related to labour relations and employment law, including during the rescinding of the TPS COVID-19 mandatory vaccination requirement and its attendant implications. The work done by Hicks Morley in this area contributed to the successful management of a potential $1.2M legal risk in respect of the TPS COVID-19 mandatory vaccination requirement.

Conclusion:

It is, therefore, recommended that the Board receive this report for information.

Respectfully submitted,

Dubi Kanengisser
Acting Executive Director and Chief of Staff

Contact

Sheri Chapman
Executive Assistant to Chair
Email: Sheri.Chapman@tpsb.ca

Appendix A

Expense Category	Contract / PO / DPO Date (mm/dd/yyyy)	Contract / PO / DPO Number	Consultant Name	Description of Work	Why Consultant's Services Needed	Estimated Return on Investment (%) / Realizable Benefits ($)	2022 Expenditure	2021 Expenditure
			Note 1	Note 2	Note 3	Note 4		Note 5
Management / Research & Development - CE 4089	08/13/2020	47023353 9497928	J. Wallace Skelton	To provide in the development of Transgender inclusive policies, procedures, orders, forms and training.	An expertise is required to ensure best practice and program delivery.	Intangible benefits that mitigate potential risks in Governance.	9,152	50,370
Management / Research & Development - CE 4089	07/11/2022	3617135	Cooper, Sandler, Shime & Bergman LLP	Stakeholder Consultations (BM# C2022-0622-12.0)	Expertise was required to facilitate consultations as part of the Ontario Human Rights Commission's on-going Inquiry into Anti-Black Racism and Racial Profiling by the Toronto Police Service.	This consultant was identified by the OHRC and has been instrumental to the Inquiry. There are intangible benefits to the Board supporting the work of the consultant and truly being a partner in the Inquiry.	13,229	0
Sub-total							22,381	50,370

Expense Category	Contract / PO / DPO Date (mm/dd/yyyy)	Contract / PO / DPO Number	Consultant Name	Description of Work	Why Consultant's Services Needed	Estimated Return on Investment (%) / Realizable Benefits ($)	2022 Expenditure	2021 Expenditure
Legal (External Lawyers & Planners) - CE 4091	01/01/2022	47024318 9464050	Hicks Morley Hamilton Stewart Storie LLP	Labour and employment law legal services, including the provision of legal opinions and representation in grievances, HRTO proceedings and WSIB matters. (NOTE: Legal support required during implementation of COVID-19 workplace measures, including mandatory vaccination requirement resulted in increased costs for 2022)	Extensive legal expertise was needed during 2022 to appropriately manage legal risk related to labour relations and employment law, including during the rescinding of the TPS COVID-19 mandatory vaccination requirement and its attendant implications.	Intangible benefits that mitigate potential risks in Governance.	43,105	143,495
Sub-total								
							43,105	143,495
Total - Division / Agency / Corporation							65,486	193,865

PUBLIC REPORT

March 3, 2023

To: Chair and Members
            Toronto Police Services Board

From: Myron Demkiw
            Chief of Police

Subject: Annual Report: 2022 Toronto Police Service's Consulting Expenditures

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Recommendation:

It is recommended that the Toronto Police Services Board (Board) receive this report.

Financial Implications:

The 2022 actual consulting expenditures totalled $1.32 Million (M) ($1.07M for operating and $0.25M for capital).

Funding for the expenditures detailed in this report were paid for out of the 2022 Toronto Police Service (Service) operating budget or capital budget. The expenditures referenced in this report are net of the harmonized sales tax (H.S.T.) rebate.

Summary:

This report provides the information about 2022 expenditures for consulting services. The 2022 actual consulting expenditures totalled $1.32 Million (M) ($1.07M for operating and $0.25M for capital). Details of the 2022 consulting expenditures for the Service's operating and capital budgets are provided in Attachments A and B, respectively.

Discussion:

Background

At its meeting on February 20, 2006 (Min. No. P45/03 refers), the Board requested that the Service report all consulting expenditures on an annual basis. In addition, at its meeting of March 23, 2006 (Min. No. P103/06 refers), the Board requested that future annual reports be revised so that capital consulting expenditures are linked to the specific capital project for which the consulting services were required. City of Toronto (City) Finance also requires the annual reporting of consulting expenditures in their prescribed format, so that the City's Chief Financial Officer and Treasurer can provide a consolidated report to City Council. Information on why consultants were used has been incorporated into the report format, per the City's requirements.

This report provides details of the 2022 consulting expenditures for the Service's operating and capital budgets, in the City's prescribed format and based on the definition of consulting services provided by the City, defined as follows:

> *"any firm or individual providing expert advice/opinion on a non-recurring basis to support/assist management decision-making in the areas of technical, information technology, management/research and development (R.&D.), external lawyers and planners, and creative communications."*

The information contained in this report was forwarded to the City as a requirement of the City's year-end accounting process by February 27, 2023.

Consulting Expenditures for 2022

The operating budget for consulting services is developed using zero-based budgeting. As such, 2022 expenditures for consulting services are mainly based on requirements identified during the 2022 budget process.

The Service has taken steps to manage the use of consultants and only contract for these services when:

- The skills/expertise are not available in-house;
- There is not a permanent requirement for the expertise/skill set; or
- There is a need to obtain independent/third party advice on an issue or initiative.

The actual consulting expenditures funded from the 2022-operating budget totalled $1.07M, net of H.S.T. rebate. This represents a 17% increase in consulting expenditures from 2021 ($0.91M). The following table summarizes the nature of the expenditures with the 2022 details reflected in Attachment A.

Nature of Expense / Initiative	2022 Amount	2021 Amount
Technical	$0	$10,175
Information Technology	$333,773	$120,182
Management/Research & Development	$469,463	$499,049
Legal Services	$129,658	$134,327
Creative Communications	$141,346	$147,870
Total	$1,074,240	$911,603

The actual consulting expenditures funded from the 2022 capital budget totalled $0.25M net of H.S.T. rebate. This amount represents technical and operational procurement advice required for the following projects, with additional details included in Attachment B:

- Technical advice for the new location/building of Communications Services;
- Operational advice for value added reseller (VAR) selection of infrastructure products and services.

Conclusion:

It is recommended that the Board receive this report for information on the Service's 2022 expenditures for consulting services of $1.07M.

Consulting expenditures are funded from the Service's operating and capital budgets and are reported annually to the Board and the City. The Service ensures that consulting services are used only where necessary and beneficial.

Ms. Svina Dhaliwal, Interim Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

Attachments:
Attachment A: 2022 Consulting Services Expenditure – Operating
Attachment B: 2022 Consulting Services Expenditure - Capital

2022 Consulting Services Expenditure - Operating
Attachment A

Expense Category	Consultant Name	Description of Work	Why Consultant's Services Needed	2022 Expenditure	2021 Expenditure
				$	$
Technical	Envista Forensics	To conduct required assessment at the Service's Peer to Peer Data Center, providing initial formal report outlining recommendations for remediation. **COMPLETE**	A specialized skill set is required.	-	10,175
			Sub-total	-	10,175
Information Technology	Teramach Technologies Inc.	To provide technical advice and research for solutions related to Next Generation 9-1-1 Project (N.G.9.1.1) **COMPLETE**	Specialized skill set and expertise are required to align best practices.	-	63,909
Information Technology	Slalom Consulting U.L.C.	To provide expertise and advisory services to help guide Toronto Police Service (T.P.S.) in defining the future state of Reference Architecture and identify technology solutions required in support of Community Policing and Engagement unit eMemobook solution, call diversion and forms automation.	Specialized skill set and expertise are required to align best practices.	333,773	56,273
			Sub-total	333,773	120,182
Management / Research & Development	Helpseeker Inc.	To conduct research on publicly available data relevant to the development of Social Impact Audit (S.I.A.) analysis; summarizing key findings, methodology and actionable insights to help Toronto move towards more effective and efficient ways to address social issues in the community. **COMPLETE**	Expertise required to ensure best practice and program delivery.	-	145,059
Management / Research & Development	F.R.F. Analytics Inc.	To review and assess existing Toronto Police College (T.P.C.) courses and curriculum through an anti-oppression lens. **COMPLETE**	Expertise required to ensure best practice and program delivery.	-	99,725

Expense Category	Consultant Name	Description of Work	Why Consultant's Services Needed	2022 Expenditure	2021 Expenditure
				$	$
Management / Research & Development	M.N.P. L.L.P.	To conduct international review of best practices regarding police use of force options including possible alternatives to Conducted Energy Weapon (C.E.W.) that are being used internationally, providing public report with recommendations. **COMPLETE**	Expertise required to ensure best practice and program delivery.	-	81,408
Management / Research & Development	Institute of Internal Auditors (I.I.A.)	To provide assessment and report of T.P.S. Audit and Quality Assurance unit's conformity with the I.I.A. framework. **COMPLETE**	Specialized skill set and expertise are required to align best practices.	-	18,317
Management / Research & Development	Ajay Sandhu	To assist the T.P.S. in responding to overlapping City Council motions and other recommendations for reform, producing a "white paper" that summarizes findings from robust research on issues about mental health calls for service, gendered violence, homelessness, etc. and provide clarity and establish common vocabulary and understanding of concepts. **COMPLETE**	Expertise required to ensure best practice and program delivery.	-	2,500
Management / Research & Development	Kaitlin Fredericks	To assist the T.P.S. in responding to overlapping City Council motions and other recommendations for reform, producing a "white paper" that summarizes findings from robust research on issues about mental health calls for service, gendered violence, homelessness, etc. and provide clarity and establish common vocabulary and understanding of concepts. **COMPLETE**	Expertise required to ensure best practice and program delivery.	-	2,500
Management / Research & Development	Kanika Samuels Consulting	To assist the T.P.S. in responding to overlapping City Council motions and other recommendations for reform, producing a "white paper" that summarizes findings from robust research on issues about mental health calls for service, gendered violence, homelessness, etc. and provide clarity and establish common vocabulary and understanding of concepts. **COMPLETE**	Expertise required to ensure best practice and program delivery.	-	2,251
Management / Research & Development	Mercer (Canada) Limited	To develop employee benefits strategies and recommendations on the employee health program. **COMPLETE**	Expertise required to conduct audit on our benefits carriers and regulatory services to ensure best practice and program delivery.	-	1,959

Expense Category	Consultant Name	Description of Work	Why Consultant's Services Needed	2022 Expenditure	2021 Expenditure
				$	$
Management / Research & Development	Wellesley Institute	To provide support on key T.P.S. projects managed by the Equity, Inclusion and Human Rights (E.I.H.R.) unit to inform T.P.S' race-based data strategy, the unit's overall strategy and a systemic review of T.P.S.' recruitment	Expertise required to ensure best practice and program delivery.	15,999	83,114
Management / Research & Development	Doctor Lorne Foster	To conduct an examination of T.P.S.' analysis and findings of race-based data, providing recommendations to improve the collection, analysis, interpretation and/or reporting of preliminary data and recommendations regarding methods and approaches towards the development of action plans.	Expertise required to ensure best practice and program delivery.	32,224	33,920
Management / Research & Development	Mercer (Canada) Limited	To conduct review of Survivor Income Benefits (S.I.B.), grievances, premium renewal/waiver of premium support with Green Shield Canada (G.S.C.) and Manulife.	Benefit actuarial services, benefits subject matter expertise.	151,201	21,321
Management / Research & Development	Gallagher Benefit Services (Canada) Group Inc. (former name: Gallagher McDowall Associates)	To review and evaluate submissions for new and existing civilian positions and make recommendations.	Job evaluation is a legal and collective agreement requirement. External consulting services in the area of job evaluation are required pursuant to existing Memoranda of Agreement and the Collective Agreements in force between the Toronto Police Services Board (T.P.S.B.) and the Toronto Police Association (T.P.A.)/Senior Officers Organization (S.O.O.).	75,572	6,975
Management / Research & Development	Deloitte L.L.P.	Review and assessment of policies, procedures, and programs in relation to harassment and discrimination, as well as wellness needs, with recommendations and roadmap to improvement.	Expertise required to ensure best practice and program delivery.	20,352	-
Management / Research & Development	Pivotal Technologies Inc.	To review, advise, and report on the fairness of the Records Management Services (R.M.S.) request for pre-qualification process, identify potential risks and mitigation strategies, and make recommendations in relation to the process that has been undertaken.	Expertise required to ensure best practice and program delivery.	11,957	-

Expense Category	Consultant Name	Description of Work	Why Consultant's Services Needed	2022 Expenditure	2021 Expenditure
				$	$
Management / Research & Development	PriceWaterhouseCoopers L.L.P.	To develop and deliver a final report for the inventory of the T.P.S. de-Tasking initiatives, in support of the T.P.S. in understanding and achieving goals of responsibly re-deploying services, resources, and staff.	Expertise required to ensure best practice and program delivery.	54,442	-
Management / Research & Development	J Wallace Skelton Consulting	To provide a final report that serves as the foundation to build the evaluation of training sessions and impact on the community. As part of an agreement, Equity, Inclusion & Human Rights J Wallace Skelton was involved in exploring the option of human rights-based data collection, which dovetails with some elements of the Epstein recommendations.	J Wallace Skelton's services are needed as part of the T.P.S.B.'s requirement as part of the Minutes of Settlement with Boyd Kodak.	16,275	-
Management / Research & Development	Mental Health Innovation	To conduct a program audit and gap analysis, notably against the national standards of practice for peer support. Services included a review and analysis of policies, procedures, accountability framework, scope of practice and program evaluation, and provision of a report focused on recommendations and next steps to inform the future of the T.P.S. peer support and Critical Incident Response Team (C.I.R.T.) programs.	The T.P.S. Peer Support program and C.I.R.T. are not currently functioning at a standard required to meet the needs. A thorough review of the synergies, overlaps and/or redundancies between the Peer Support and C.I.R.T. programs, and valuable advice from Mental Health Innovation will help ensure effective use of resources in all areas.	27,307	-
Management / Research & Development	Public Services Health & Safety Association	To produce detailed reports outlining a comprehensive assessment and summary of the essential physical demands analysis and cognitive demands analysis for particular positions, to provide recommendations to help identify suitable alternate work or modified work/tasks.	Expertise is not available in T.P.S.	42,739	-
Management / Research & Development	Dr. Ashley David Bender	To review and assist with the development, evaluation and implementation of a procedure for the application and assessment of requests for the inclusion of names on the Memorial Wall.	The retention of a consultant as the subject matter expert to review a procedure for the application and assessment of requests for the inclusion of names on the Memorial Wall was required as part of the Minutes of Settlement with the Ontario Human Rights Commission (O.H.R.C).	7,556	-

Expense Category	Consultant Name	Description of Work	Why Consultant's Services Needed	2022 Expenditure	2021 Expenditure
				$	$
Management / Research & Development	Bellmio, Peter	To present readiness assessment report based on analysis of patrol workload and service levels and formulate recommendations that would assist in identifying appropriate front-line patrol staffing levels to meet the needs of the community.	Expertise required to review current and past practice as well as program delivery.	13,839	-
			Sub-total	469,463	499,049

Expense Category	Consultant Name	Description of Work	Why Consultant's Services Needed	2022 Expenditure	2021 Expenditure
Legal (External Lawyers & Planners)	Lerners L.L.P.	To provide legal advice regarding Law Society complaints. **COMPLETE**	External counsel has been retained due to the level of expertise; as well as cost saving measure.	-	14,978
Legal (External Lawyers & Planners)	Henein, Hutchison L.L.P.	To provide legal advice regarding the investigation being conducted by the Ontario Provincial Police (O.P.P.) on matters involving a T.P.S. Detective. **COMPLETE**	External counsel has been retained due to the level of expertise; as well as cost saving measure.	-	6,156
Legal (External Lawyers & Planners)	Law Office of Dwayne P Way, Bar	To provide legal research, review of Epstein report and draft application for standing regarding privacy interests. **COMPLETE**	To review Judicial Review Application into the video disclosure for privacy concerns for victim.	-	5,928
Legal (External Lawyers & Planners)	Henein, Hutchison L.L.P.	To provide legal advice and consultation on alleged forgery of will and reward protocols. **COMPLETE**	External counsel has been retained for this matter due to limited resources in Legal Services.	-	4,717
Legal (External Lawyers & Planners)	Henein, Hutchison L.L.P.	To provide consultation and legal advice on various issues surrounding O.H.R.C. inquiry.	Legal services rendered for the Ontario Human Rights Inquiry, ongoing since 2015.	94,133	102,548
Legal (External Lawyers & Planners)	Henein, Hutchison L.L.P.	To provide legal advice and consultation on alleged forgery of the will and reward protocols (offered by the family). The services rendered are all related to an investigation.	External counsel has been retained for this matter due to limited resources in Legal Services, the need could not have been reasonably met.	3,343	-
Legal (External Lawyers & Planners)	Henein, Hutchison L.L.P.	To provide consultation and legal advice regarding prosecution of two senior members.	External legal firm was required to be engaged to prosecute this matter to avoid a perceived or potential conflict of interest (the prosecution remains objective).	32,182	-
			Sub-total	129,658	134,327

Expense Category	Consultant Name	Description of Work	Why Consultant's Services Needed	2022 Expenditure	2021 Expenditure
Creative Communications	Navigator Limited	To provide strategic communication advice in relation to Policing Reform.	A specialized skill set is required.	141,346	147,870
			Sub-total	141,346	147,870
				1,074,240	911,603

2022 Consulting Services Expenditure - Capital
Attachment B

Expense Category	Consultant Name	Description of Work	Why Consultant's Services Needed	2022 Expenditure	2021 Expenditure
				$	$
Technical	Aecom Canada Limited	To conduct a feasibility study to relocate the current Communications Services unit to a new location or building.	A specialized skill set is required.	22,270	132,005
			Sub-total	**22,270**	**132,005**
Information Technology	Teramach Technologies Inc.	To provide technical advice and research for solutions related to the N.G.9.1.1.project. **COMPLETE**	Specialized skill set and expertise are required to align best practices.	-	63,909
Information Technology	Gartner Canada Inc.	Provide analysis of the current infrastructure, network and storage Vendor of Record agreements. Document T.P.S. infrastructure goals, vendor requirements and provide recommendations to support T.P.S. in achieving desired objectives regarding infrastructure optimization.	Specialized skill set and expertise are required to ensure successful outcomes.	228,960	-
			Sub-total	**228,960**	**63,909**
Management / Research & Development	M.N.P. L.L.P.	To conduct international review of best practices regarding police use of force options including possible alternatives to C.E.W. that are being used internationally, providing public report with recommendations. **COMPLETE**	Specialized skill set and expertise are required to align best practices.	-	50,880
			Sub-total	**-**	**50,880**
Legal (External Lawyers & Planners)				-	-
			Sub-total	**-**	**-**
Creative Communications				-	-
			Sub-total	**-**	**-**
				251,230	**246,794**

PUBLIC REPORT

April 13, 2023

To: Chair and Members
                   Toronto Police Services Board

From: Myron Demkiw
                   Chief of Police

Subject: Annual Report: 2022 Activities and Expenditures of Community Consultative Groups

Purpose: ☐ **Information Purposes Only**   ☒ **Seeking Decision**

Recommendation:

It is recommended that the Toronto Police Services Board (the Board) approve an expenditure in the amount of $29,000 from the Board's Special Fund, less the return of any funds not used, to support the Community Consultative Groups listed within this report.

Financial Implications:

A total of $30,000 was allocated to the Community Consultative Groups from the Board's Special fund during 2022 (as outlined in table 1). Unspent funds totalling $8,358.65, as outlined in the attachment "2022 Summary of Activities and Expenditures Community Consultative Groups", have been returned to the Board's Special Fund.

Upon approval of the Annual Report 2022 Activities and Expenditures of Community Consultative Groups, each committee will receive $1,000 in 2023 with the following exceptions:
- The Chief's Advisory Council (C.A.C.) is no longer an active committee and will not receive any funding in 2023;
- 54 Division Community Police Liaison Committee (C.P.L.C.) has amalgamated with 55 Division C.P.L.C., therefore there is no request for funding for 54 Division C.P.L.C. in 2023; and
- The Chief's Youth Advisory Committee (C.Y.A.C.) will receive $2,000.

This will result in the Board's Special Fund being reduced by a total of $29,000.

Summary:

The Toronto Police Service (T.P.S.) and the Board believe a key component of community policing is the community consultative process and therefore support the Community Consultative Groups. The community consultative process provides an opportunity for the community and the police to exchange information and identify issues specific to their communities and neighbourhoods. Members of the public take leadership roles in addressing community concerns by developing strategies in partnership with police that maintain and enhance community safety.

As per the guiding principles of the Board's Special Fund Policy, community engagement is the basis for enhancing community safety and well-being that builds healthy, strong and inclusive communities. The Board is committed to allocating funds from the Special Fund for matters of public interest that support community engagement initiatives aimed at fostering safer communities, which include collaborative relationships with community members and organizations.

The purpose of this report is to request the Board approve the renewal of annual funding to support the community engagement activities of the Community Consultative Groups that will be carried out in 2023; and to provide the Board with an annual review of the activities and accounting of the Community Consultative Groups during the period of January 1, 2022, to December 31, 2022.

Discussion:

Background

Relevant Board Policies and Compliance

The request for expenditures in this report, are in accordance with the Board's Special Fund Policy, which directs that the annual funding to each of the C.P.L.C.s and the Community Consultative Committees (C.C.C.) shall not exceed $1,000; and the annual contribution to the C.Y.A.C. shall not exceed $2,000. Further conditions include:

   i.   The funds provided only be used to support engagement and outreach initiatives by the receiving Community Consultative Groups or C.P.L.C.s; and
   ii.   Provide an account and description for the previous year's expenditures.

The Board's Community Consultative Groups Policy also requires that each consultative group receive $1,000.00 in annual funding from the Board's Special Fund, following the receipt of an annual report from each consultative group detailing the activities and expenditures from the previous year.

All Community Consultative Groups have submitted a 2022 annual report detailing their activities and expenditures to support community engagement and outreach, crime prevention initiatives, community events and administrative meetings.

Consultative Committees

The mission statement of the T.P.S. Consultative Committee process is, "To create meaningful partnerships through trust, understanding, shared knowledge and effective community mobilization to maintain safety and security in our communities."

Community Consultative Groups include the following:

- Community Police Liaison Committees (C.P.L.C.);
- Community Consultative Committees (C.C.C.); and
- Chief's Youth Advisory Committee (C.Y.A.C.).

The community consultative process affords opportunities for enhanced community safety involving community based activities and leadership, the mutual exchange of information and the development of joint problem solving initiatives.

Community Consultative Groups are governed by the T.P.S. Community Consultation and Volunteer Manual, which sets out expectations and standardized activities including:

- Meet at least four times per year;
- Set goals and objectives consistent with T.P.S. priorities at the beginning of each calendar year;
- Hold one town hall forum jointly with police annually;
- Develop one value-added community-police project per year consistent with T.P.S. priorities;
- Participate in the annual Community Police Consultative Conference;
- Keep minutes of all meetings;
- Prepare a financial statement for the Committee Executive when requested; and
- Complete a year-end "Activity and Annual Performance Evaluation Report."

C.P.L.C.:

A C.P.L.C. is mandated and established in each of the sixteen policing divisions.

The purpose of the C.P.L.C. is to provide advice and assistance to Unit Commanders on matters of concern to the local community including crime and quality of life issues. The C.P.L.C. is also consulted as part of the divisional crime management process established by T.P.S. Procedure 04-18 entitled "Crime and Disorder Management," a process which includes assisting the local Unit Commander in establishing annual priorities.

The composition of each C.P.L.C. differ across the city, as each Unit Commander is required to establish a committee that reflects the unique and diverse population served by a particular policing division. C.P.L.C. participants shall include representation from various racial, cultural or linguistic communities, social agencies, businesses, schools, places of worship, local youth and senior groups, marginalized or disadvantaged communities and other interested entities within the local community. Each C.P.L.C. is co-chaired by a T.P.S. Senior Officer and a community member.

In 2022, funding was allotted to both 54 Division C.P.L.C. ($1,000) and 55 Division C.P.L.C ($1,000). These divisions and related C.P.L.C.s have now amalgamated and are presented as a combined allotment for $2,000 in the expenditure attachment. Moving forward, and in keeping with Board Policy, the funding allotment requested for 55 Division in 2023 is $1,000.

Community Consultative Committees (C.C.C.):

The C.C.C.s represent specific communities throughout the City of Toronto. The membership draws from community leaders and stakeholders within each of these communities, and serves as a voice on wider policing issues such as cultural awareness, recruiting, training, community engagement, crime prevention initiatives and strategies, and promoting harmony, dialogue and understanding between the T.P.S. and the communities. Each C.C.C. is co-chaired by a T.P.S. Senior Officer and a community member.

The T.P.S. currently maintains a C.C.C. for the following communities:

- Aboriginal;
- Asia Pacific;
- Black;
- Chinese;
- French;
- Jewish;
- Lesbian, Gay, Bisexual, Trans, Queer, Two-Spirited (L.G.B.T.Q.2.S.+);
- Muslim;
- Persons with Disabilities;
- Seniors; and
- South and West Asian.

C.Y.A.C.:

The T.P.S. operates a community consultation process at the Chief of Police level. The C.Y.A.C. provides a voice for youth, from diverse communities, on a wide variety of issues.

Reporting:

Each community consultative group is required to include a year-end report and accounting for expenditures made from the Board's Special Fund received during the year. The funds are used for crime prevention initiatives, community outreach, community events, value-added community projects and administrative meetings.

Expenditures have been recorded and verified within the Systems Application Products (S.A.P.) accounting software used by the T.P.S. with checks at the unit level.

2022 Funding Allocation:

A total of $30,000 was allocated to the Community Consultative Groups from the Board Special Fund during 2022, as outlined in table 1 below.

Table 1. 2022 Funding Allocation – Community Consultation Groups

	Committee	Amount
1	Aboriginal Community Consultative Committee	$1,000.00
2	Asia Pacific Community Consultative Committee	$1,000.00
3	Black Community Consultative Committee	$1,000.00
4	Chief's Advisory Council	$1,000.00
5	Chief's Youth Advisory Committee	$2,000.00
6	Chinese Community Consultative Committee	$1,000.00
7	French Community Consultative Committee	$1,000.00
8	LGBTQ2S+ Community Consultative Committee	$1,000.00
9	Jewish Community Consultative Committee (New in 2022)	$0.00
10	Muslim Community Consultative Committee	$1,000.00
11	Persons with Disabilities Community Consultative Committee	$1,000.00
12	Seniors Community Consultative Committee	$1,000.00
13	South and West Asian Community Consultative Committee	$1,000.00
14	11 Division Community Policing Liaison Committee	$1,000.00
15	12 Division Community Policing Liaison Committee	$1,000.00
16	13 Division Community Policing Liaison Committee	$1,000.00
17	14 Division Community Policing Liaison Committee	$1,000.00
18	22 Division Community Policing Liaison Committee	$1,000.00
19	23 Division Community Policing Liaison Committee	$1,000.00
20	31 Division Community Policing Liaison Committee	$1,000.00
21	32 Division Community Policing Liaison Committee	$1,000.00
22	33 Division Community Policing Liaison Committee	$1,000.00
23	41 Division Community Policing Liaison Committee	$1,000.00
24	42 Division Community Policing Liaison Committee	$1,000.00
25	43 Division Community Policing Liaison Committee	$1,000.00
26	51 Division Community Policing Liaison Committee	$1,000.00
27	52 Division Community Policing Liaison Committee	$1,000.00
28	53 Division Community Policing Liaison Committee	$1,000.00
29	54 Division Community Policing Liaison Committee	$1,000.00
30	55 Division Community Policing Liaison Committee	$1,000.00
	Grand Total:	$30,000.00

Equity Analysis

The funding provided to Community Consultative Groups to support community engagement and outreach will have a positive equity impact for a diverse group of communities, including racialized individuals, L.G.B.T.Q.2.S.+ community members, persons with disabilities, vulnerable persons, youth and seniors.

Events and initiatives focusing on community engagement raise awareness and present opportunities to embrace differences, learn about cultural traditions, focus on historical

events and understand the challenges presented to vulnerable, marginalized and racialized communities.

Conclusion:

The T.P.S. remains committed to an effective and constructive community consultative process with community stakeholders that is based on mutual trust, respect and understanding. The community consultative process that is sustained financially through the Board's Special Fund, is one method utilized by the T.P.S. to help empower our communities.

It is recommended that the Board receive the attached report for consideration and approve the requested expenditure of $29,000 from the Board's Special Fund, less the return of any funds not used, to support the 2023 Community Consultative Groups.

Acting Deputy Chief Lauren Pogue, Field Services Command, will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

Attachments:

2022 Summary of Activities and Expenditures Community Consultative Groups

2022 Summary of Activities and Expenditures of Community Consultative Groups

Committees that have exceeded the allotted budget are responsible for covering any surplus.

Committee Name	11 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Kelly Skinner, Inspector Joyce Schertzer, Deborah Wilson (Civilian Co-Chair)				
Total Number of Members	12	**Number of Meetings**	5	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

The C.P.L.C. participated in community events and crime prevention initiatives with the Neighbourhood Community Officers (N.C.O.) including a Cram the Cruiser event.

Members discussed ways to improve communication and sharing of information with the community and created an 11 Division C.P.L.C. website (www.11divisioncplc.ca). Members promoted the new website at community events, through distributing door hanger pamphlets and community resource cards with a Q.R. code that links to the new website. The website went live on December 19, 2022.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
C.P.L.C. website platform – annual fee			$273.41
New C.P.L.C. domain registration			$23.71
Printing of door hanger pamphlets – promote C.P.L.C. website	5000	$0.0659	$368.94
Printing of community resource cards with Q.R. code linked to website	5000	$0.0436	$246.89
		Total Expenditures	$912.95
		Amount to be returned	$87.05

Committee Name	12 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Kelly Skinner, Inspector Paul Krawczyk, Barbara Spyropoulos (Civilian Co-Chair)				
Total Number of Members	44	**Number of Meetings**	9	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

C.P.L.C. members supported the N.C.O. and Gang Prevention Unit with respect to introductions to community groups and organizations as well as facilitating interactions with the public. Members continued to work within the community on crime prevention initiatives by participating in numerous Crime Prevention Through Environmental Design (C.P.T.E.D.) audits within the division. They also attended Central Ontario Crime Prevention Association meetings and the 25th Annual Fraud & Anti-Counterfeiting Conference to further their understanding of crime prevention measures. Along with the Fraud Officer they made five presentations to seniors' groups regarding various current frauds as well as a presentation regarding senior safety.

Members participated in numerous events and programs throughout the year such as neighbourhood clean-up days to recognise Earth Day, helped organize and participated in the Taste of Weston in July, Amesbury Park Canada Day celebrations, Rustic Movie Nights in the Park, Spice Isle Family Fun Day in August, and Winterfest in November. Along with the N.C.O.'s and Auxiliary officers, they also participated in a series of Cram-A-Cruiser food drives. The C.P.L.C. assisted in organizing a bike safety event with the Weston Business Improvement Area (B.I.A.) in which we were able to distribute donated bikes to children from underserved communities as well as bike repairs and helmets. The C.P.L.C. membership held a Volunteer Appreciation Night in December. For a community donation initiative, the C.P.L.C. participated in the T.T.C. Mount Dennis Division for the annual coat, toy and food drive (Stuff the Bus). The C.P.L.C. provided an appreciation plaque for the T.T.C. volunteers. The C.P.L.C.- N.C.O.s also organized a Christmas project to ensure that as many families as possible were assisted with food and toy donations for the holidays.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Rental of storage facility	4 months	$30.50	$122.00
Bike program expenses			$185.42
Meeting expenses			$32.38
Volunteer Appreciation Night			$354.65
Coat Drive expenses (plaque for T.T.C. Volunteers)			$21.00
C.P.L.C.-N.C.O. Christmas project			$122.05
		Total Expenditures	$837.50
		Amount to be returned	$162.50

Committee Name	13 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	A/Superintendent Greg Cole, Inspector Darren Alldrit, Staff/Sergeant John Stockfish, Andrew Kirsch (Civilian Co-Chair)				
Total Number of Members	13	**Number of Meetings**	3	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

C.P.L.C. members worked continuously with police to educate the community by providing crime prevention and safety education through numerous community events and initiatives.

13 Division hosted a meeting during Crime Prevention week for our C.P.L.C. members and other community members. (Including C.P.L.C. members from 53 Division and 53 Divisions Civilian Co-Chair Deidre Cameron)

As a back to school initiative, 50 backpacks were purchased from Bargains Group to give to children for back to school.

C.P.L.C. Co-Chair Andrew Kirsch participated in 13D Christmas Toy Drive and Cram-A-Cruiser events.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Back to school backpacks (Bargains Group)	50	$14.50	$819.25
C.P.L.C. Meeting Refreshments (Food & Drink)			$131.97
Crime Prevention Community Meeting			$46.78
		Total Expenditures	$998.00
		Amount to be returned	$2.00

Committee Name	14 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Domenic Sinopoli, Inspector Scott Purches, Miranda Kamal (Civilian Co-Chair)				
Total Number of Members	21	Number of Meetings	9	Number of Town Hall Meetings	0

Engagement and Outreach Initiatives

C.P.L.C. members received a presentation on Race-Based Data Reports from T.P.S. Equity, Inclusion and Human Rights so they are educated on the matter to discuss it with the community.

C.P.L.C. Treasurer Sarah Miller created and presented a Crime Prevention through Environmental Design (C.P.T.E.D.) presentation to all of the C.P.L.C. Volunteers and Officers.

C.P.L.C. members and 14 Division N.C.O.'s distributed reflective armbands and whistles to respite centres, women shelters and other at-risk community members

Open House at 14 Division. C.P.L.C. volunteers, community volunteers, T.P.S. Auxiliary officers and D14 Officers hosted a community open house at 14 division

C.P.L.C. members scholarship committee and 14 Division officers presented 2 - $3,000.00 scholarships to two deserving recipients.

C.P.L.C. Members and D14 Auxiliary officers on site to support "Bike with Mike" Bike safety event at Christie Pits Park. C.P.L.C. Volunteers set-up a station and distributed bike and road safety flyers.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Bicycle Lights – Bike with Mike event	230	$3.57	$821.10
Set-up charge			$65.00
HST			$115.19
		Total Expenditures	$1,001.29
		Amount to be returned	$0.00

Committee Name	22 Division Community Police Liaison Committee (C.P.L.C.)			
Executive Membership	Superintendent Ron Taverner, Inspector Anthony Paoletta, Michael Georgopoulos (Treasurer & Acting Civilian Co-Chair)			
Total Number of Members	9	**Number of Meetings**	6	**Number of Town Hall Meetings**	2

Engagement and Outreach Initiatives

C.P.L.C. members participated in several initiatives and events with the N.C.O.'s throughout the year including, the 22 Division Open House & BBQ, numerous "Coffee with a Cop" events, T.P.S./T.T.C./C.P.L.C. "Stuff the Bus" Toy and Food Drive. C.P.L.C. members in attendance to support N.C.O. "Movie Night" initiative in the West Mall community. Discussions and introductions with community members and N.C.O. staff throughout the night.

C.P.L.C. members and the N.C.O. organized and hosted the inaugural "*22 Division Community Summer Festival*" at Bloordale Park South. Arrangements were made with the T.T.C. to provide free bus services to event registered families from all our 22 Div. N.C.O. areas so that they could attend the event.

N.C.O. area attendees were provided with 168 free ice cream treats and 153 free meals. With the support of Costco, were also able to distribute 340 free bottles of water. Free activities, entertainment and bike rides with our N.C.O. was provided to all attendees. The C.P.L.C. were successful in engaging with our N.C.O. area community members and members from many other communities within 22 Division. It also provided the N.C.O., the Toronto Police Dog Services, Recruitment and Motorcycle teams with an opportunity to introduce and showcase their teams to the approximate 400 attendees. C.P.L.C. Executives and Members also participated in the 22 Division event and assisted in collecting additional toys throughout their respective communities.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
C.P.L.C. Website fee			$48.00
C.P.L.C. Email service fees			$25.56
Ice Cream Cones/Slushies, Chicken sliders, chips/drink meals, personal pizza & drink meals, donation for use of property and bathrooms for event, 20' X 30" pole tent, 10 tables and 80 chairs, 4 inflatables and 2 generators, blank avery labels to print food and Ice cream vouchers, event permit fee			$845.36
Christmas decorations for the 22 Div. T.P.S./C.P.L.C./T.T.C. Stuff the Bus Event			$38.04
		Total Expenditures	$956.96
		Amount to be returned	$43.04

Committee Name	23 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Ron Taverner, Inspector Michelle Cipro, Richardo Harvey (Civilian Co-Chair)				
Total Number of Members	13	**Number of Meetings**	9	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

C.P.L.C. Members worked in collaboration with N.C.O., Auxiliaries and District Special Constables (D.S.C.) to collect non-perishable donated food items. Collected food items were distributed to local food banks/organizations to help combat food insecurity within the community.

C.P.L.C. Members partnered with the City of Toronto Parks, Forestry & Recreation (P.F.R.) to host an outdoor Movie Night & BBQ. Through a collaborative effort between the C.P.L.C., P.F.R. staff, N.C.O. D.S.C., volunteers and all other contributors, over 1,000 community members were able to enjoy a free meal, outdoor activities, popcorn and a movie. This event helped to foster positive community engagement.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Open Air Projections Inc. Projection/Audio System & Film Licensing ($765.00 through fundraising)			$1,765.00
		Total Expenditures	$1,765.00
		Amount to be returned	$0.00

Committee Name	31 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Andy Singh, Mark Tenaglia (Civilian Co-Chair)				
Total Number of Members	6	Number of Meetings	13	Number of Town Hall Meetings	2

Engagement and Outreach Initiatives

The 31 C.P.L.C. collaborated with 31 N.C.O., Engage 416, C.P.E.U. to address issues facing the community. They also assisted other C.P.L.C.'s with building their websites and promotional materials.

C.P.L.C. members worked continuously with police to assist in providing crime prevention and safety education to the community through numerous community events and initiatives. Topics that were covered included, fraud, abuse, scams, traffic safety.

The 31 C.P.L.C. continued to develop numerous initiatives for the community which included:
- **Woman's Life Group mentorship program** - created a 10 week program for young women in 31 Division as a safe place to have open discussions about life issues and for mentorship.
- **Make Your Future** career/employment opportunity events - https://www.makeyourfuture.ca/
- **Laptops for Learning program -** https://www.laptopsforlearning.ca,
- **Tastes and Sounds of Jane and Finch** - https://www.tastesandsounds.com/
- The C.P.L.C. designed and printed door-hangers for 31 Division "**Get to know your N.C.O.**" with information about our N.C.O. program with a Q.R. code for easy accessibility. Once scanned, the user is directed to https://www.31division.ca/N.C.O. where one can view more details about our N.C.O. 7,500 Printed which N.C.O. hand out to the community on a regular basis and at community events.
- 31 Division's Email Newsletter Distribution had 1,436 Contacts Y.T.D.
- As of December 31, 2022, the www.31division.ca had 17,527 site visits, and 26,628 page views.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Plaque – Presentation to community – D31 Outdoor Safe Play Initiative			$84.42
C.P.L.C./N.C.O. Community Initiative Safe Play – 33 necklaces	33	$2.359	$77.85
C.P.L.C./N.C.O. Community Initiative Safe Play – 21 necklaces	21	$2.294	$48.18
C.P.L.C. Meeting – Food/Coffee			$32.35
C.P.L.C. 31 Division Website maintenance: Domain Hosting, Site hosting, Domain Registration. Printing costs: Banners, Business Cards for Co-Chairs and Open House BBQ Postcards			$607.89
Printing of Pull Up Banner C.P.L.C.			$133.31
		Total Expenditures	$984.00
		Amount to be returned	$16.00

Committee Name	32 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Shannon Dawson, Inspector Catherine Jackson, Yvonne LEE (Civilian Co-Chair)				
Total Number of Members	19	**Number of Meetings**	7	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

C.P.L.C. members continue to educate themselves on policies, procedures and technology to be better informed when creating Crime prevention initiatives for the community. C.P.L.C. members received presentations on the T.P.S. Public Safety Data Portal, C.O.R.E. reporting, Auto Theft trends, Access and Release of Records from Information Management.

C.P.L.C. members support the N.C.O. Holiday Toy Drive. C.P.L.C. also contributes funds to address Food Insecurity with the Lawrence Heights community.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Food Insecurity donation in kind with Unison Health Services			$1,000.00
		Total Expenditures	$1,000.00
		Amount to be returned	$0.00

Committee Name	33 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	A/Inspector Mike Hayles, Christine Crosby (Civilian Co-Chair), Claudia Brown (Treasurer)				
Total Number of Members	7	Number of Meetings	3	Number of Town Hall Meetings	0

Engagement and Outreach Initiatives

C.P.L.C. Members along with our Volunteers performed Purse Patrols at local stores providing crime prevention education and awareness as well as set up multiple Pamphlet Display tables at Shopper's Drug Mart (multiple locations).

The C.P.L.C. members work year round through events and initiatives to promote Senior safety, Traffic and Pedestrian Safety and encourage C.P.T.E.D. audits.

C.R.U. officers and the Sparroway's Community worked together on a Cops and Kids initiative called "Sunflower Seed project"

C.P.L.C./N.C.O. worked together (along with Cadillac Fairview) on "Be a Santa to a Child" initiative as well as donating food and toys from their annual toy drive to the Costi Shelter which assisted more than 300 youth**.**

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Sunflower Seed project Flower pots	5	$20.80	$104.00

Be a Santa to a Child (multiple store purchases)
  - Dollarama
  - Sephora
  - Baby Bryan
  - Sportchek
  - LEGO store
			$96.90
			$123.40
			$311.70
			$282.90
			$79.10

		Total Expenditures	$998.00
		Amount to be returned	$2.00

Committee Name	41 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Warren Wilson, Inspector James Hung, Holly de Jong (Civilian Co-Chair)				
Total Number of Members	8	**Number of Meetings**	8	**Number of Town Hall Meetings**	3

Engagement and Outreach Initiatives

C.P.L.C. Members participated in various events throughout the division to promote the C.P.L.C., create new relationships as well as to educate the community on Crime Prevention topics.

C.P.L.C. members participated in the Oakridge Park Eco Day - cleaning up at Oakridge Park, Feed Scarborough Event, Taste of Lawrence (street festival), Movie Night in the Park' in Oakridge Park, the Pumpkin Patch Parade in the Oakridge neighbourhood, and in the Christmas Food Drive throughout the month of December.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Christmas Toy Drive (various items)			$431.00
Personal Safety Alarms (to be given out at events)	50	$6.78	$339.00
Pencils (to be given out at events)	500	$.46	$230.00
		Total Expenditures	$1,000.00
		Amount to be returned	$0.00

Committee Name	42 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Greg Watts, Inspector Michael Williams, Simon Ip (Civilian Co-Chair)				
Total Number of Members	17	**Number of Meetings**	9	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

During the year of 2022, the pandemic forced a stop to most of the in-person activities. The 42 Division C.P.L.C. decided to resume the in-person monthly meeting at the station in November.

The C.P.L.C. continued running their Scholarship program to encourage high school students to be involved in community services. The winner was presented with $1000.00.

Based on the year end traffic accident figures, the C.P.L.C. decided to purchase high visibility reflective zipper pulls for officers to distribute to pedestrians in the community as a pedestrian traffic safety initiative.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Reflective Zipper Pulls	1000	$.79	$790.00
Freight			$28.50
Tax			$106.41
		Total Expenditures	$924.91
		Amount to be returned	$75.09

Committee Name	43 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent David Rydzik, Inspector Roger Caracciolo, James Thomas (Civilian Co-Chair)				
Total Number of Members	20	**Number of Meetings**	10	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

Woburn Neighbourhood for Auto Thefts with C.P.L.C., C.P.O., CRO and N.C.O.

C.P.L.C. members attended numerous "Coffee with a Cop" and Kickbox with a Cop" events throughout the division to support the N.C.O.'s in creating relationships with community members.

C.P.L.C. members participated in crime prevention initiatives by attending various events with N.C.O.'s such as Community Outreach Initiative - Auto Theft/Car Jacking, Crime Prevention Week Media Kick Off, Lock it or Lose it Campaign.

Toronto Sports Festival/ Police Week Event - T.P.S. Chief's Youth Advisory, The Good Guides, C.P.L.C. Members and N.C.O. at Cornell Park

C.P.L.C. Food Drive Initiative with N.C.O. at 90 Mornelle Court/T.C.H.C. Community to serve approximately 200 families.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Food Drive initiative 90 Mornelle Court/ Community food bank	1	$1.000	$1,000.00
Purchase 200 lbs of food that served approximately 200 families within the community			
Total Expenditures			$1,000.00
Amount to be returned			$0.00

Committee Name	51 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Chris Kirkpatrick, Karen Marren (Civilian Co-Chair)				
Total Number of Members	28	Number of Meetings	9	Number of Town Hall Meetings	0

Engagement and Outreach Initiatives

C.P.L.C. members helped set up, and were in attendance for, the majority of Neighbourhood Community Officer (N.C.O.) quarterly meetings for each of the six designated Neighbourhoods in 51 Division.

C.P.L.C. members attended the St. Jamestown Festival with N.C.O. to meet with community members and hand out a number of give-aways for children.

C.P.L.C. members assisted with the yearly community toy drive that assisted in providing children primarily in Toronto Community Housing buildings with gifts that made for a better holiday season.

Expenditures From Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Foremost Promotions (Police Officer Smiley Pens)	700	$1.42	$1,000.00
		Total Expenditures	$1,000.00
		Amount to be returned	$0.00

Committee Name	52 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Brett Nicol, Inspector Timothy Crone, Melanie Dickson-Smith (Civilian Co-Chair)				
Total Number of Members	22	**Number of Meetings**	2	**Number of Town Hall Meetings**	1

Engagement and Outreach Initiatives

C.P.L.C. Members participated in various events and initiatives to promote the C.P.L.C., create new relationships as well as to educate the community on Crime Prevention topics.

D52 C.R.U. Supervisors and members of the C.P.L.C., Chinatown community, met via WebEx to discuss concerns in their community.

Superintendent, D52 C.R.U. Supervisors and members of the C.P.L.C., Downtown Yonge Business Improvement Association (B.I.A.) met in person to discuss community engagement initiatives.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Collaboration magnets with the Toronto Downtown West B.I.A.	1000	$.66	$669.07
Town Hall meeting refreshments			$112.49
		Total Expenditures	$781.56
		Amount to be returned	$218.44

Committee Name	53 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Greg Cole, Inspector Heather Nichols, Deidre Cameron (Civilian Co-Chair)				
Total Number of Members	13	**Number of Meetings**	3	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

Community Safety Team and Unit Command team commenced a rebuild of the 53 Division C.P.L.C. This included recruitment as well as community outreach to find the best candidates for the C.P.L.C.

C.P.L.C. Co-Chair Deirdre Cameron participated in the Community Police Consultative Conference to connect, collaborate, effect change and create solutions for the communities and neighbourhood.

New C.P.L.C. website was created to improve communication and sharing of information with the community which the design initiative was headed up by the C.P.L.C. co-chair Deidre Cameron. Members discussed ways and created an 11 Division C.P.L.C. website. Members promoted the new website at community event and by distributing door hanger pamphlets in the community.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
C.P.L.C. website			$195.00
Website Hosting			$317.30
C.P.L.C. Door Hangers	3000	$0.1316667	$446.35
Total Expenditures			$958.65
Amount to be returned			$41.35

Committee Name	55 Division Community Police Liaison Committee (C.P.L.C.)				
Executive Membership	Superintendent Kim O'Toole, Inspector Dave Correa, Peter Themeliopoulos (Civilian Co-Chair)				
Total Number of Members	13	**Number of Meetings**	10	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives
Events:
In 2022, the 55 Division C.P.L.C. focused on engagement via digital initiatives, such as leveraging WebEx to host committee meetings and participating in councillor Fletcher and Bradford's town hall meetings. As pandemic restrictions lifted, the C.P.L.C. resumed in-person events and community initiatives, including participation at the Annual Beaches Easter Parade, information booth with attractions during Toronto Fire Prevention Week festivities and a "Hot Chocolate with a Cop" youth event held on November 15, 2022 in partnership with Starbucks at Coxwell & Plains Road.

In August, the 55 Division C.P.L.C. awarded five $500 bursaries to local students through the Valerie Mah Scholarship Bursary Program. Neighbourhood Resource Officers help identify candidates in our priority neighbourhoods. The Scholarships are awarded annually to youth who have demonstrated leadership in their high school and a commitment to the community.

A 55 Division C.P.L.C. website has been developed and is intended to provide the public with regular updates of good-news stories as well as share where 55 Division is focusing, such as C.P.L.C. initiatives and crime prevention programs. Click the following U.R.L. link to view the website: www.55C.P.L.C.ca

Fundraising – We are actively developing a more strategic fundraising plan, including donor-tracking plans and a targeted communication schedule.

The C.P.L.C. is very active and engaged in the community and in an effort to promote
the C.P.L.C. and its members, C.P.L.C. name tags were purchased to wear at events.

Expenditures from Toronto Police Services Board Funding ($2,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
November 2022 – C.P.L.C. meeting – Tim Horton refreshments			$34.58
December 2022 – C.P.L.C. meeting – Papa Johns refreshments			46.30
C.P.L.C. name tags for membership to wear when in the public (price + tax)	20	$11.75	$265.55
		Total Expenditures	$346.43
		Amount to be returned	$1,653.57

Committee Name	Aboriginal Community Consultative Committee (A.C.C.C.)			
Executive Membership	Acting Deputy Chief Pogue, Staff Superintendent Robert Johnson, Frances Sanderson (Civilian Co-Chair)			
Total Number of Members	18	**Number of Meetings**	10	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

23 September 2022 – National Truth and Reconciliation Day/ Orange Crane Display in Lobby of T.P.S. H.Q. 40 College Street.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Red Bear Singers			$400.00
Supplies for Artwork (Paper, String, Tape)			$105.45
		Total Expenditures	$505.45
		Amount to be returned	$494.55

Committee Name	Asia Pacific Community Consultative Committee (A.P.C.C.C.)				
Executive Membership	Staff Superintendent Randy Carter (retired December 21, 2022), Superintendent Katherine Stephenson, Will Cho (Civilian Co-Chair)				
Total Number of Members	23	**Number of Meetings**	7	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

Asian Survivor Initiative. A.P.C.C.C. initiated a clothing drive for victims of human trafficking within the Asian communities in collaboration with the T.P.S. Human Trafficking Unit and Victim Services. The clothing was donated to victims of human trafficking, women's shelters and the Ukrainian donation.

Malaysian Association of Canada Summer Festival. Met with various community leaders and stakeholders enhancing the relationship between the Malaysian community and the T.P.S.. Discussed future events such as crime prevention presentations on fraud, traffic safety, and personal safety.

Happy Together Project was dedicated to families affected by domestic violence within the Korean community. The project provided a gift for a child to the single parent affected by domestic violence during Christmas. A.P.C.C.C. member dressed up as Olaf from the Disney movie, delivered the gift to the family. Information package on various support/ resources were provided.

Basket of Hope Initiative was dedicated to the vulnerable seniors within the Laos community. Officers delivered baskets made up of food staples that the Lao community are familiar with along with toques/socks. Officers also provided a senior's safety package for the vulnerable seniors.

Happy Together Project was dedicated to the vulnerable seniors within the Korean community. A Consul from the Korean Consulate's office assisted in delivering the gifts and with translation. Officers also provide an information package on senior's safety.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Malaysian Association of Canada Summer Festival – parking			$10.00
Malaysian Association of Canada Summer Festival – samosas			$49.16
Basket of Hope – Instant flat noodles (6x30x50g) case	1	$95.00	$95.00
Basket of Hope for vulnerable seniors- Toques / 4pk socks	4 / 4	$14.99/$23.99	$53.59
Happy Together for vulnerable seniors – Toques / 4pk socks	2 / 3	$14.99/$23.99	$98.26
Happy Together toys for families of domestic violence			$607.54
Total Expenditures			$903.55
Amount to be returned			$96.45

Committee Name	Black Community Consultative Committee (B.C.C.C.)				
Executive Membership	Staff Superintendent Mark Barkley, Superintendent Ron Khan, Sarah Ali (Civilian Co-Chair)				
Total Number of Members	9	Number of Meetings	6	Number of Town Hall Meetings	2

Engagement and Outreach Initiatives

Race Based Data Town Hall Meetings in 31 Division and 41 Division
Youth Empowerment Day @ Toronto Zoo
Summer backpack give away in 42 Division
Christmas Gift give away in 42 Division
Toronto Caribbean Carnival assist with T.P.S. float and launch

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
No funds used		**Total Expenditures**	$0.00
		Amount to be returned	$1,000.00

Committee Name	Chief's Advisory Council (C.A.C.)				
Executive Membership					
Total Number of Members	0	Number of Meetings	0	Number of Town Hall Meetings	0

The Chief's Advisory Council was not active in 2022 and there will be no funding request for 2023

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
No funds used			
Total Expenditures			$0.00
Amount to be returned			$1,000.00

Committee Name	Chinese Community Consultative Committee (C.C.C.C.)				
Executive Membership	Superintendent Warren Wilson, Alex Yuan (Civilian Co-Chair)				
Total Number of Members	16	Number of Meetings	10	Number of Town Hall Meetings	0

Engagement and Outreach Initiatives

The C.C.C.C. engaged with the community through social media, printed media, TV and Radio media outlets to provide crime prevention and safety tips. Topics covered included hate crime, fraud prevention, Car Jacking awareness, and personal and traffic safety tips.

The C.C.C.C. purchased an 8x8 backdrop banner which it utilized during community events to advertise the C.C.C.C. to the community.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
C.C.C.C. 8x8 Step and Repeat Backdrop Banner			$726.59
		Total Expenditures	$726.59
		Amount to be returned	$273.41

Committee Name	French Community Consultative Committee (F.C.C.C.)				
Executive Membership	A/C.A.O. Svina Dhaliwal, Christine Page (Civilian Co-Chair)				
Total Number of Members	7	**Number of Meetings**	2	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

The F.C.C.C. uniform liaison officer position was vacant as of April 2022 and then later filled at the end of November. The F.C.C.C. goals were to increase the membership through Francophone service providers community partners, collaborate and support the CCC's and C.P.L.C.'s on crime prevention initiatives and link Francophone entrepreneurs. The F.C.C.C. also increased collaboration with the B.C.C.C. and members. The French civilian co-chair attended the B.C.C.C. meeting early 2022, since the large part of both communities intersect with each other. The two major events for the Francophone community are the International Francophonie Day (Mar 22nd) and the Franco-Ontarian Day (September 25th).

Virtual International Francophonie Day (due to Covid pandemic restrictions)

F.C.C.C. members attended the Toronto Police Service Volunteer appreciation night. The Toronto Police Service awarded members of the F.C.C.C. for their dedication.

The F.C.C.C. members liaised with the B.C.C.C. members and took part in the Toronto Caribbean Carnival.

Members took part in the Annual Community Police Consultative Conference with the CCC's, C.P.L.C.'s and C.Y.A.C.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
No funds were used			
		Total Expenditures	$0.00
		Amount to be returned	$1,000.00

Committee Name	Jewish Community Consultative Committee (J.C.C.C.)				
Executive Membership	Inspector Paul Rinkoff, Michael Levitt (Civilian Co-Chair)				
Total Number of Members	13	**Number of Meetings**	5	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

The J.C.C.C. is a new committee and still growing membership. The committee is composed of a diverse set of leaders and influencers from Toronto's Jewish community. The committee focuses on community safety and security issues, which affect Toronto's diverse Jewish Community. The committee actively supports the Chief, Command, and Unit Commanders, providing timely information to assist with decisions that touch on the safety and security of Jewish community members and institutions. The committee is dedicated to improving public trust and confidence in the police. The committee continues to bring attention to the harmful effects of hate crime and Anti-Semitism in our communities. The committee is engaged in developing education, awareness, and training programs, which encourage the recognition and reporting of hate crime and Anti-Semitism in the community. The committee provides key messages to the Jewish community relating to Service initiatives and responses to issues affecting the safety and security of the community. This includes messages promoting high visibility policing during religious holidays and police response to local, national, and international incidents and events, which have a high impact on perception of safety in our Jewish communities.

Initiatives & Events:

Committee members attended Walk of Israel event in North York.

Engaged in a T.P.S. policy initiative to address potential changes to Service Procedure 15-16 Uniform and Equipment Procedure that reflect inclusivity and diversity at the request of the Chief's Office and community.
Committee members organized and attended the 1st Hanukkah Community Candle Lighting ceremony at Headquarters with attendance of the Chief and Solicitor General of Ontario.

No Funding from the Toronto Police Services Board Received			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
No Funds received from the Board for 2022			
Total Expenditures			$0.00
Amount to be returned			$0.00

Committee Name	L.G.B.T.Q.2.S.+. Community Consultative Committee (L.G.B.T.Q.2.S.+.C.C.C.)			
Executive Membership	Superintendent Lisa Crooker, Superintendent Christopher Kirkpatrick, Terrence Rodriguez (Civilian Co-Chair)			
Total Number of Members	10	**Number of Meetings**	12	**Number of Town Hall Meetings** 0

Engagement and Outreach Initiatives

Rexdale Community Engagement event was hosted at Rexdale Health Centre (Rexdale Pride). The event of was divided into two engagements with Rexdale Pride clients. The first engagement consisted of introductions and sharing stories. Pizza was purchased for the event.

The second community engagement involved the same participants as the first engagement, but focused on specific feedback and questions being asked and answered. Pizza was once again purchased for the event.

A table, canopy, progress pride flag, and flip chart were purchased to host the community engagements that were held outdoors. The pens and advertising cards were used to advertise the L.G.B.T.Q.2.S.+. C.C.C. in the community.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Table purchased (folding table to be used at community events)			$79.08
Canopy			$203.39
Flag			$19.15
Flip chart			$144.49
Pens and Advertising Cards	100/500		$296.06
Pizza (Engagement #1- $138.02, #2 - $106.54)			$244.56
		Total Expenditures	$986.73
		Amount to be returned	$13.27

Committee Name	Muslim Community Consultative Committee (M.C.C.C.)				
Executive Membership	Superintendent Greg Cole, Superintendent Mandeep Mann, Omar Farouk (Civilian Co-Chair)				
Total Number of Members	14	Number of Meetings	7	Number of Town Hall Meetings	0

Engagement and Outreach Initiatives

Islamic Heritage Month Celebration event was hosted on October 28, 2022 at the Toronto Police College with approximately 250 community members in attendance. This event is celebrated every year and the money from the M.C.C.C. is used to support this event. The event is to celebrate the contributions of Canadian Muslims in Canada. Issues that were discussed during the event were crime prevention, Hate Crime and Islamophobia.

Expenditures from Toronto Police Services Board Funding ($1,000.00)

Items - List all items related to events/initiatives

Description	Quantity	Price($)/Unit	Total($)
Islamic Heritage Month Celebration – 250 Meals	250	4.00	$1,000.00
		Total Expenditures	$1,000.00
		Amount to be returned	$0.00

Committee Name	Persons with Disabilities Community Consultative Committee (P.D.C.C.C.)				
Executive Membership	Superintendent Justin Vander Heyden, Inspector David Correa, Melissa Vigar (Civilian Co-Chair)				
Total Number of Members	7	Number of Meetings	8	Number of Town Hall Meetings	1

Engagement and Outreach Initiatives

The committee hosted a 'Virtual Town Hall Meeting for Persons with Disabilities' - Provided the community with the opportunity to interact with Toronto Police, and committee members.

The committee members provided input to the T.P.S.'s Equity, Inclusion & Human Rights unit, for the T.P.S. Multi-Year Accessibility Plan, and the Accessibility for Ontarians with Disabilities Act (A.O.D.A.) Customer Service Feedback form.

Expenditures from Toronto Police Services Board Funding ($1,000.00)

Items - List all items related to events/initiatives

Description	Quantity	Price($)/Unit	Total($)
No funds were used		Total Expenditures	0.00
		Amount to be returned	$1,000.00

COMMITTEE NAME	Seniors Community Consultative Committee (S.C.C.C.)				
Executive Membership	Superintendent Paul MacIntyre, Kim Whaley, Andrea McEwan (Civilian Co-Chairs)				
Total Number of Members	13	**Number of Meetings**	6	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

Members of the S.C.C.C. created a survey for T.P.S. officers to learn about training and knowledge needed to assist officers during their interactions with older Torontonians. The hope is to complete and deliver a training module that encourages officers to think critically about ageing, using descriptive and analytical discussion, and help promote understanding and empathy towards older adults through experiential learning.

The S.C.C.C. developed a new resource page for officers on the T.P.S. intranet. The page contains information on a range of issues affecting seniors including elder abuse, and it provides additional resources for officers when dealing with older adults.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
No funds were used			
		Total Expenditures	0.00
		Amount to be returned	$1,000.00

Committee Name	South & West Asian Community Consultative Committee (S.W.C.C.C.)				
Executive Membership	Superintendent Shane Branton, Raja Kanaga (Civilian Co-Chair)				
Total Number of Members	13	**Number of Meetings**	11	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

S.W.C.C.C. members hosted a recruiting fair at HMCS York. Members invited other police services, military and security organizations to participate.

S.W.C.C.C. members hosted a hate crime information session with Hate Crime Unit at a Hindu Mandir.

S.W.C.C.C. members attended a Diwali event at BAPS Shri Swaminarayan Mandir to celebrate with the community.

S.W.C.C.C. members hosted a South & West Asian Fashion Gala with Talent Acquisition and the M.C.C.C. to showcase the different uniforms worn in different units within T.P.S. (E.T.F., K9, Marine, Mounted, M.C.I.T.).

S.W.C.C.C. members facilitated meetings with the Arab community and Chief Ramer to discuss community issues.

Committee members attended the Scott Mission and donated $200 to purchase food. The members assisted with serving meals to those in need.

The S.W.C.C.C. utilized $800.00 from their fund to purchase non-perishable food items to create 28 baskets that contain culturally specific food items. Using criteria developed by the committee, members identified families in need and distributed accordingly. This initiative was created to build new relationships and promoted the images of both the Toronto Police Service and the South & West Asian Community Consultative Committee within the community.

Expenditures from Toronto Police Services Board Funding ($1,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
Purchase of non-perishable food baskets	28	$28.57	$800.00
Donation to Scott Mission			$200.00
		Total Expenditures	$1,000.00
		Amount to be returned	$0.00

Committee Name	Chief's Youth Advisory Committee (C.Y.A.C.)				
Executive Membership	Superintendent David Rydzik, Superintendent Andy Singh, Dan Araujo (Civilian Co-Chair)				
Total Number of Members	11	**Number of Meetings**	9	**Number of Town Hall Meetings**	0

Engagement and Outreach Initiatives

The C.Y.A.C. organized and participated in the following youth sporting events;

Youth Sporting event in collaboration with 42D, 43D, T.C.H.C. and community members. Over 300 persons attended (food provided).

Youth summer sporting event with 43D and youth (food provided).

Yoga session, Allan Garden Park with L.G.B.T.Q.2.S.+. youth to celebrate Pride Month (food provided).

Youth sporting community event in Malvern Park (Food provided).

The C.Y.A.C. organized a 2 DAY First Aid Training Program "Building a culture of Prevention in Scarborough" where 25 youth received a C.P.R./A.E.D. Level D training. Each participant and the youth leaders that assisted with the training were provided 2 Presto cards each to assist them in travelling to the 2 day event.

Expenditures from Toronto Police Services Board Funding ($2,000.00)			
Items - List all items related to events/initiatives			
Description	Quantity	Price($)/Unit	Total($)
T.T.C. Presto for youth (Transportation)	60	$16.00	$960.00
Refreshments for first aid session			$274.13
Food for youth sporting events			$576.00
Total Expenditures			$1,810.13
Amount to be returned			$189.87

PUBLIC REPORT

March 10, 2023

To: Chair and Members
           Toronto Police Services Board

From: Myron Demkiw
           Chief of Police

Subject: Annual Report: Write-off of Uncollectible Accounts Receivable Balances January 1, 2022 to December 31, 2022

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Recommendation:

It is recommended that the Toronto Police Services Board (Board) receive this report.

Financial Implications:

With zero write-off in 2022, there is no financial impact on the Toronto Police Service's (Service) revenues or operating expenditure.

Summary:

The purpose of this report is to provide the Board with information on the amounts written off during the period of January 1 to December 31, 2022. The Service performed extremely well in the area of billings and collections, with zero write-offs for the entire year.

Discussion:

Background

External customers receiving goods and/or services from Service units are invoiced for the value of such goods or services. In 2022, over $55 million (M) in billable services provided to external customers were invoiced. These services included, but are not

limited to, paid duties, alarm fees, secondments and various cost recoveries. The Service's Accounting Services Unit (Accounting) works closely with divisions, units and customers to ensure that some form of written authority is in place with the receiving party prior to work commencing and an invoice being sent. Accounting also ensures that accurate and complete invoices are sent to the proper location, on a timely basis.

The Service has instituted a rigorous process to mitigate the risk of accounts becoming uncollectible and therefore written off, and to date this process is working well. In 2022 there was $55M in billable services invoiced to customers with zero write-offs. These results are consistent with our experience in 2021, where there was $52M in billable revenues, also with zero write-offs.

Relevant Board Policies and Compliance:

At its meeting of May 29, 2019, the Board approved Financial Management and Control By-law (Min. No. P105/19 refers).

Part VI, Section 16 – Authority for Write-offs, delegates the authority to write-off uncollectible accounts of $50,000 or less to the Chief of Police and requires that an annual report be provided to the Board on amounts written off.

Conclusion:

In accordance with Part VI, Section 16 – Authority for Write-offs, of the Financial Management and Control By-law, this report provides information to the Board that there is no billable revenue written off by the Service for the period January 1 to December 31, 2022.

Ms. Svina Dhaliwal, Interim Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

PUBLIC REPORT

February 22, 2023

To: Chair and Members
                    Toronto Police Services Board

From: Myron Demkiw
                    Chief of Police

Subject: **Response to the Jury Recommendations from the Coroner's Inquest into the Death of Mr. Alexander Peter Wettlaufer**

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Summary:

The purpose of this report is to inform the Toronto Police Services Board (Board) of the Toronto Police Service's (Service) review of the jury recommendations from the Coroner's inquest into the death of Mr. Alexander Peter Wettlaufer for potential implementation.

Discussion:

Background

A Coroner's inquest into the death of Mr. Alexander Peter Wettlaufer was conducted in the City of Toronto during the period August 22 to August 26, 2022. As a result of the inquest, the jury found the manner of death to be undetermined and has made 7 recommendations. Recommendations 1 to 7 are directed to the Service.

The following is a summary of the circumstances of the death of Mr. Alexander Peter Wettlaufer and issues addressed at the inquest, as delivered by Dr. Bonnie Goldberg, Presiding Coroner.

Summary of the Circumstances of the Death:

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, who was subsequently identified as Alexander Wettlaufer, reported that one man was armed with a gun and gave a description of the suspect.

Officers attended the scene and observed a male, later identified as Mr. Wettlaufer, matching the description of the armed suspect crossing the road while talking on the phone. The officers followed Mr Wettlaufer. In the course of the interaction, Mr. Wettlaufer turned to face the officers and pointed what appeared to be a handgun at an officer who drew his firearm. Mr. Wettlaufer then ran. The officers followed and ordered Mr. Wettlaufer to stop and drop the firearm but he did not comply. Mr. Wettlaufer ran to a pathway in a nearby park.

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. During the negotiations, Mr. Wettlaufer picked up the firearm but would not drop it. When Mr. Wettlaufer pointed his firearm at the ETF officers, officers discharged their firearms and Mr. Wettlaufer was shot.

Mr. Wettlaufer was transported by ambulance to Sunnybrook Health Sciences Centre where he later died.

Chief Forensic Pathologist Dr. Michael Pollanen performed an autopsy on March 15, 2016, and determined that the cause of death was gunshot wounds to the chest.

Stakeholder Analysis:

Strategy Management – Governance was tasked with preparing responses to the jury recommendations directed to the Service, as contained in the Coroner's Inquest into the death of Mr. Alexander Peter Wettlaufer.

Service subject matter experts from the Emergency Task Force (E.T.F.) and the Body Worn Camera Implementation 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. Alexander Peter Wettlaufer and the subsequent 7 jury recommendations directed to the Service, a review of Service governance, training and current practices has been conducted.

In summary, the Service concurs with recommendations 1 through 7. The Service has implemented recommendations 3, 6 and 7, partially implemented recommendation 5 and will be implementing recommendations 1, 2 and 4 in the near future. Recommendations are incorporated, or will be incorporated into current Service procedures, training and the E.T.F. unit.

The Service continues to strive for excellence in providing its members with the latest technology, equipment, best practices, and training, in order to safely resolve dangerous encounters and mitigate the potential for harm, whenever feasible.

Staff Superintendent, Robert Johnson will be in attendance to answer any questions that the Board may have regarding this report.

Recommendation:

This report recommends that the Toronto Police Services Board (Board) receive the following report for information and forwards a copy of the report to the Chief Coroner of the Province of Ontario

Financial Implications:

There are no financial implications arising from the recommendation(s) contained in this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

*copy with original signature on file at Board Office

Attachments:

Appendix A - Jury Verdict and Recommendations (Wettlaufer Inquest)
Appendix B – Toronto Police Service Response to Wettlaufer Inquest Recommendations

Appendix A – Jury Verdict and Recommendations

VERDICT EXPLANATION

Inquest into the Death of
Alexander WETTLAUFER

Bonnie Goldberg, Presiding Officer
August 22 - 26, 2022
Virtual

OPENING COMMENT

This verdict explanation is intended to give the reader a brief overview of the circumstances surrounding the death of Alexander Wettlaufer 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

Inquest Counsel:	Julian Roy Office of the Chief Coroner 25 Morton Shulman Ave. Toronto, ON M3M 0B1
Inquest Investigator/Constable:	Detective Constable Jennifer Reid Office of the Chief Coroner 25 Morton Shulman Ave. Toronto, ON M3M 0B1
Recorder:	Massimo Pimentel Office of the Chief Coroner 25 Morton Shulman Ave. Toronto, ON M3M 0B1

Parties with Standing:	Represented by:
Wettlaufer Family (mother Wendy, siblings Charles, Melissa, Maria, David, Timothy, Michael and Rachel)	Jeffrey R. Crannie 901-105 Main Street East Hamilton, ON L8N 1G6

Sergeant Shawn Lawrence, Toronto Police Service, Emergency Task Force	Lawrence Gridin Partner - Criminal Law Group Brauti Thorning LLP 161 Bay Street, Suite 2900 Toronto, ON M5J 2S1
PC Michael Fonseca, PC Eric Reimer, PC Davis Jackson, Toronto Police Service, Emergency Task Force	David Butt Camden Lane Law Chambers 130 Spadina Avenue, Suite 606 Toronto, ON M5V 2L4
Sgt. David Ouelette, PC Joselito Sylva, PC Christopher Skelton, PC Chris Methe	Gary R. Clewley 360 Walmer Road Toronto, ON M5R 2Y4
Toronto Police Service Chief of Police James Ramer	Jeffrey Leung Legal Services Toronto Police Service 40 College St. Toronto, ON M5G 2J3
Toronto Police Services Board	Michele Brady and Graham Thomson Litigation Section City of Toronto	Legal Services Metro Hall, 26th Floor 55 John Street Toronto, ON M5V 3C6

SUMMARY OF THE CIRCUMSTANCES OF THE DEATH

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, who was subsequently identified as Alexander Wettlaufer, reported that one man was armed with a gun and gave a description of the suspect.

Officers attended the scene and observed a male, later identified as Mr. Wettlaufer, matching the description of the armed suspect crossing the road while talking on the phone. The officers followed <Mr Wettlaufer. In the course of the interaction, Mr. Wettlaufer turned to face the officers and pointed what appeared to be a handgun at an officer who drew his firearm. Mr. Wettlaufer then ran. The officers followed and ordered Mr. Wettlaufer to stop and drop the firearm but he did not comply. Mr. Wettlaufer ran to a pathway in a nearby park.

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. During the negotiations, Mr. Wettlaufer picked up the firearm but would not drop it. When Mr. Wettlaufer pointed his firearm at the ETF officers, officers discharged their firearms and Mr. Wettlaufer was shot.

Mr. Wettlaufer was transported by ambulance to Sunnybrook Health Sciences Centre where he later died.

Chief Forensic Pathologist Dr. Michael Pollanen performed an autopsy on March 15, 2016, and determined that the cause of death was gunshot wounds to the chest.

THE INQUEST

Dr. Jennifer Dmetrichuk, Regional Supervising Coroner for Central Region, called a mandatory inquest into the death of Alexander Wettlaufer pursuant to subsection 10(5) of the *Coroners Act*.

The document outlining the scope of this inquest is attached as an Appendix.

The inquest was conducted entirely virtually using Microsoft Teams. The inquest was streamed live on YouTube.

The jury sat for five days, heard evidence from seven witnesses, reviewed 26 exhibits and deliberated for three hours in reaching a verdict.

Verdict Explanation – Alexander Wettlaufer Inquest

VERDICT

Name of Deceased:	Alexander Peter Wettlaufer
Date and Time of Death:	March 14, 2016 at 1:21 a.m.
Place of Death:	Sunnybrook Health Sciences Centre, 2075 Bayview Avenue, Toronto ON
Cause of Death:	Gunshot wounds to the chest
By What Means:	Undetermined[1]

RECOMMENDATIONS

To 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.

    Comment:
    The jury heard evidence that during the crisis negotiation, the ETF team may not have had the ability to obtain additional information about the situation while still maintaining their position and own safety during the negotiation. The jury's recommendation is aimed at canvassing way to improve the delivery of information in order to further build rapport and communicate effectively and responsively with the subject.

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.

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[1]At an inquest, the jury determines the manner of death pursuant to section 31(1)(e) of the *Coroners Act*. In Ontario, the manner (or means) of death is classified into five categories: natural, accident, suicide, homicide, and undetermined. The Presiding Officer provides guidance to the jury based on a 2020 document provided by the Office of the Chief Coroner and Ontario Forensic Pathology Service titled, "Definitions and Guidelines to the Manner of Death".

Verdict Explanation – Alexander Wettlaufer Inquest

Comment:

The jury heard evidence that during the incident in question, ETF had difficulty always clearly hearing Mr. Wettlaufer while maintaining a safe distance in an outdoor location. The jury's recommendation is intended to explore the availability of additional tools to enhance the ETF teams when working in such a situation to enable the building of rapport and ease of communication.

3. The Toronto Police Service should consider the use of dedicated negotiators.

Comment:

The jury heard evidence about the challenges inherent in crisis negotiations and the training involved to be a negotiator. The jury heard evidence that based on training and procedure, the circumstances of the situation necessitated that the officer engaged in negotiations with Mr. Wettlaufer wielded and pointed his police issued rifle at Mr. Wettlaufer while negotiating with him. The jury's recommendation is intended to improve the ability of the Toronto Police Service to respond to critical incidents that require negotiation with an armed subject.

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.

Comment:

The jury heard evidence about the risks and challenges involved in requiring ETF officers to wear body-worn cameras as well as the benefits that may accrue if body-worn cameras are made a requirement for ETF officers. The jury's recommendation is intended to further this discussion given the evolution of technology in body-worn cameras and the current requirement that Toronto police officers wear them.

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.

Comment:

The jury heard evidence about the current process by which a police officer may be able to access additional support from trained professional during a crisis negotiation. The jury's recommendation is addressed at ensuring such resources are available in a timely and meaningful way during a crisis negotiation.

6. The Toronto Police Service should continue to build a diverse ETF that represents the communities they serve.

Comment:

The jury heard evidence about the composition of the ETF team that responded to this incident and the various professionals and team members available to the ETF when involved in an incident such as this one. The jury's recommendation is

intended to ensure that the ETF is better able to take advantage of the benefits that diversity of members bring to policing.

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.

     Comment:
     The jury heard evidence regarding the limits and risks of using the current suite of non-lethal tools available to police officers in order to incapacitate a subject in possession of a firearm. The jury's recommendation is intended to further explore whether there exist additional non-lethal tools to address such a situation.

To 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.

     Comment:
     The jury heard evidence that police officers are trained using scenario-based training but that there is no specific training related to individuals attempting to induce police officers to use lethal force against themselves. The jury's recommendation would offer some additional information in which to develop specific training to address the unique dynamics of this issue.

9.   The Solicitor General of Ontario should expedite the approval of updates to the Ontario Use of Force Model.

     Comment:
     The jury heard evidence that the province is in receipt of recommendations for legislative amendments updating the Ontario Use of Force Model. The jury's recommendation is intended to ensure that these updates are properly codified and implemented without further delay.

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.

     Comment:
     The jury heard evidence that there is no standard police curriculum or training requirements across the province. The jury's recommendation is intended to address this gap so as to ensure local police services are uniformly trained.

To 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.

    Comment:
    The jury heard evidence that Mr. Wettlaufer's family was not provided with sufficient mental health support following the incident and that their attempts to access what supports were provided were unsuccessful. The jury's recommendation is intended to address this gap so that families who find themselves in a similar situation will be able to receive more fulsome, responsive and timely support.

CLOSING COMMENT

In closing, I would like to again express my condolences to the family, loved ones, and co-workers of Alexander Wettlaufer 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.

Bonnie Goldberg   January 23, 2023
Presiding Officer

STATEMENT OF SCOPE

Inquest into the Death of Alexander Wettlaufer

This inquest will look into the circumstances of the death of Alexander Wettlaufer 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; and

    (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:

1. The circumstances surrounding the death of Mr. Wettlaufer

2. Police training concerning interaction with, and potential apprehension of, persons in crisis

3. Police policies and practices concerning the use of lethal force

4. Police policies and practices concerning the de-escalation of persons in crisis

5. Police training with respect to the interaction with and the safe apprehension of persons in crisis

Verdict Explanation – Alexander Wettlaufer Inquest

11

Appendix B – Toronto Police Service Response to Wettlaufer Inquest Recommendations

Wettlaufer Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
#1 – The Toronto Police Service 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.	**Toronto Police Service Concurs – Being Implemented** All relevant information is delivered verbally by communications operators via the radio system to all police officers, and visually, as written by a communications operator and delivered to the in-car computer via the Services Intergraph Computer Aided Dispatch (I.C.A.D.), while officers are attending to emergency calls for service. When possible, Emergency Task Force (E.T.F.) Sergeants will attend calls with another officer who will be operating the vehicle. This will allow the E.T.F. Sergeant to view the I.C.A.D. call on the computer, and liaise with the on-scene Sergeant upon arrival. The E.T.F. Sergeant may also communicate with the communications operator via the radio system regarding any and all relevant information as required. The importance of technology and information management is a critical component to the Service's modernization. The Benefits Framework, established by Deputy Chief Colin STAIRS, Chief Information Officer, will help drive the strategy of the Information Technology Command and the Service over the next 5+ years. This Framework will allow the Service to prioritize and understand the benefit of technology projects that support some of our biggest priorities, such as Body Worn Cameras (B.W.C.) and technological tools, which provide standardized and timely data to emergency management, analytics and intelligence teams amongst others. E.T.F. officers have been equipped with the connected officer iPhones since December 2022. This allows them to have access to I.C.A.D. information at all

Wettlaufer Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
	times. This access facilitates and improves delivery of information to officers without disrupting the negotiation process.
#2 – Directed to the Toronto Police Service The Toronto Police Service should provide E.T.F. 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.	**Toronto Police Service Concurs – Being Implemented** The Service is committed to providing fair, effective, efficient, equitable and accountable policing services to members of all of our communities. As a result, B.W.C.s have been advanced as one way to increase transparency. After a pilot project was completed and consultation with the public, B.W.C.s were rolled out across the Service. Procedure 15-20 "Body Worn Camera" was established January 28, 2021 to provide members with direction regarding the use and processes of the B.W.C. to ensure compliancy and consistent effectiveness in accordance with the Board Policy "Body Worn Cameras". The Service has been working toward deploying B.W.C. technology to all E.T.F. officers. One E.T.F. team from the unit has received the initial training provided to all front line officers. The Service is in the process of developing more robust training for the E.T.F., as they are involved in all highly charged encounters with the public. There is a need to ensure the technology is properly used in order to both collect best evidence while at the same time not placing members at any additional risk. The enhanced training process will be completed within the next 30-60 days, at which time all E.T.F. officers will complete their training and be equipped and deployed with B.W.C.s. This technology will also assist with sound capture whenever negotiating from a safe distance, however, this may not be able to enhance the capture of the subjects dialogue due to distance. The E.T.F. already uses recorders to capture negotiations and will deliver the subject a cell phone to assist in negotiations if necessary. The delivery of the phone is made with the assistance of a robot to ensure safety.

Wettlaufer Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
#3 – Directed to the Toronto Police Service The Toronto Police Service should consider the use of dedicated negotiators.	**Toronto Police Service - Implemented** The Board has passed an Adequacy Standards Compliance Policy, which was approved on July 27, 2022. Part 4: Emergency Response XXII ER-005 – Crisis Negotiators directs the Chief to ensure that the Service will provide the services of a crisis negotiator by using Service members. The Service has forty-six (46) negotiators trained and certified by the Canadian Police College and accredited by the Ministry of the Solicitor General. The officers who provide this service continue to receive ongoing training. Officers certified in this area are strategically assigned across the various teams at the E.T.F. to ensure they are available 24hrs / 7 days a week if required. Of the forty-six (46) officers trained, a team of fifteen (15) negotiators are rotated through an "on call" system. If circumstances dictate further resources are required due to the seriousness and/or length of a response the on call team will be notified. Negotiators are embedded on the Special Weapons Teams as this unit within E.T.F. is responsible for high risk incidents across the city. This process ensures negotiators are engaged in incidents in a timely and effective manner.
#4 – Directed to The Toronto Police Service The Toronto Police Service should continue to explore the feasibility of implementing body-worn cameras for all E.T.F. officers and in the interim consider the feasibility of audio recording E.T.F. occurrences from the beginning of the event.	**Toronto Police Service – Being Implemented** As outlined in the response to recommendation 2, E.T.F. officers are in the process of being trained on B.W.C.s. The B.W.C. enhanced training process for E.T.F. will be completed within the next 30-60 days, at which time all E.T.F officers will complete their training and be equipped and deployed with B.W.C.s. E.T.F. officers are issued recorders that are used at calls to record negotiations with subjects.

Wettlaufer Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
	E.T.F. officers also request Primary Response Unit (P.R.U.) officers on scene at calls for service. P.R.U. officers are equipped with B.W.C.s and the In-Car Camera System to assist in recording occurrences.
#5 – Directed to the Toronto Police Service The Toronto Police Service should explore the ability to use audio/visual capabilities to have short notice assistance from external professional's e.g. mental health, interpreters.	**Toronto Police Service – Implemented/Being Implemented** The Service currently has Mobile Crisis Intervention Teams (M.C.I.T.) where officers work in partnership with mental health professionals who attend calls with them. 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. The M.C.I.T response assist with: • assessing the situation; • attempting to stabilize and diffuse the crisis; • providing supportive counselling as needed; and • connecting the person in crisis with appropriate community services. The E.T.F. regularly utilizes the services of an on-call psychiatrist to assist them at calls dealing with persons in crisis when feasible. With the availability of the B.W.C. for E.T.F. officers in 2023, they will be able to live stream while at calls whereby a health care professional or psychiatrist is not readily available, but can see and advise via live stream technology.
#6 – Directed to the Toronto Police Service The Toronto Police Service should continue to build a diverse	**Toronto Police Service - Implemented** Currently, 26% of the members within the E.T.F. are visible minorities and there is one female officer. The unit has recently started an internal recruitment strategy to

Wettlaufer Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
E.T.F. that represents the communities they serve.	provide officers with information about the unit, including the skills required to be selected to the unit and how to go about obtaining these skills. E.T.F. members also take part in numerous community events with the public on a yearly basis to educate them about the unit. The Service is in the process of developing a new strategy to ensure transparency and fairness related to the recruitment and selection of personnel into specialized units that will directly affect the E.T.F. This process has been developed in consultation with Internal Support Networks to ensure any concerns they may have are addressed.
#7 – Directed to the Toronto Police Service 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.	**Toronto Police Service - Implemented** Members of the Service's E.T.F. continuously conduct research related to the use of non- lethal tools. The E.T.F. has a dedicated training branch that is tasked with this research. The E.T.F. is also a member of the Ontario Tactical Advisory Body (O.T.A.B.). This board was formed as a result of a previous inquest and includes members from all services across Ontario that have a tactical unit. In addition to corresponding with members of O.T.A.B. consistently throughout the year, members of the E.T.F. meet annually with O.T.A.B. members at a conference to discuss a number of topics related to tactical units including research and the use of non-lethal methods to incapacitate subjects in possession of weapons. The following are the non-lethal tools currently available to E.T.F. officers: • C.E.W. (Taser) • Asp Baton

Wettlaufer Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
	- O.C. Spray (pepper spray) - O.C. Mark9 Fogger - O.C. Vapour 37 mm Arwen (Anti-Riot Weapon Enfield) (less lethal impact round) 40 mm BIP (Blunt Impact Projectile) (less lethal impact round) 37 mm Gas Gun capable of discharging: – CS Gas (liquid) Barricade Penetrating Round – Muzzle Blast (CS Powder) - CS Gas Canister (Smoke) 12 Gauge Shot gun capable of discharging CS Gas (Barricade Penetrating Round) - N.F.D.D. – Non Fragmenting Distraction Devices - Certified and trained Crisis Negotiators who use negotiation as a de-escalation technique - Ability to communicate with armed persons through the use of robots and negotiating equipment (throw phones) - Ballistic/Plexiglass Shields - Tactical Paramedics with the capabilities of sedating person in crisis who attend calls with the tactical teams

February 23, 2023

To: Chair and Members
            Toronto Police Services Board

From: Myron Demkiw
            Chief of Police

Subject: Chief's Administrative Investigation into the Death of Complainant 2021.82

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Summary:

The Special Investigations Unit Liaison (S.I.U. Liaison) investigation determined the conduct of the designated officials was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Discussion:

Background

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving death, serious injury, the discharge of a firearm at a person or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

Relevant Board Policies and Compliance

- Toronto Police Service (T.P.S.) procedures
- *Special Investigations Unit Act*
- *Police Services Act* (P.S.A.)

S.I.U. Terminology

Complainant – Refers to the Affected Person
SO – Subject Official
WO – Witness Official
CW – Civilian Witness
ICCS – In-Car Camera System
SHSC – Sunnybrook Health Sciences Centre

S.I.U. Investigative Conclusion

In a letter to the Chief of Police dated August 24, 2022, Director Joseph Martino of the S.I.U. advised, *"the file has been closed and no further action is contemplated. In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against the three officials."*

The following *S.I.U. Incident Narrative* and *Analysis and Directors Decision* has been reprinted from the S.I.U. Director's report, number 22-TOD-415, which can be found via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=2096

S.I.U. Incident Narrative

"The material events in question are clear on the evidence collected by the SIU, which included interviews with paramedics and the ICCS footage from police cruisers that largely captured the incident. As was their legal right, none of the subject officials agreed to an interview with the SIU or authorized the release of their notes.

Shortly before 4:30 a.m. of October 29, 2021, the TPS received a 911 call from an Uber driver reporting the sound of a gunshot in the area of Kennedy Road and Ellesmere Road. Police officers were dispatched to investigate.

The Complainant had been shot in the upper left anterior chest. Following the shooting, he had made it into the Circle K store at the southwest corner of Kennedy Road and Ellesmere Road where he asked the clerk for help and collapsed on the floor. The Complainant exited the store and was located just outside the front door by the first arriving officers.

SO #1, SO #2 and SO #3 arrived on scene at about 4:33 a.m. Initially of the view that the Complainant was unrelated to the call for service, they quickly ascertained that he had in fact been shot. They reported this to their communications centre and asked for an ambulance at about 4:34 a.m.

While they waited for the arrival of paramedics, the Complainant writhed in pain and repeatedly said that he was dying. He was told that he was not dying and to

remain still by SO #2. SO #3 took several photos of the Complainant on the ground. The bullet wound was not treated by any of the officers.

The first paramedic on scene was CW #3, arriving at about 4:40 a.m. She was soon joined by firefighters. The Complainant lapsed into unconsciousness at about this time. He was loaded into an ambulance and taken to hospital.

The Complainant arrived at SHSC at about 5:07 a.m. He was pronounced deceased at 5:45 a.m.

The pathologist at autopsy attributed the cause of the Complainant's death to a gunshot wound of the chest".

Analysis and Director's Decision

"The Complainant passed away in Toronto on October 29, 2021. As he had interacted with TPS officers in the moments before he lost consciousness, the SIU was notified of the matter and initiated an investigation. The officers in question – SO #1, SO #2 and SO #3 – were identified as the subject officials. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that any of the subject officers committed a criminal offence in connection with the Complainant's death.

The offences that arise for consideration are failure to provide the necessaries of life and criminal negligence causing death contrary to sections 215(2)(b) and 220 of the Criminal Code, respectively. As an offence of penal negligence, the former is predicated, in part, on conduct that amounts to a marked departure from the level of care that a reasonable person would have exercised in the circumstances. The latter is reserved for even more serious cases of neglect demonstrating a wanton or reckless disregard for the lives or safety of other persons. Liability is not made out unless the impugned conduct constitutes a marked and substantial departure from a reasonable standard of care. In the instant case, the issue is whether there was any neglect on the part of the subject officials, sufficiently egregious to attract criminal sanction, that endangered the life of the Complainant or caused his death. In my view, there was not.

The officers were in the execution of their lawful duties when they responded to the intersection of Kennedy Road and Ellesmere Road following a call about a gunshot in the area. Having located a male in need, and discerning that he had been shot and needed medical intervention, they acted appropriately in promptly requesting the assistance of paramedics.

I am also satisfied that the officers comported themselves with due care and attention for the Complainant's well-being throughout their interaction. Though the officers might have done more by way of comforting words or gestures as the Complainant anguished in pain and called out in distress, the fact is there was nothing they could have done by way of medical intervention that would have

helped the Complainant, other than to do as they did and call for paramedics. The evidence indicates that CPR was not required as the Complainant was alert and talking until about the time of the first paramedic's arrival.

Thereafter, by the time the Complainant became unresponsive, his care had effectively been assumed by CW #3 and firefighters at the scene. Nor did the circumstances call out for any immediate treatment of the gunshot injury as the Complainant did not appear to be bleeding to any significant extent. Lastly, given the nature of the Complainant's medical crisis at the time, namely, internal bleeding and injury to organs caused by the gunshot, the officers were simply not equipped by way of expertise or equipment to provide the higher level medical and surgical intervention that was required.

It is regrettable that one or more of the subject officials did not do more to reassure or engage with the Complainant on the ground. Their failure to do so, however, did not endanger the Complainant or cause his death. In this regard, they did the only thing that was available to them – quickly call for more advanced medical intervention. In the result, as there are no reasonable grounds to believe that the subject officials transgressed the limits of care prescribed by the criminal law, there is no basis for proceeding with criminal charges".

Summary of the Toronto Police Service's Investigation

The Professional Standards – S.I.U. Liaison (S.I.U. Liaison) conducted an administrative investigation as required by provincial legislation.

The Professional Standards Unit (P.R.S.) conducted an investigation pursuant to Part V of the P.S.A. in order to determine if any of the officers had committed procedural misconduct in relation to their involvement in this matter.

These investigations examined the circumstances of this death in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

P.R.S. and the S.I.U. Liaison investigations reviewed the following Toronto Police Service (T.P.S.) procedures:

- Procedure 04-21 (Gathering/Preserving Evidence);
- Procedure 04-30 (Scenes of Crime Officer (SOCO));
- Procedure 05-01 (Preliminary Homicide Investigation);
- Procedure 05-02 (Robbery/Hold-Ups);
- Procedure 05-34 (Serious Assaults);
- Procedure 10-01 (Emergency Incident Response);
- Procedure 10-02 (Incidents Involving Hazardous Materials)
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);

- Procedure 14-01 (Skills Development and Learning Plan – Uniform);
- Procedure 15-17 (In-Car Camera System);
- Procedure 15-02 (Injury/Illness Reporting); and
- Procedure 15-20 (Body-Worn Camera).

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

- *Special Investigations Unit Act, 2019.*

Conclusion:

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 P.R.S. investigation determined the conduct of the designated officers was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures. The following additional comments are provided.

P.R.S. conducted an in depth investigation which examined the conduct of the designated officers in relation to this death. One of the areas the P.R.S. investigation assessed was the level of compassion exhibited by the officers in the moments prior to Toronto Paramedic Services arriving and taking over medical care. The P.R.S. investigation determined the officers were in compliance with T.P.S. procedures and the Standards of Conduct, including the Core Value *Connecting with Compassion* and found the officers did all they could do given the circumstances of this event.

Staff Superintendent Peter Code, Professionalism and Accountability, will be in attendance to answer any questions that the Board may have regarding this report.

Recommendation(s):
It is recommended that the Board receive this report for information.

Financial Implications:
There are no financial implications arising from the recommendation contained in this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

February 23, 2023

To: Chair and Members
                Toronto Police Services Board

From: Myron Demkiw
                Chief of Police

**Subject: Chief's Administrative Investigation of the Alleged
                Sexual Assault of 2022.21**

Purpose: ☒ **Information Purposes Only**   ☐ **Seeking Decision**

Summary:

The Special Investigations Unit Liaison (S.I.U. Liaison) investigation determined the conduct of the designated officials was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Discussion:

Background

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving death, serious injury, the discharge of a firearm at a person or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

Relevant Board Policies and Compliance

- Toronto Police Service (T.P.S.) procedures
- *Special Investigations Unit Act*

S.I.U. Investigative Conclusion

In a letter to the Chief of Police dated January 19, 2023, 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."*

Incident Narrative

On March 8, 2020, at 2358 hours, Toronto Police Service Communications Services (Communications) received a call from a mental health worker reporting her patient; Alleged Sexual Assault Complainant 2022.21 (2022.21) had sent her a text message stating she was feeling suicidal.

Two uniformed officers from 14 Division responded to the call to check on the wellbeing of 2022.21; arriving at the apartment at 0016 hours, on March 9, 2020.

The officers had an initial conversation with 2022.21 through the closed door of her apartment before she allowed the officers to enter her apartment.

Once inside the apartment, the officers continued their dialogue with 2022.21, which consisted of encouraging her to accompany them to the hospital so she could be examined by a mental health professional.

2022.21 was adamant that she did not want to attend the hospital and would not voluntarily attend with officers.

After approximately 30 minutes of negotiating with 2022.21 the officers called for a sergeant to attend their call to assist with the negotiations.

At 0049 hours, a uniformed sergeant from 14 Division arrived on scene.

The Sergeant also attempted to persuade 2022.21 to accompany officers to the hospital but she adamantly refused to attend the hospital.

Due to the time of this call, the Mobile Crisis Intervention Team (M.C.I.T.) was not available to attend. M.C.I.T. are available until 2300 hours.

As 2022.21 had threatened to cause bodily harm to herself and was refusing to voluntarily attend hospital, the officers made the decision to apprehend her under the *Mental Health Act* (M.H.A.).

After her apprehension, a female officer conducted a protective search on 2022.21.

2022.21 was escorted out of the apartment and transported to hospital by Toronto Paramedic Services (Paramedics) where she was examined by a physician and admitted to hospital on Form 1 under the M.H.A.

On May 13, 2022, the T.P.S. Professional Standards – S.I.U. Liaison (S.I.U. Liaison) was asked to review a Human Rights Tribunal of Ontario (H.R.T.O.) complaint filed by 2022.21 that contained an allegation of sexual assault.

Within the H.R.T.O filing, 2022.21 alleged an officer had sexually assaulted her when she was searched on March 9, 2020.

On May 13, 2022, as a result of the S.I.U. Liaison's review of the H.R.T.O. complaint and discovery of the allegation of sexual assault against a T.P.S. officer, the S.I.U. was notified and subsequently invoked its mandate.

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

Summary of the Toronto Police Service's Investigation

The S.I.U. Liaison conducted an administrative investigation as is required by provincial legislation. This investigation was reviewed by Specialized Criminal Investigations – Sex Crimes Unit in accordance with T.P.S. Procedure 13-16 (Special Investigations Unit).

This investigation examined the circumstances of the alleged sexual assault in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The S.I.U. Liaison investigation reviewed the following T.P.S. procedures:

- Procedure 01-01 (Arrest);
- Procedure 01-02 (Search of Persons);
- Procedure 01-03 (Persons in Custody);
- Procedure 06-04 (Persons In Crisis);
- 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); and

- Procedure 15-17 (In-Car Camera System).

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

- *Special Investigations Unit Act, 2019.*

Conclusion:

The S.I.U. Liaison investigation determined that the T.P.S.'s policies and procedures associated with this alleged sexual assault were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The S.I.U. Liaison investigation determined the conduct of 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.

Recommendation(s):

It is recommended that the Board receive this report for information.

Financial Implications:

There are no financial implications arising from the recommendation contained in this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

PUBLIC REPORT

February 23, 2023

To: Chair and Members
            Toronto Police Services Board

From: Myron Demkiw
            Chief of Police

Subject: Chief's Administrative Investigation into the Custody Injury of Complainant 2022.34

Purpose: ☒ Information Purposes Only   ☐ Seeking Decision

Summary:

The Special Investigations Unit Liaison (S.I.U. Liaison) investigation determined the conduct of the designated officials was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Discussion:

Background

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving death, serious injury, the discharge of a firearm at a person or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

Relevant Board Policies and Compliance

- Toronto Police Service (T.P.S.) procedures
- *Special Investigations Unit Act*

S.I.U. Terminology

Complainant – Refers to the Affected Person
CW – Civilian Witness
SO – Subject Official
WO – Witness Official
TPS – Toronto Police Service

S.I.U. Investigative Conclusion

In a letter to the Chief of Police dated November 25, 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 against the subject 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-196, which can be found in its entirety via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=2205

S.I.U. Incident Narrative

"The evidence collected by the SIU, including interviews with the Complainant and officers in the vicinity of the Complainant's arrest, gives rise to the following scenario. As was their legal right, none of the subject officials chose to interview with the SIU or authorize the release of their notes.

In the afternoon of August 6, 2022, the TPS drug squad organized a "drug buy" from the Complainant. The Complainant agreed to meet with an undercover officer – WO #5 – to sell him thousands of dollars of fentanyl in a parking lot on Brant Street, Burlington. Other officers in unmarked vehicles and plainclothes would surround the area, and move in to arrest the Complainant once the drug transaction had occurred.

The Complainant arrived at the parking lot at about 4:20 p.m. He was driving a red sedan with another person – CW #1 – occupying the front passenger seat. The Complainant located WO #5 seated in a vehicle and brought his car to a stop nose-to-nose with the officer. With a knapsack containing the drugs in his possession, the Complainant entered the front passenger seat of the officer's vehicle. Shortly thereafter, undercover officers converged on the Complainant and CW #1.

The Complainant was pulled from the undercover vehicle, taken to the ground and arrested. So too was his associate, a short distance away.

Following his arrest, the Complainant complained of pain and difficulty breathing. He was taken from the scene in ambulance to hospital, and diagnosed with a punctured lung and three fractured left-sided ribs."

Analysis and Director's Decision

"The Complainant was seriously injured in the course of his arrest by TPS officers on August 6, 2022. Three of the arresting officers – SO #1, SO #2, and SO #3 – were identified as subject officials in the ensuing SIU investigation. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that any of the subject officials committed a criminal offence in connection with the Complainant's arrest and injuries.

Pursuant to section 25(1) of the Criminal Code, police officers are immune from criminal liability for force used in the course of their duties provided such force was reasonably necessary in the execution of an act that they were required or authorized to do by law.

I am satisfied that the Complainant was subject to lawful arrest at the time of the events in question. He was in possession of illicit drugs at the time, and endeavouring to sell them to an undercover officer.

With respect to the force brought to bear by the subject officials in the Complainant's arrest, the evidence is insufficiently cogent to warrant criminal charges. In my view, not enough is known of what precisely occurred between the officers and the Complainant from the moment he was confronted in the undercover vehicle with arrest until he was handcuffed on the ground.

What is clear is that the Complainant was forcibly pulled from the undercover vehicle and forced to the ground. Given the inherent potential for violence in drug operations of this kind, and the presence of an associate – CW #1 – with the Complainant, this tactic appears to have been one reasonably available to the officers given the need to effect the Complainant's arrest as quickly as possible.

Aside from the takedown, it is alleged the Complainant was first punched by an officer while still seated in the passenger seat, and that he was thereafter repeatedly kicked in the back and punched in the face by at least five officers on the ground. At no point, according to this account, did the Complainant resist arrest. However, this account is unable to describe or identify the involved officers, other than to suggest that one of them seemed "Mexican" and may have had a goatee.

This account is also at odds with the evidence of WO #1, who was among the contingent of undercover officers participating in the operation. The officer says that he had just finished dealing with CW #1 when he attended at the site of the Complainant's arrest and saw him struggling to get up as other officers tried to restrain him in handcuffs. In addition, WO #5, who was present in the undercover

police vehicle with the Complainant, acknowledges that the Complainant was pulled from the vehicle, but says nothing of him having first been punched by an officer.

Little else is known of the interaction, other than that the Complainant sustained fractured ribs and a collapsed lung. Whether those injuries occurred in the takedown from the vehicle and/or an altercation on the ground, and what they suggest about the propriety of the force used by the officers, remains largely a matter of conjecture in light of the aforementioned-frailties in the evidence.

In the result, as I am unable to reasonably conclude with any confidence that one or more of the subject officials resorted to excessive force in executing what was otherwise a lawful arrest, there is no basis for proceeding with criminal charges in this case. The file is closed."

Summary of the Toronto Police Service's Investigation

The Professional Standards - S.I.U. Liaison (S.I.U. Liaison) conducted an administrative investigation as required by 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 officers.

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

- Procedure 01-01 (Arrest);
- Procedure 01-02 (Search of Persons);
- Procedure 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)); and
- Procedure 15-02 (Injury/Illness Reporting)

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

- *Special Investigations Unit Act*, 2019

Conclusion:

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 officials 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.

Recommendation:

It is recommended that the Board receive this report for information.

Financial Implications:

There are no financial implications arising from the recommendation contained in this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

PUBLIC REPORT

February 23, 2023

To: Chair and Members
                Toronto Police Services Board

From: Myron Demkiw
                Chief of Police

Subject: Chief's Administrative Investigation into the Custody Injury of Complainant 2022.38

Purpose: ☒ Information Purposes Only   ☐ Seeking Decision

Summary:

The Special Investigations Unit Liaison (S.I.U. Liaison) investigation determined the conduct of the designated officials was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Discussion:

Background

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving death, serious injury, the discharge of a firearm at a person or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

Relevant Board Policies and Compliance

- Toronto Police Service (T.P.S.) procedures
- *Special Investigations Unit Act*

S.I.U. Terminology

Complainant – Refers to the Affected Person
SO – Subject Official
WO – Witness Official
TPS – Toronto Police Service

S.I.U. Investigative Conclusion

In a letter to the Chief of Police dated December 22, 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 against the subject 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-219, which can be found in its entirety via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=2237

S.I.U. Incident Narrative

"In the early afternoon of August 28, 2022, the TPS received a 911 call from security personnel at a condominium on Front Street East. Two callers reported that a male had just stolen two electric scooters from the underground parking of the building. The SO, together with WO #1 and WO #2, on bicycle patrol, made their way to the area.

The male was the Complainant. He had broken into the underground parking, stolen the scooters and fled the building – riding one of the scooters and carrying the other in a backpack. The officers caught up with the Complainant in the area of the Queen Street East and Jarvis Street intersection. The Complainant was riding the scooter northward in the middle of Jarvis Street. He was being pursued by WO #1, the SO and WO #2, in that order. WO #1 closed the distance to the Complainant and ordered him to stop. When he refused to do so, the officer reached out with his right hand and grabbed onto the Complainant's backpack. The Complainant ditched his scooter at this time and ran in a northwest direction towards the west sidewalk.

The SO, with the action ahead of him, jumped off his bicycle and ran after the Complainant across the road. The officer grabbed the Complainant's backpack from behind to thwart his forward progress, and the Complainant fell over the curb and a traffic barrel onto the sidewalk. His face struck the concrete ground resulting in a fractured nose and orbital bone.

The SO was on the Complainant quickly attempting to secure his arms on the ground. He was joined within seconds by WO #1 and WO #2. The former delivered several right-handed punches to the Complainant's torso, after which the officers took control of both arms and handcuffed them behind the back

The Complainant was taken to the police station and then to hospital where his injuries were diagnosed."

Analysis and Director's Decision

"The Complainant was seriously injured in the course of his arrest by TPS officers on August 28, 2022. One of the officers – 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 injuries.

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.

Given what they had learned of the 911 call received by police of the Complainant's theft, and what they gathered directly seeing him with the stolen electric scooters, the officers were within their rights in seeking to take him into custody.

With respect to the force used in the course of the arrest, namely, a takedown and several strikes to the torso, I am satisfied that it was legally justified. The Complainant was attempting to escape police apprehension when he was grounded. As he had given the officers no reason to believe that he would surrender peacefully – he ignored commands that he stop and then fled on foot once off the scooter – the SO acted reasonably in taking him down to stop his flight and more safely manage any continuing resistance. In fact, once on the ground, the Complainant refused to release his arms to the officers, leaving himself open to a further application of force. That force, consisting largely of several punches to the torso struck by WO #1, fell within the range of what was reasonable in the circumstances to overcome the Complainant's recalcitrance.

In the result, while I accept that the Complainant's injuries were incurred in the takedown that preceded his arrest, there are no reasonable grounds to believe they are attributable to unlawful conduct on the part of the SO. As such, there is no basis for proceeding with criminal charges in this case. The file is closed."

Summary of the Toronto Police Service's Investigation

The Professional Standards – S.I.U. Liaison (S.I.U. Liaison) conducted an administrative investigation mandated by 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 officers.

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

- Procedure 01-01 (Arrest);
- Procedure 01-02 (Search of Persons);
- Procedure 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 15-17 (In-Car Camera System); and
- Procedure 15-20 (Body-Worn Camera).

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

- *Special Investigations Unit Act*, *2019*

Conclusion:

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 officials 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.

Recommendation:

It is recommended that the Board receive this report for information.

Financial Implications:

There are no financial implications arising from the recommendation contained in this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police

PUBLIC REPORT

February 23, 2023

To: Chair and Members
     Toronto Police Services Board

From: Myron Demkiw
       Chief of Police

Subject: Chief's Administrative Investigation into the Custody Injury of Complainant 2022.39

Purpose: ☒ Information Purposes Only   ☐ Seeking Decision

Summary:

The Special Investigations Unit Liaison (S.I.U. Liaison) investigation determined the conduct of the designated officials was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable T.P.S. procedures.

Discussion:

Background

Whenever the Special Investigations Unit (S.I.U.) investigates an incident involving death, serious injury, the discharge of a firearm at a person or the allegation of a sexual assault, provincial legislation requires the chief of police, of the relevant police service, to conduct an administrative investigation. This is the Chief's report in respect of this incident.

Relevant Board Policies and Compliance

- Toronto Police Service (T.P.S.) procedures
- *Special Investigations Unit Act*

S.I.U. Terminology

Complainant – Refers to the Affected Person
SO – Subject Official
WO – Witness Official
CW – Civilian Witness

S.I.U. Investigative Conclusion

In a letter to the Chief of Police dated December 30, 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-223, which can be found via the following link:

https://www.siu.on.ca/en/directors_report_details.php?drid=2250

S.I.U. Incident Narrative

"The material events in question are clear on the evidence collected by the SIU, including video footage that captured the incident.

In the afternoon of August 31, 2022, the TPS received a 911 call about an assault. The caller – the property manager – called to report that a resident of the building she managed – the Complainant – had just attacked the building's owner – CW #1. Officers were dispatched to investigate.

The SO and the WO arrived on scene, and spoke with the property manager and CW #1. They also reviewed video footage of the altercation, which had transpired in the property management office of the address. Satisfied that there were grounds to arrest the Complainant, the officers made their way to his room on the top floor of the facility to take him into custody.

The Complainant answered the WO's door knocks and turned around, his arms behind his back, when advised he was being arrested. Within moments of the WO attempting to secure him in handcuffs, the Complainant turned to face the officer. He told the officers to leave and then attempted to close the door on the WO. When the WO prevented the door from closing, the Complainant shoved the officer in the chest. From the threshold of the doorway, the WO grabbed hold of the Complainant's arms, and then entered the residence to push the Complainant out through the door. The SO joined in the altercation and the Complainant was forced to the floor in the narrow hallway outside the door.

With the Complainant in a prone position on the hallway floor, the officers struggled to place him in handcuffs. The WO managed to place a cuff on the Complainant's right wrist, but the officers found it difficult to secure his left arm; the Complainant kept it firmly tucked under his chest. The WO delivered four knee strikes to the back of the Complainant's upper legs and the SO used her right knee to strike the back of his head, driving it into the floor. About two-and-a-half minutes after the takedown, the officers were finally able to wrestle control of both of the Complainant's arms and handcuff them behind the back.

The Complainant was taken to hospital after his arrest and diagnosed with a broken nose".

Analysis and Director's Decision

"The Complainant was seriously injured in the course of his arrest by TPS officers on August 31, 2022. One of the arresting officers – 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.

I am satisfied that the SO and the WO were proceeding to lawfully arrest the Complainant when the altercation began. In light of what the officers learned of the hostilities that had transpired between the Complainant and CW #1 from the video footage they reviewed and the interviews they conducted, there were grounds to believe that the Complainant had been the aggressor.

I am further satisfied that the officers used no more force than was necessary in aid of the Complainant's arrest. After initially appearing to surrender to the arrest, the Complainant quickly turned combative. He pulled his arms away from the WO's hold and then pushed the officer when he attempted to keep the door from closing. The Complainant had effectively been placed under arrest by that point, and the WO, joined quickly by the SO, was entitled to re-assert control of the Complainant when he broke free and tried to close the door. Given what the officers knew of his violence towards CW #1, and his aggression at the doorway, it seems a takedown onto the hallway floor was a reasonable tactic. The maneuver was accomplished in a controlled fashion and placed the Complainant in a position whereby the officers could better manage his resistance. Once on the floor, the Complainant put up a strenuous fight. The four knee strikes delivered by the WO did little to release the Complainant's left arm. Even the SO's knee to the back of the head, which appears to have caused the SO's injury, failed to subdue him. It would not be for another 50 seconds or so before the officers, with the help of the

SO's baton which she used to try to leverage loose the Complainant's left arm, were able to overcome his resistance and secure him in handcuffs.

In the result, while I accept that the Complainant broke his nose when it was forced to the floor by a knee strike from the SO, there are no reasonable grounds to believe that the injury is attributable to unlawful conduct on the part of either of the arresting officers. As such, there is no basis for proceeding with criminal charges in this case. The file is closed".

Summary of the Toronto Police Service's Investigation

The Professional Standards - S.I.U. Liaison (S.I.U. Liaison) conducted an administrative investigation as is required by 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 officers.

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

- Procedure 01-01 (Arrest);
- Procedure 01-02 (Search of Persons);
- Procedure 01-03 (Persons in Custody);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);
- Procedure 15-01 (Incident Response (Use of Force/De-Escalation));
- Procedure 15-02 (Injury/Illness Reporting); and
- Procedure 15-20 (Body-Worn Camera).

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

- *Special Investigations Unit Act, 2019.*

Conclusion:

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 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.

Recommendation:

It is recommended that the Board receive this report for information.

Financial Implications:

There are no financial implications arising from the recommendation contained in this report.

Respectfully submitted,

Myron Demkiw, M.O.M.
Chief of Police